

BOUGAINVILLE WOMEN'S FEDERATION VOTER EDUCATION PROJECT

FINAL EVALUATION REPORT

CHARMAINE RODRIGUES
MAY 2018

ACKNOWLEDGEMENTS

The evaluator would like to thank the team from the Bougainville Women's Federation, Ms Judith Oliver, Ms Margarette Kiroha and Ms Florence Naina, for their active efforts to gather additional information and facilitate interviews. Their commitment to the project was very apparent and is to be commended.

THE EVALUATOR

Charmaine Rodrigues was engaged by International Women's Development Agency to complete this evaluation, building on a draft report produced following an in country, participatory evaluation undertaken by a previous consultant. Charmaine is an international development expert, with specific expertise in supporting women's political participation and leadership across the Pacific, including most recently in Papua New Guinea around the 2017 General Election. Charmaine lived in Fiji for five years while working as United Nations Development Program (UNDP) Pacific Democratic Institutions and Accountability Expert, prior to which she worked in New Delhi, India for the Commonwealth Human Rights Initiative, and in Canberra, Australia working for the Australian Agency for International Development. She now resides in Melbourne, Australia and works as an independent consultant.

Email: charmainer99@gmail.com. Web: <http://charmainer99.wixsite.com/g4p-consulting>.

DISCLAIMER

This report has been produced solely upon information supplied to the evaluator by the International Women's Development Agency (IWDA) and Bougainville Women's Federation. It draws upon the earlier draft evaluation report commissioned by IWDA in late 2017. While the evaluator has made every effort to ensure the accuracy of this report, the desk based nature of this phase of the evaluation limited opportunities for collection of new data or verification of existing data. Any judgments as to the suitability of information for the client's purposes are the client's responsibility. The evaluator extends no warranties and assumes no responsibility as to the suitability of this information, nor for the consequences of its use.

TABLE OF CONTENTS

TABLE OF CONTENTS	3
ACRONYMS.....	4
EXECUTIVE SUMMARY	5
INTRODUCTION	10
OPERATING CONTEXT	10
PROJECT CONTEXT.....	13
PROJECT SUMMARY.....	13
EVALUATION OBJECTIVES, SCOPE AND METHODOLOGY	15
OBJECTIVES AND SCOPE.....	15
EVALUATIONS CRITERIA & QUESTIONS	15
APPROACH & METHODOLOGY	16
LIMITATIONS.....	16
KEY FINDINGS	16
RELEVANCE.....	17
EFFECTIVENESS.....	21
IMPACT.....	30
EFFICIENCY	33
SUSTAINABILITY	35
REFERENCES	38
ANNEX 1: SUMMARY OF RECOMMENDATIONS	40
ANNEX 2: PERSONS CONTACTED OR CONSULTED BY EVALUATOR.....	43
CONSULTED FOR EVALUATION (PHASE 2) MAY 2018	43
ANNEX 3: EVALUATION PROCESS FOR FIRST PHASE OF EVALUATION	44
QUESTIONS FOR CONSULTATIONS WITH STAKEHOLDERS AND COMMUNITY MEMBERS.....	46

ACRONYMS

ABG	Autonomous Bougainville Government
ARB	Autonomous Region of Bougainville
BRA	Bougainville Resistance Army
BRC	Bougainville Referendum Commission
BRIDGE	Building Resources in Democracy, Governance and Elections (BRIDGE)
BWF	Bougainville Women's Federation
CGs	Community Governments
COEs	Council of Elders
DFAT	Department of Foreign Affairs and Trade
FPTP	First-past-the-post
IFES	International Foundation for Electoral Systems
IWDA	International Women's Development Agency
LLG	Local Level Government
LPV	Limited preferential voting
M&E	Monitoring and Evaluation
OBEC	Office of Bougainville Electoral Commission
PLWD	People living with disabilities
PNG	Papua New Guinea
PNGEC	PNG Electoral Commission
ToR	Terms of reference
UNDP	United Nations Development Program
VECTs	Voter Education Community Trainers
VEP	Voter Education Project

EXECUTIVE SUMMARY

This report describes the findings of an independent evaluation of the Bougainville Women's Federation's (BWF) Voter Education Project (VEP). The evaluation was commissioned by the International Women's Development Agency (IWDA) as the Grant Provider, under the auspices of the Pacific Women Shaping Pacific Development Program (*Pacific Women*), funded by the Australian Government's Department of Foreign Affairs and Trade (DFAT). The terms of reference (ToR) guiding this evaluation set out the scope as follows:

- To determine whether the project objectives were met, highlighting the strengths and weaknesses of implementation;
- To gain an increased understanding of the outcomes of the voter education work implemented by BWF and the impact on the community especially for women, particularly re: (a) women's increased understanding of electoral processes; and (b) women and men's perceptions of women as leaders;
- For BWF to better understand how this work could be integrated into other projects and scaled up for the 2019 referendum.

This evaluation was carried out primarily as a desk review, building on the findings reported in the unpublished Draft Evaluation Report produced for IWDA in February 2018. The desk review was supplemented with interviews, though a number of key stakeholders were not available to be interviewed by the evaluator, notably, staff from the Office of the Bougainville Electoral Commission (OBEC) and the Department of Community Development (see Annex 2 for a list of stakeholders who were contacted and their responses). It should be noted however, that the first evaluation process included interviews with key stakeholders, including a participatory workshop with 30 of the project's Voter Education Community Trainers (VECTs). Feedback from those stakeholders were captured in the February 2018 Draft Evaluation Report, and has been drawn on to inform this final evaluation report (see Annex 3 for details of those consulted during that process).

In summary, the evaluation found that the project exceeded the expectations set out in the project document in terms of voter education outreach to communities across Bougainville. The project document required training to be delivered in 320 communities across 43 Councils of Elders (COEs), reaching 6,400 people. This would have meant an average of 20 people reached in each community. However, the project actually conducted more than 740 trainings,¹ reaching 43,884 people, averaging 59 people per training. Based on the project's own data, there was an approximately 50/50 split between men and women voters engaged by the project. The project also appears to have done a good job of bringing in young people (18,439 or 42% of those attending), including 9,392 young women (more than half of the young people who attended). People living with disabilities (PLWD) accounted for 1.3% of the project's beneficiaries (642 people), which is a relatively small cohort but nonetheless an achievement in

¹ Forty workshops were rolled out in the Pilot Phase and 701 workshops were rolled out in Phases 2 and 3 of the Project.

terms of BWF's attention to reaching out to engage PLWD and collecting disaggregated data on their involvement.

The project expended funding totalling AU\$452,929²; BWF's portion of this expenditure was \$295,129, while IWDA's expenditures (mainly on monitoring and internal management capacity building) was \$157,799. Based on BWF's total expenditures, this means that the average cost per workshop was only \$398 per community workshop.³ Considering the distances that were covered by the project, with VECTs reaching communities in the atolls as well as remote rural areas, this is an incredibly efficient use of money to organise and deliver workshops throughout the three regions of Bougainville. Outreach to non-urban centres is notoriously difficult across PNG and the Autonomous Region of Bougainville (ARB), but project monitoring reports indicated that many VECTs went beyond what was expected. It is also apparent from monitoring reports and draft evaluation that many VECTs themselves felt that their own capacities had been developed and they themselves felt more empowered.

Furthermore, feedback from the voter education training workshops was generally positive, with both VECTs themselves reporting a positive improvement in their own capacities as well as voter feedback indicating an increase in voter comprehension and comfort with the voting process. Anecdotal feedback collected during monitoring 'spot checks' by the BWF project team indicated that workshop participants were generally satisfied with the training. Although it is difficult to assess qualitative impact except on the basis of anecdotal evidence, there were also some clear positive impacts in the immediate aftermath of the project. Specifically, BWF reported that BWF staff and eight community trainers were selected to observe PNG National Election counting processes in the three regions of Bougainville.⁴ Synergising with the BWF/IWDA Young Women's Leadership project, six young women were also selected as election observer officials by OBEC. Their access to this opportunity was facilitated by BWF's Executive Officer through BWF's strengthened partnership with OBEC throughout this project. This strengthened partnership between BWF and OBEC is also an impact in itself, enabling OBEC to both ensure more consistent voter education messaging and to harness BWF's efforts to have a broader reach into the community.

² All amounts are in Australian dollars

³ If the total amount expended by both IWDA and BWF is taken into account, the average cost per workshop rises to \$611.

⁴ Above n.67, p.3.

In addition to the in person voter education delivered through the VECTs, the project also made strategic efforts to utilise the limited media and communications infrastructure in Bougainville to undertake wide scale awareness raising and education. Throughout the course of the project, the BWF project team participated in seven talkback radio broadcasts, including radio shows discussing limited preferential voting (LPV) and good governance, with approximately 200 people participating in phone in discussions.⁵ The project also developed a voter education jingle that was played regularly on Radio Dawn, which has an estimated audience of 60,000 people across Bougainville.⁶ It is positive that the project sought to maximise its limited funds by reaching out to more people through existing media platforms, and did so in partnership with the Autonomous Bougainville Government (ABG) Media and Communications Department.

This Evaluation Report has collected together the good practice and lessons learned during the course of the project and produced a number of recommendations for consideration by partners when moving forward. These recommendations are placed throughout the report, alongside explanatory narratives, but are also collected together at Annex 1.



In summary:

- **There is considerable good practice demonstrated through this project regarding design and delivery of voter education that can be built upon by BWF, IWDA and/or other partners in future (see Recommendations 4, 5, 6, 8, 12, 16 and 26 for details).** BWF developed very good working relationships with community institutions, in particular, COEs (which have since been converted into Community Governments) and District Governments that can be utilised in future, to facilitate community owned programming, both by BWF but also possibly by OBEC and the Bougainville Referendum Commission (BRC). The village based model of workshops, which saw BWF's VECTs roll out smaller workshops, closer to where people live, also increased accessibility for often underserved groups such as women, youth and PLWD, and was very well received by community partners.

The selection and training of VECTs was also well done. VECTs were chosen using a mix of recommendations from partners in communities, as well as open, merit based recruitment to ensure equal opportunities and quality candidates. BWF's decision to promote gender balance in recruitment of VECTs (22 women were recruited and 21 men) was also commendable. BWF's decision to train VECTs using the existing Building Resources in Democracy and Gender Equality (BRIDGE) methodology that had already been used by United Nations (UN) Women in Bougainville was also commendable, as it enabled BWF to

⁵ BWF-IWDA (2017) 'Voter Education Project Report: July - December 2017', p.4, submitted to *Pacific Women*, unpublished.

⁶ Ibid.

draw on local trainers who had relevant electoral knowledge, as well as locally contextualised experience. The use of alternative learning approaches, in particular the use of mock elections to show voters how the voting process works in practice, was very well received, as was the use of different media (videos, radio, posters) to increase the impact of messaging.

- **Any future voting education could benefit from small tweaks to BWF's current methodology (see Recommendations 9, 11, 13, 14, 15, 20, 21).** Any future program should recruit more VECTs to enable pairing of men and women VECTs. This would enable more people to be reached with voter education (depending on how many more VECTs were recruited), address safety concerns raised by some VECTs, address some of the challenges women VECTs raised regarding resistance from male community leaders, and promote role modelling of how men and women can effectively work together. That said, VECT training and rollout would need to be adapted accordingly to ensure that the leadership of women VECTs continued to be actively developed and women VECTs were not seen as subordinate to their male counterparts. This could be done in partnership with District Women's Federations, which were not much involved in the current project but could be supported through any future project to develop their skills in the areas of voter education and women's leadership.

Training for VECTs needs to reconsider how to most effectively educate voters on both the LPV system (used for Papua New Guinea (PNG) and ARB elections) and the first-past-the-post system (used for Community Government elections). It appears there were challenges in trying to explain both systems in only one workshop, in particular LPV which appears to have been more complex to explain. Starting voter education earlier in the electoral cycle may partly address this problem; separate 'waves' of voter education could perhaps be rolled out for each different election.

At a more operational level, a handbook and training should be provided to VECTs, setting out ground rules for when training should or should not be delivered, including how to undertake security and risk assessments and respond accordingly. Contingency funding should also be available to VECTs, at least those working in remote areas, to enable them to respond to unexpected logistics and travel issues. More broadly, IWDA should continue working with BWF, and VECTs as appropriate, to support accountable financial management.

- **Any future voter education activities (including in relation to the referendum) should be designed and implemented in close partnership with key government bodies, namely OBEC and the BRC, as well as key community bodies (see Recommendations 2, 3, 22, 23, 24 and 26).** BWF appear to have done a very good job of working in partnership with key bodies, in particular OBEC, but also the International Foundation for Electoral Systems (IFES), which operates in Bougainville to support electoral capacity building, as well as community government bodies. That said, any future voter education and/or referendum education in advance of the 2019 Bougainville Referendum, should be designed and delivered in close collaboration (ideally through a formal partnership) with OBEC and/or the BRC. This will not only improve impact, but will facilitate more deliberate capacity development of all institutions involved. BWF can systematically share its existing experience and the expertise of its VECTs with OBEC and BRC, which will ideally support the development of a sustainable cadre of voter educators. Use of a steering committee to guide such efforts is preferable: BWF is encouraged to work with institutional ABG partners

to have their activities included under the oversight of an existing electoral and/or referendum coordination body in order to promote ownership and sustainability.

- **Any future voter education activities need to ensure that the project design, as well as monitoring and evaluation (M&E) frameworks more clearly integrate and focus on promoting gender equality in the context of voter education, electoral process and electoral outcomes (see Recommendations 1, 10, 17, 18, 19).** The current project was stated to focus more on the 'lost generation' of Bougainvilleans, with much less emphasis on specifically building the knowledge of women voters and the commitment of voters more generally to gender equality when assessing candidates. Gender should be integrated more explicitly into any future project design, with M&E frameworks developed accordingly. In the context of the latter, the projects' current M&E tended to focus more on quantitative assessments (how many communities were reached? How many voters were trained?), rather than qualitative assessments (did the training result in changes in electoral behaviour? Did the training result in changes regarding how voters viewed women voters and/or women candidates?). BWF is to be commended for their efforts to conduct small scale monitoring of impacts, based on interviews with a small group of participants. However, such monitoring needs to be substantially scaled up and should be based on a much more systematic set of monitoring questions that address the complex causal links that need to be traced between the training delivered and any impact on electoral behaviour. Monitoring should also more systematically disaggregate the special challenges faced by women, young people, PLWD and marginalised groups.

Overall, this project appears to have been well implemented considering the many challenges involved in undertaking work on such a complex issue as voting and elections, as well as in such a challenging physical environment as that presented by Bougainville. BWF's project team appears to have been very committed to ensuring that the project produced results, despite a very short timeframe and relatively modest budgets. Likewise, VECTs appear to have been very keen to reach as many people as possible, despite the challenges of reaching out to a wide range of people, of differing levels of education and engagement, and while managing very difficult terrain. There is much to be learned from the project for other partners keen to work in the area of voter education; in this regard, BWF is also encouraged to proactively engage key partners such as OBEC and the BRC to share their experiences and expertise for the benefit of voters throughout Bougainville.

INTRODUCTION

OPERATING CONTEXT

The Autonomous Region of Bougainville (hereafter referred to as 'ARB' or 'Bougainville') is comprised of two main islands, Bougainville Island and Buka Island, and many small islands and atolls. In total, the region covers approximately 9,384 square kilometres.⁷ The region is organised into three sub-districts: North, Central and South, with the landscape a mix of coastal and mountainous areas. The majority of the population live outside the three main urban centres. The terrain is very difficult beyond these urban areas, with limited transport routes and telecommunications. The population was recorded as 249,358 in the 2011 census, but is estimated to now be around 300,000.⁸

Historical context

Bougainville is part of Papua New Guinea (PNG), but this status is not permanent and has long been contested. Before PNG's independence in 1962, Bougainville petitioned the United Nations to have its administration transferred to the United States. In 1975, Bougainville declared itself independent as the Republic of the North Solomons, fifteen days before PNG gained its independence from Australia.⁹ Bougainville agreed not to secede from PNG in return for constitutional recognition of sub-national government.¹⁰ In the late 1980s, secessionist sentiments resurfaced in Bougainville, created by a complex set of grievances that festered over decades in relation to the establishment, management and distribution of wealth from the Australian owned copper mine set up in the Panguna District of Bougainville in the early 1970s.

In late 1988, tensions erupted with the creation of the Bougainville Revolutionary Army (BRA), a group of disenchanted young Bougainvillean men, whose resistance to the mine eventually resulted in civil conflict, with opposition to the BRA supported by the central PNG Government and its forces.¹¹ The conflict resulted in the loss of more than 15,000 lives before the *2001 Bougainville Peace Agreement* finally brought an official end to the conflict. The children of this period, now grown and in their thirties and forties, are still referred to as the 'lost generation', as their education, health and welfare was heavily impacted on by the conflict. To this day, many are still under educated and struggle to integrate into the political, economic and social life of Bougainville.

The *Bougainville Peace Agreement* (BPA)¹² was signed in Arawa, Bougainville on 30 August 2001. The BPA was predicated on the idea that the governments of Bougainville and PNG would work together to secure lasting peace for Bougainville, through implementation of a

⁷ ARB Government (undated) 'Quick facts', ARB website, accessed on 17 April 2018, <http://www.abg.gov.pg/about/quick-facts>.

⁸ Ibid.

⁹ Joint Standing Committee on Foreign Affairs, Defence and Trade (1999) 'Chapter 2: History of the Bougainville conflict', p.15, *Completed Inquiry: Bougainville: The Peace Process and Beyond*, accessed on 18 April 2018, https://www.aph.gov.au/parliamentary_business/committees/house_of_representatives_committees?url=jfadt/bougainville/bvrepindx.htm.

¹⁰ Ibid.

¹¹ Ibid, pp.21-6.

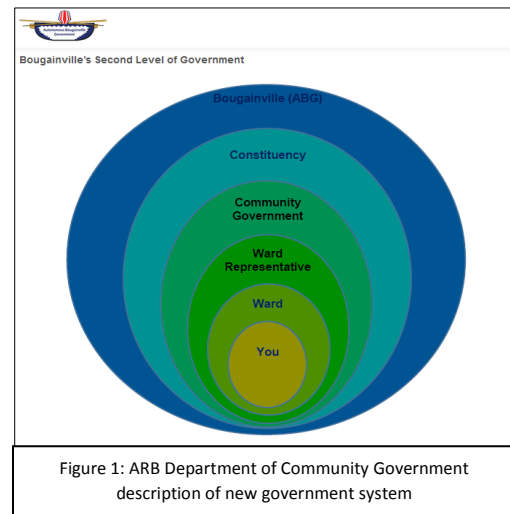
¹² http://www.abg.gov.pg/uploads/documents/BOUGAINVILLE_PEACE_AGREEMENT_2001.pdf.

‘roadmap’ for Bougainville covering peacebuilding, security, governance and development.¹³ It comprised of three pillars: (1) autonomy; (2) weapons disposal; and (3) a referendum on the future of Bougainville (see below for more).

Political context

The autonomy arrangements set out in the 2001 BPA were secured through constitutional amendments made to the *PNG Constitution*, which enshrined the BPA. Unlike any other PNG province, Bougainville has its own constitution – coming into force in 2004 – and its own elected President and parliament (see below for more on election cycles in Bougainville). ARB can make its own laws in relation to a range of subjects and it has considerable discretion in delivering government services. The Autonomous Bougainville Government (ABG) is supported by a funding arrangement from the National Government.

ABG is decentralised. Until 2017, local government was administered through a system of 43 Councils of Elders (COEs) that were supposed to represent the more than 500 villages scattered across Bougainville. Councillors were either elected or selected according to traditional custom, the latter of which, in practice, often made it more difficult for women to be involved.¹⁴ Wards operated below COEs, with traditional village assemblies existing as the lowest level of authority, comprising the internal leadership of respective villages. In July 2016, the ARB Government passed the *Bougainville Community Government Act*¹⁵, which introduced substantial changes to local level government. Most notably for this project, the COEs were replaced with Community Governments (CGs).¹⁶ Each of these 47 Community Governments (four urban governments and 43 non-urban governments) are comprised of multiple wards; the new Act requires that each ward must elect one male and one female representative, and that the leadership roles for each Community Government must rotate between male and female representatives.¹⁷ It is understood that there are currently only two women chairpersons of a Community Government.



Notably, there is one remaining pillar of the BPA that is still to be implemented and it currently dominates the political landscape in Bougainville. The BPA guaranteed that a referendum would be held on the political status of Bougainville no earlier than mid-June 2015 and no later than

¹³ ARB Government (undated) 'Frequently asked questions about the Bougainville Peace Agreement', ARB website, accessed on 18 April 2018, <http://www.abg.gov.pg/about/faqs>.

¹⁴ Brigadier Justin Ellwood (2014) *Understanding the neighbourhood: Bougainville's referendum for independence*, p.7, Australian Defence College Centre for Strategic Studies, accessed on 19 April 2018, <http://www.defence.gov.au/ADC/Publications/IndoPac/Ellwood%20final%20paper.pdf>.

¹⁵ http://www.abg.gov.pg/uploads/acts/16-01_Bougainville_Community_Government_Act_2016.pdf

¹⁶ ARB Government (undated) 'Department of Community Government', ARB website, accessed on 18 April 2018, <http://www.abg.gov.pg/government/departments/community-government>.

¹⁷ Nicole George (2018) 'The challenges to women on Bougainville', The Interpreter, accessed on 20 April 2018, <https://www.lowyinstitute.org/the-interpreter/challenges-women-bougainville>.

mid-June 2020. The referendum had to include at least one choice of independence for Bougainville.¹⁸ At this stage, the referendum is scheduled to be held in June 2019, though there have been considerable delays in preparing for the vote. A Bougainville Referendum Commission was set up in January 2017,¹⁹ but a chair was only appointed in April 2018.²⁰ A Bougainville Referendum Communications Committee appears to have been undertaking some voter education since 2016.²¹ On the current timetable, it is clear there will need to be considerable education undertaken in advance of the vote to enable people to make an informed decision.

Electoral context

Since the BPA was signed in 2001, the people of Bougainville have participated in numerous elections. As a result of its special autonomous status, Bougainville remains part of Papua New Guinea and its overall national structures, but it also has its own ARB Government and ARB Constitution. This means that Bougainville also participates in both PNG and regional elections. Specifically:

- **National elections:** Bougainville elects four representatives to the 111 member National Parliament, one from each of the three regions and one elected to the Governor's seat. The PNG national electoral cycle is five years, with post BPA elections held in 2017, 2012, 2007 and 2002. The four national MPs from Bougainville also sit and vote in the ARB House of Representatives.
- **Regional elections:** Since the BPA was signed in 2001, Bougainville has had three elections to elect the ARB President and the ARB 44 member House of Representatives, in 2005, 2010 and 2015. The first two of these elections were run by the PNG Election Commission (PNGEC), while the 2015 elections were organised by the Office of the Bougainville Election Commission (OBEC), with support from the PNGEC. The elections for the ARB Parliament elect 33 constituency members (14 from the northern region, eight from central and 11 in the south), three women's representatives and three former combatant representatives (each of which is elected from one of the three regions) and a Speaker (appointed from outside by the other members of parliament). The four national Members of Parliament (MPs) are also afforded places in the parliament. The President is elected directly by the people in a separate ballot.
- **Community elections:** The first community government elections since the passage of the *Bougainville Community Government Act* were held in April 2017 after being delayed from November 2016. These elections were for the 43 non-urban CGs, with the election being managed by the OBEC. Elections for the remaining four urban CGs (Buka, Kokopau, Arawa

¹⁸ Bougainville Referendum Communications Committee (2016) *BPA Joint Key Messages*, Fact Sheet No.2 , accessed on 18 April 2018, http://www.abg.gov.pg/uploads/documents/Fact_sheet_-_BPA_JOINT_KEY_MESSAGES_-_English.compressed_%281%29.pdf

¹⁹ Eric Tlozek (2017) 'Papua New Guinea, Bougainville governments set up commission to oversee independence vote', *ABC News*, 24 January, accessed on 18 April 2018, <http://www.abc.net.au/news/2017-01-24/bougainville-png-set-up-independence-commission/8208192>

²⁰ (2017) 'Former Irish leader to head key Bougainville body', *Radio New Zealand*, 16 April, accessed on 18 April 2018, <https://www.radionz.co.nz/international/pacific-news/355211/former-irish-leader-to-head-key-bougainville-body>.

²¹ Above n.12.

and Buin) still need to be held.²² It is understood that by-elections must also be held for two community governments.

PROJECT CONTEXT

The Bougainville Women's Federation (BWF) is a relatively young organisation, incorporated in late 2012.²³ BWF is governed by an executive board and three regional federations (in the South, Central and North). Members are drawn from 13 district federations, including representatives from 37 Councils of Elders and Village Assemblies. BWF works to empower women to be more active in decision making bodies and to take on leadership roles in promoting transparency, accountability and gender equality. Despite its relatively new stature, BWF is one of the most active gender focused not for profit (NFP) organisations in Bougainville.

The International Women's Development Agency (IWDA) has partnered with BWF since 2012, largely with a focus on strengthening BWF as a local organisation working for women and girls in Bougainville. This has included internal capacity development to improve BWF's operational and financial management, as well as programmatic funding. IWDA has also partnered with BWF with two larger, long term programme grants to support (i) Young Women's Leadership Project (with funds from DFAT/*Pacific Women*) and (ii) the Women's Leadership Initiative (with funds from the Government of the Netherlands). The grants combined with the current project, provide a package of support for women's political participation and leadership.

IWDA provided BWF with a grant to support the Voter Education Project in 2016. The project was signed off in June 2016, but commenced its first activities as early as May 2016. The total funding for the project was AUD 451,800, passed through IDWA from a larger amount of funding from the DFAT funded PNG Pacific Women Shaping Pacific Development Program. The project was to last 20 months, from 1 May 2016 to 31 December 2017, a period covering off Bougainville's first Community Government elections (scheduled for November 2016 and held in April 2017) and the PNG National Elections (held in July 2017).

PROJECT SUMMARY

With the 2019 referendum looming large over Bougainville, this Voter Education Project was designed to provide education about voting rights and responsibilities to people across the region. Recognising that a renewal of conflict remains a concern in the context of the referendum, the project aimed to focus on the historically disenfranchised cohort of people who grew up during the 'crisis' period of the 1990s, known as the 'lost generation'. This group has a very limited understanding of their rights and duties as ARB citizens and remain vulnerable to recruitment by factions who may seek to destabilise Bougainville in the lead up to and aftermath of the referendum vote.

²² ARB Government (undated) 'Establishing of Bougainville Community Governments', ARB website, accessed on 20 April 2018, <http://www.abg.gov.pg/index.php/news/read/establishing-of-bougainville-community-governments>.

²³ BWF (undated) 'BWF: About', Facebook, accessed on 17 April 2018, https://www.facebook.com/pg/Bougainville-Womens-Federation-1393307517660195/about/?tab=page_info.

In summary, the project had two stated objectives, as outlined in the Funding Order agreed between IDWA and BWF (see Annex 1 for more detail), to be achieved through five clusters of work:

Outcome 1: Provide education about voting, elections, and making informed decisions as a voter to 6,400 people in 320 communities across all 43 COEs in Bougainville, focusing on the 'lost generation'.

- **Locally tailored preparatory work:** Community consultations were to be undertaken with existing COEs and other local decision makers and influencers to build support for the project. Partnerships with the OBEC and PNGEC were also to be developed to access resources and technical advice. Advocacy and training materials were to be prepared and/or accessed from partners who had already produced such resources.
- **Capacity development of Voter Education Community Trainers (VECTs):** A critical component of the project was 'training of trainers'. VECTs were to be recruited and trained using existing Building Resources in Democracy and Gender Equality (BRIDGE) materials. A small cohort of the VECTs would then pilot voter education training which would be used to test the delivery approach to ensure it was locally appropriate.
- **In person voter education:** Once a pilot phase was completed, the entire cohort of VECTs was to be supported to plan and deliver voter education workshops throughout the region. BWF recruited 43 VECTs to align with the existing 43 COEs (North Region - 19; Central Region - 11; South Region - 13). Special effort was to be made to engage with the 'lost generation' of Bougainville.²⁴ The project document stated that 'it is expected that 320 community training sessions covering all 43 COEs will be conducted. The total number of men and women participating in these sessions will be 6,400...and the 'lost generation' will make up 30% of the participants.'²⁵
- **Media based voter education:** Although not highlighted in the narrative of the project document, the project's activities plan includes work to develop a range of voter education advocacy materials (300 pamphlets and 200 posters in Tok Pisin) and to undertake at least 15 radio broadcasts in partnership with the ABG Media and Communication Division.²⁶

Outcome 2: Contribute to knowledge about how to ensure inclusivity and engagement in learning about democracy and elections in Bougainville communities.

- **Ongoing monitoring and adjustment:** BWF itself committed to a considerable programme of monitoring. The project document requires regular review of the community voter education by BWF staff, who will then 'use feedback to adjust training approaches as necessary.'²⁷ A mid-term monitoring workshop with VECTs was also included, as well as an end of project evaluation workshop.

The project and its staff were to be overseen by a 'project steering committee made up of

²⁴ IWDA & BWF (2016) 'Funding Order', agreement signed 9-10 June 2016 between IWDA and BWF setting out the parameters of the Voter Education Project.

²⁵ Ibid, p.6.

²⁶ Ibid, p.7.

²⁷ Ibid.

representatives from BWF, the Bougainville office of UNDP, the Bougainville office of UN Women and a representative each from ABG's Division of Media and Communications, Division of Local Level Governments and Division of Community Development, Division of Referendum, and the Office of the Electoral Commission'.²⁸

EVALUATION OBJECTIVES, SCOPE AND METHODOLOGY

OBJECTIVES AND SCOPE

The terms of reference (ToR) guiding this evaluation set out the scope as follows:

- To determine whether the project objectives were met, highlighting the strengths and weaknesses of implementation;
- To gain an increased understanding of the outcomes of the voter education work implemented by BWF and the impact on the community especially for women, particularly in relation to: (a) women's increased understanding of electoral processes; and (b) women and men's perceptions of women as leaders;
- For BWF to better understand how this work could be integrated into other projects and scaled up for the 2019 referendum.

EVALUATIONS CRITERIA AND QUESTIONS

In line with evaluation good practice and the Development Assistance Committee - Organisation for Economic Co-operation and Development (DAC-OECD) evaluation guidelines, this report will respond to the terms of reference (ToR) by assessing five main vectors of the project:

- A. **Relevance** – Was the focus on elections appropriate, taking into account Bougainville's existing and future capacities and priorities regarding elections? Was the focus on the 'lost generation' appropriate in the context of BWF's and IWDA's mandates and Bougainville's priorities regarding voter education? Is the project still relevant in the context of Bougainville's current electoral related priorities, specifically, the 2019 referendum?
- B. **Effectiveness** – To what extent were the objectives achieved? What were the major factors influencing the achievement or non-achievement of the objectives? How effective was the methodology implemented through the project? What good practice and lessons learned can be identified to inform effective future programming? Were monitoring systems sufficient to determine whether the project's objectives had been met and if not, how can they be improved?
- C. **Impact** – What was the impact of the project, in particular in relation to stated target groups of the project document and/or BWF's mandates, namely the 'lost generation', women and girls, and people living with disabilities?

²⁸ Ibid, p.6.

- D. **Efficiency** – Did the project deliver value for money? How efficient was BWF in delivering the project, in terms of its operational, financial and administrative implementation?
- E. **Sustainability** – To what extent can the results achieved and strategies used be adapted and replicated, by BWF or by other Bougainville stakeholders?

APPROACH AND METHODOLOGY

This evaluation was carried out primarily as a desk review, building on the findings reported in the unpublished Draft Evaluation Report produced for IWDA in February 2018. The evaluator reviewed project reports, primarily the narrative reports sent by BWF to IWDA and by IWDA to *Pacific Women*, as well as monitoring documents produced by BWF during the course of the project. The desk review was supplemented with interviews, though a number of critical stakeholders were not available to be interviewed by the evaluator, notably, staff from OBEC and the Department of Community Development. Annex 2 comprises a list of stakeholders who were contacted and their responses. It should be noted however, that the first evaluation process (see below for more) included interviews with key stakeholders, including a participatory workshop with 30 of the project's VECTs. Feedback from those stakeholders were captured in the February 2018 Draft Evaluation Report, and has been drawn on to inform this final evaluation report (see Annex 3 for details of those consulted during that process).

LIMITATIONS

There were a number of limitations that impacted this evaluation, most notably, the fact that the evaluation was undertaken primarily as a desk exercise, with no in-country interviews of the project implementers, beneficiaries or partners. The evaluator was commissioned by IWDA to undertake this evaluation following on from a previous evaluation process that resulted in an incomplete report. This first evaluation process included an in-country mission, which enabled the first evaluator to meet with the BWF team, some partners (in particular, OBEC) and some beneficiaries. Most importantly, the first evaluator was able to bring together 30 of the 43 VECTs that were recruited by BWF to deliver the village level voter education training, for a reflections workshop that was designed to reflect upon the project, its strengths, weaknesses and lessons for the future. The Evaluator was provided with a copy of the draft evaluation, which was of some use in capturing the reflections of a handful of VECTs and beneficiaries, but no report from the evaluation workshop was provided.

The evaluator was given access to some of the monitoring data collected by BWF during the project, but due to changes in personnel at both BWF and IWDA, the evaluator cannot confirm that she was provided with a full package of documents. Some monitoring data was shared, including some very comprehensive spreadsheets setting out villages visited and people trained. Future monitoring and evaluation efforts could usefully apply resources towards supporting more systematic, ongoing verification of such data, as it is extremely useful for impact evaluations. For purposes of this evaluation, the evaluator has accepted the veracity of data and reports provided and has undertaken the evaluation accordingly.

KEY FINDINGS

This evaluation utilised the five evaluation criteria – relevance, effectiveness, impact, efficiency and sustainability – laid out in the DAC Principles for Evaluation of Development

Assistance²⁹ and further defined in the Glossary of Key Terms in Evaluation and Results Based Management.³⁰ (Note: The DAC Network on Development Evaluation is currently exploring how the DAC Evaluation Criteria can be adapted to the new development landscape and the 2030 Agenda, but the five criteria currently remain the good practice standard for development evaluations.)

RELEVANCE

This project was generally relevant in the context of the operating environment prevailing at the time it was designed and implemented. When the project was conceived and designed, it responded to the practical reality that there was only limited electoral capacity within Bougainville, including in relation to voter education. OBEC was only effectively established in 2014,³¹ and was still supported by the PNGEC to run the 2015 ARB elections. It has since engaged in significant capacity building, with support from the United Nations Development Programme in the lead up to the 2015 ARB elections,³² and ongoing assistance from the International Foundation for Electoral Systems (IFES)³³ and the DFAT funded PNG Governance Facility since 2015. However, it still has limited capacity to undertake voter education. In this context, it is notable that the draft (unpublished) Evaluation Report reported a key government official as stating that:

'I really appreciate the work BWF is doing on VEP and the strategies it's using to reach out to the region's masses. That is supposed to be the role [of] my office, we should be performing these exercises, however, unfortunately I am not in a position to deliver. My office is only new, I have low capacity (staff) and no funds for field operations such as VEP awareness...so you see when organisations like BWF come along, we are happy to partner with them... They are doing all our work. The only area I request is for us, BWF, OBEC, [and] PNGEC, to strengthen our coordination with each other.'³⁴

²⁹ <http://www.oecd.org/dac/evaluation/50584880.pdf>.

³⁰ <http://www.oecd.org/dac/evaluation/2754804.pdf>.

³¹ ARB Government (undated) 'Office of the Bougainville Electoral Commissioner', ARB website, accessed on 30 April 2018, <http://www.abg.gov.pg/government/electoral-commissioner>.

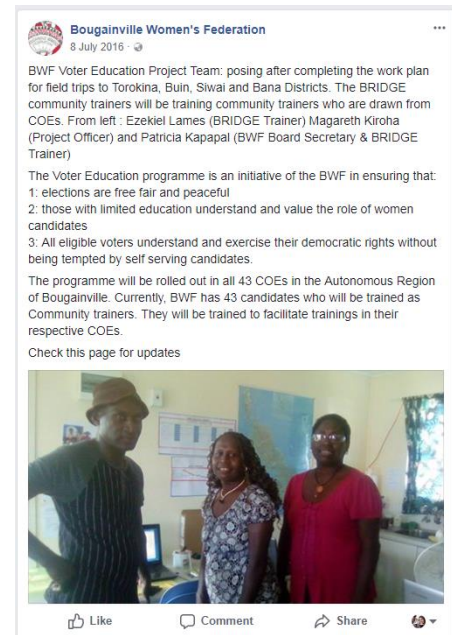
³² UNDP (2015) 'UN election experts to assist Bougainville elections', 1 April, UNDP website, accessed on 1 May 2018, http://www.pg.undp.org/content/papua_new_guinea/en/home/presscenter/pressreleases/2015/04/01/un-election-experts-to-assist-bougainville-elections.html.

³³ IFES (undated) 'IFES in the Autonomous Region of Bougainville', IFES website, accessed on 1 May 2018, http://www.ifes.org/sites/default/files/ifes_in_bougainville_one_pager.pdf.

³⁴ (2018) *Draft BWF Voter Education Evaluation Report*, p.13, IWDA: Melbourne, unpublished.

However, while voter education was a legitimate priority for attention in advance of the April 2017 Community Government elections and July 2017 PNG national elections, the BWF project document is less clear on the relevance of voter education to BWF's own gender equality mandate. The opening paragraph of the project document states that 'the Bougainville Women's Federation wants to see elections that are free, fair and peaceful',³⁵ and the bulk of the project analysis focuses on the 'lost generation', who are described as being members of the 'population aged between 35-45 years old who have had very limited access to formal education'.³⁶ The project document aims to focus on 'build[ing]...a critical mass [of] informed voters'.³⁷ Gender equality is explicitly addressed in only one paragraph of the project document problem analysis, linking voter education to 'learn[ing] about the important role of women parliamentarians and...develop[ing] respect for women candidates', referencing the need for gender sensitisation of the Bougainville population and greater recognition of the value of women's voices in decision making.³⁸

This project document's failure to explicitly focus on BWF's core business in advancing gender equality was a missed opportunity. The case can, and should have been, more vigorously made that voter education of women can itself be an important contribution to strengthening women's role in decision making.³⁹ Choosing political representatives is a critical decision that many women in Bougainville are not empowered or informed enough to do in a way that serves their own interests. Rather than focusing on the 'lost generation', the project could have been conceptualised within a more clearly gender based electoral cycle framework,⁴⁰ which recognised that educating women voters on their rights is a critical element of strengthening women's political participation. Such voter education could still have been aimed at both women and men (as it was in the project document) and could also still have taken into account the special needs of women (and men) of the 'lost generation' who were often illiterate and disenfranchised. By framing the project more explicitly as addressing gender challenges related to voting, the project would have aligned more clearly with BWF's own mandate and perhaps the voter education delivered would have more explicitly accounted for gender issues in voting (see effectiveness section below for more).



³⁵ IWDA & BWF (2016) 'Funding Order', p.4, agreement signed 9-10 June 2016 between IWDA and BWF setting out the parameters of the Voter Education Project.

³⁶ Ibid.

³⁷ Ibid, p.5.

³⁸ Ibid.

³⁹ (2015) *Inclusive Electoral Processes: A Guide for Electoral Management Bodies on Promoting Gender Equality and Women's Participation*, Chapter 14: Voter Outreach, UNDP & UN Women: New York.

⁴⁰ Ibid.

Recommendation 1: Any future voter education programming undertaken by BWF should more explicitly integrate gender equality at the design stage. Monitoring of outcomes would also need to be adjusted accordingly to focus on gender, as well as voter awareness raising more generally.

Although technically outside the scope of a final evaluation, the ToR for this evaluation specifically required the evaluator to ‘give BWF a better understanding of how this work could be integrated into other projects and scaled up for the 2019 Bougainville referendum on independence’. Looking forward, it appears that it may still be relevant for BWF to continue engaging in voter education, at least in the near term. OBEC is still developing its internal capacities and will likely still benefit from additional support to voter education, at least to the outlying communities that BWF’s Voter Education Community Trainers appeared to be particularly effective in reaching (see Effectiveness section below for more). BWF could usefully build on the networks already developed during this project to deliver gender sensitive voter education in advance of the next election cycle, namely the 2020 ARB elections, the 2021 Community Government elections and 2022 National Elections.

Recommendation 2: Recognising that OBEC is formally responsible for voter education as part of its overall electoral management mandate, any future voter education project should be designed in close collaboration with OBEC, with a view to building sustainable voter education capacity within OBEC. BWF could also use such an opportunity for partnership to build in gender sensitive training for all OBEC staff and VECTs and integrate gender into OBEC’s own voter education materials, as necessary.

As noted above, the ToR for this evaluation also required the evaluator to ‘give BWF a better understanding of how this work could be...scaled up for the 2019 Bougainville referendum on independence’. The Bougainville Referendum is the most pressing electoral event scheduled for the ARB and will have far reaching ramifications for both the ARB and PNG. Currently, there is considerable confusion regarding how the referendum will be run, with planning behind schedule and uncertainty still surrounding how the referendum question or questions will be presented to the public. BWF itself has reported that there is a strong need amongst communities to better understand the upcoming referendum. A project narrative report stated that ‘There is a strong appetite for rights based awareness trainings from communities across Bougainville. The upcoming referendum was regularly referenced and many people are unaware or misinformed of their civic and political rights and responsibilities in the upcoming vote in 2019. There is a lack of awareness in how the referendum will affect communities in Bougainville, particularly women and other vulnerable groups.’⁴¹

It is now clear that BRC will be responsible for overseeing all aspects of the Bougainville Referendum, including voter education. Neither OBEC nor the PNGEC have been given a formal role in the referendum process, though each has a Commissioner seconded on to the

⁴¹ BWF-IWDA (2017) ‘Voter Education Project Report: January - June 2017’, p.11, submitted to *Pacific Women*, unpublished.

BRC. Importantly in terms of voter education, Schedule 1.9 of the *Organic Law on Peace-Building in Bougainville-Autonomous Bougainville Government and Bougainville Referendum 2002*,⁴² specifically empowers the BRC (which has been created as the 'Agency' responsible for the referendum) to promote public involvement in the referendum:

'PART III. – PROMOTION OF REFERENDUM. Sch.1.9. PROMOTION OF PUBLIC INVOLVEMENT.

- (1) The functions of the Agency include – (a) the promotion of informed debate on each side of the question or questions to be put at the Referendum; and (b) encouraging wider public interest and involvement in ensuring that the Referendum is conducted in a free and fair manner for the purposes of Section 341 of the Constitution.*
- (2) The steps that the Agency may take include the holding of public meetings, and the preparation and distribution of literature to raise public awareness of the issues referred to in Subsection (1)(a) and (b).*
- (3) The Agency shall develop a policy for promoting public involvement, including the criteria for the recognition of groups under Section Sch.1.10.'*

The BRC's central role in managing and overseeing the referendum must be respected by all partners. The referendum is a controversial and complex activity which carries a serious risk of conflict with it⁴³; the BRC will be responsible for managing the process carefully to minimise such risks and must be given space and authority to do so. In reality however, while the BRC is officially responsible for developing and coordinating all messaging relating to the voter and for overseeing voter education on the referendum⁴⁴, at the time of writing, the BRC has not been fully established, with staffing and finances still in flux. Interviews indicate that a BRC Transitional Committee⁴⁵ is currently leading referendum efforts, with key ABG departments providing operational support. Of relevance to BWF, it appears that the Department of Communications and Media, sitting under the Office of the President and Executive Council, is leading on developing referendum communications materials and would be open to discuss opportunities for collaboration.

⁴² http://www.paclii.org/pg/legis/consol_act/olopibbgabr2002969/.

⁴³ (2014) *Peace, (security) and Development Analysis – Bougainville: Emerging findings - Discussion Draft*, accessed on 1 May 2018, <http://statecrime.org/data/2017/04/PDA-Bougainville-Emerging-Findings-discussion-draft-March-14.pdf>.

⁴⁴ Notably, Schedule 1.9(3) of the *Organic Law on Peace-Building in Bougainville-Autonomous Bougainville Government and Bougainville Referendum 2002* actually refers to the BRC developing a 'policy for promoting public involvement' and under this policy approving 'recognized interest groups' as defined in Schedule 1.10. It is understood that only these 'recognized interest groups' can undertake public awareness, presumably because some will promote a 'yes' or 'no' vote and need to be responsible to the BRC for using conflict-sensitive messaging. If BWF wants to be involved in referendum education then, it is understood that it will need to comply with the provisions of Schedules 1.9 and 1.10, once a Policy for Promoting Public Involvement is finally approved by the BRC.

⁴⁵ Led by the two Chief Secretaries of PNG and ABG and the Chief Electoral Commissioners of PNG and ARB.

Recommendation 3: BWF should engage with the ABG Department of Communications and Media, as well as the OBEC Commissioner seconded to BRC, the BRC Transitional Committee and the BRC itself once established, to formally offer its voter education knowledge and networks to those responsible for leading on referendum awareness raising and develop a clear, agreed institutional partnership. Coordination must be a priority. In that context, BWF and its partners need to respect the timelines and roles and responsibilities established by the BRC and/or the BRC Transitional Committee.

EFFECTIVENESS

This project was remarkably effective considering the human and financial resources deployed over a very short space of time. The project document aimed at reaching at least 20 people in 320 communities, aggregating to 6,400 people engaged in voter education. (Note: The project did not specifically require those trained be registered voters). In reality, over the course of 14 months (the period from the start of the project in May 2016 to the National Elections held in July 2017), the Project achieved much more than this. In only 14 months, the project trained 57 trainers below, 43 of whom went on to become BWF Voter Education Community Trainers. A pilot phase of training was delivered, followed by two rollout phases, during which VECTs reported delivering 741 voter education workshops, reaching 43,884 people (see Table 1 below). The 2015 common roll for ARB (i.e. the list of eligible voters) includes approximately 173,000 registered voters.⁴⁶ BWF did not collect information as to whether all those who attended the workshops were registered voters, but assuming they were at the time they attended, or went on to register afterwards, this means that the training reached approximately 25% of voters. This is an enormous reach for a small project.

Table 1: Total reach of Voter Education workshops (data provided by IWDA)*

	Total	Women	Women w/ disability	Men	Men w/ disability	Female youth	Female youth w/ disability	Male youth	Male youth w/ disability
Pilot workshops	2,346	645	1	813	30	329	-	528	-
Nov-Dec '16 workshops	5,112	1,619	30**	1,409	- **	1,072	23**	959	- **
Jan-Jun '17 workshops	36,426	10,601	100	9,716	280	7,991	105	7,560	73
Total	43,884	12,865	101	11,938	310	9,392	105	9,047	73
* These figures include pilot and phase 2-3 workshops. Not included: Participants of BRIDGE trainings, community consultations, mid term review Workshop, radio reach.									
** Includes all women and men with disability: no sex disaggregated data available for this phase. These figures are not included in the disaggregated totals.									

⁴⁶ IFES (2015) *Elections in the Autonomous Region of Bougainville: 2015 General Elections - Frequently Asked Questions*, IFES: New York, accessed on 1 May 2018, http://www.ifes.org/sites/default/files/2015_ifes_bougainville_general_elections_faqs.pdf.

Based on the project's own data, there was an approximately 50/50 split between men and women voters engaged by the project. The project also appears to have been successful in bringing in young people (18,439 or 42% of those attending), including 9,392 young women (more than half of the young people who attended). PLWD accounted for 1.3% of the project's beneficiaries (642 people), which is a relatively small cohort but nonetheless an achievement in terms of BWF's attention to reaching out to engage PLWD and collecting disaggregated data on their involvement. Targeting of the 'lost generation' is less clear from the data collected by BWF, but BWF themselves acknowledged that they interpreted the 'lost generation' as requiring them to targeting illiterate and unemployed young people, which they did (see the Impact section for more on monitoring to assess 'impact').

In terms of the effectiveness of the approach used by the project to undertake voter education, there were a number of key aspects of the methodology that appear to have worked particularly well and which could be built upon in any future such programs, whether by BWF or other electoral stakeholders. Specifically, BWF made deliberate efforts early in the project to build relationships with community leaders, holding five 'community consultations' in Buin, Arawa, Torokina, Wakunai and Buka with 73 community members (46 women; 22 men; five female children), including COEs, local leaders, executive managers of District Government offices, members of the District Women's Federations and church groups, in order to build support for the project.⁴⁷ The consultations were led by the project team, and it is positive that BWF reports indicate senior BWF management also participated, in order to demonstrate to community leaders the importance that BWF itself placed on the project.⁴⁸ BWF reported that 'Networking and engaging with local authorities including facilitating information and organising activities through them is key to enabling community ownership over programs. This is particularly critical in areas where transport and communications infrastructure is limited.'⁴⁹ Unfortunately, the evaluator was not able to make contact with any community leaders to cross check this information, but certainly, integrating the BWF project into existing community activities reflects good practice.

Recommendation 4: Any future voter education training, whether by BWF or other partners, should build on the good practice of working closely with community leaders, including new Community Governments, to facilitate integration of voter education activities within existing community institutions and thereby encourage such bodies to implement systematic, regular voter education with a focus on the meaningful inclusion of women, youth, and PLWD.

BWF also credits the close engagement with leaders for the success of its 'village based voter education model'. This approach contrasts with a district based model, which attempts to bring more people together, closer to political centres of power, but further away from their familiar home base. In comparison, BWF focused on delivering voter education in villages, with a view to making people feel safer and more comfortable to attend, and then encouraging VECTs to

⁴⁷ BWF-IWDA (2016) 'Voter Education Project Report: May - October 2016', p.3, submitted to *Pacific Women*, unpublished.

⁴⁸ Ibid.

⁴⁹ BWF-IWDA (2017) 'Voter Education Project Report: January - June 2017', pp.10, submitted to *Pacific Women*, unpublished.

roll out more workshops so that they could reach more communities. It was reported that this approach was ‘more inclusive of remote populations’ and enabled ‘more women and people with disabilities...to access the workshops given that usually these activities are held at the district level and family responsibilities, cost of transport, lack of mobility and safety issues hinder their travel outside their communities’.⁵⁰ Likewise, BWF’s own reporting highlighted that ‘Localised community awareness workshops provided access to these opportunities especially for those unable to leave their communities and homes due to social and gender norms that limit their movements and or mobility.’⁵¹

Recommendation 5: Any future voter education training, whether by BWF or other partners, should continue to implement a village based approach to voter education, which harnesses possibilities for increasing accessibility by women, youth, PLWD and other marginalised groups.

BWF used the community consultations to identify possible VECTs, as well as advertising for VECTs, who would be trained using the BRIDGE methodology.⁵² This combination of drawing on people already connected to their communities, and also offering a merit based approach to recruitment is good practice and should be utilised more often to share the benefits of development efforts across people who might not otherwise be aware of such opportunities. BWF committed to equal gender representation within its VECT cohort. BWF reporting states that a ‘total of 57 people (26 women, 24 men, five female youth, two male youth) were recruited to undergo BRIDGE training, with 43 people (22 women and 21 men) finally taken on board as VECTs.’⁵³ It is understood that over the course of the project three community trainers were replaced, with two VECTs leaving the project on their own accord.⁵⁴ This is a surprisingly low turnover, demonstrative of the strong personal commitment many VECTs showed towards the project. This bodes well for any future efforts by BWF to implement voter education as these VECTs will likely provide a strong initial cohort of qualified trainers, which BWF can continue to grow, to increase coverage across the population.

Recommendation 6: BWF should continue to use merit based selection systems to identify VECTs, including by using criteria that assess the strength of existing networks, voter education knowledge and gender awareness.

Recommendation 7: BWF should consider specifically reviewing the capacities of the women VECTs to assess whether and how they could continue to be involved in BWF’s activities, including their work to develop women’s leadership across Bougainville.

⁵⁰ (2018) *Draft BWF Voter Education Evaluation Report*, p.6, IWDA: Melbourne, unpublished.

⁵¹ BWF-IWDA (2017) ‘Voter Education Project Report: January - June 2017’, pp.10-11, submitted to *Pacific Women*, unpublished.

⁵² See <http://www.bridge-project.org/en/day/>.

⁵³ Above n.41, p.5.

⁵⁴ Above n.43, p.10.

BWF's voter education rollout appears to have benefitted from the decision to draw on previous gender and elections training rolled out in Bougainville, specifically the BRIDGE methodology, implemented by a UN Women project focused on women's political participation across PNG.

BWF reported 57 potential trainers participated in three BRIDGE training sessions, together representing all 43 Community Governments in Bougainville (North Region - 19; Central - 11; South - 13).⁵⁵ Eight BRIDGE modules were used, training participants on 'the importance of voting and how the LPV system works, electoral cycles and processes, ways to improve women's participation in the electoral process, how to engage with the media, guidelines for observing elections, and what dispute resolution options are available for managing election conflicts and disputes.'⁵⁶ The

evaluator was unable to interview the three local BRIDGE trainers used by BWF in order to cross check this data or identify lessons learned from the rollout of the BRIDGE training. The evaluator was unable to meet with any VECTs to get their feedback on the BRIDGE training. Nonetheless, BWF is to be commended for attempting to build on existing local expertise by using existing local BRIDGE trainers and for using a UN endorsed approach to gender sensitive electoral training.



Third day of BRIDGE training in the Atolls; Taonita Teop & Nissan voter education community trainers in hot discussion on media & elections with BRIDGE trainers

Recommendation 8: BWF should continue to use training methodologies that build on locally developed voter education expertise and knowledge, including BRIDGE (as adapted for the Bougainville context).

Unfortunately, the evaluator was unable to meet with any VECTs to assess their capacity to deliver voter education training. This is a critical information gap, as the impact of voter education training is usually highly dependent on the understanding and abilities of the trainers themselves. In that context, it should be noted that the Draft Evaluation Report stated that 'Some expressed that the BWF training lacked clarity and confidence in workshop presentations. They recommended that there should to be a standard developed for presentation modules which VECTs could use, because at times the presenters were not clear on the purpose or objectives of the presentations. Furthermore they suggested BWF VECTs be better equipped with an understanding of different types of elections, in order to be able to respond adequately on such matters when raised by the public.'⁵⁷ Ideally, in order to be certified as 'ready to train', a specific assessment of each trainer's voter education knowledge should be undertaken, possibly through the administration of some form of basic (oral) test. This will also contribute to more effective monitoring and evaluation of impact by identifying whether and how the training improved the skills of VECTs and VECT beneficiaries. Voter education is a technical

⁵⁵ Above n.41, p.5.

⁵⁶ Ibid.

⁵⁷ Above n.44, p.20.

and complex area which would benefit from systematic monitoring that ensures that accurate information is being imparted to voters. It should be noted that BWF did make efforts to routinely speak with and monitor their VECTs in order to ensure that the training they received was sufficient and brought in OBEC and IFES for additional training sessions in order to address knowledge gaps and requests by VECTs for more information.

Recommendation 9: BWF should consider ‘certifying’ VECTs as qualified voter education trainers, based on some form of basic test (designed to assess both electoral knowledge and presentation and Q&A skills) to ensure that all VECTs have appropriate skills to undertake effective and impactful training.

BWF demonstrated good practice by conducting a pilot of its voter education program before proceeding with a full rollout by all VECTs. BWF selected six communities across North, Central and South regions of Bougainville⁵⁸ to pilot voter education workshops, choosing six VECTs (one woman, five men) to run the pilot.⁵⁹ Prior to rollout of the pilot workshops, a BRIDGE facilitator worked with the BWF Project Officer to run a two day workshop for the six VECTs to make sure they had both the voter education knowledge as well as the presentation skills to effectively run their workshops. BWF reported that they specifically focused on ‘looking at ways of engaging people with low literacy, and encouraging people who had been historically disenfranchised from participation in elections and from understanding their right to participate in democratic processes.’⁶⁰ The pilot ran from 10 October 2016 to 2 November 2016 during which time a total of 2,346 participants attended workshops conducted in 40 locations across the three regions of Bougainville.⁶¹ This use of piloting to test both the content and approach of the workshops was a smart decision, which benefitted the project by allowing BWF and its trainers to test and adjust their approach.

The project benefitted from the postponement of the Community Government elections scheduled for November 2016 to April 2017. Without that postponement, it is not clear that the project would have been able to recover from a delayed May 2016 start date to train a substantial group of voters before the Community Government elections. As a result of the election postponement however, the project was able to complete the pilot phase and then roll out two phases of training which reached voters in advance of both the April 2017 Community Government elections and the July 2017 National Election.

During the rollout of the training, BWF also supported continuous learning and improvement (in accordance with Outcome 2 of the project which prioritised close monitoring) by bringing together 26 VECTs to attend a Mid-Term Review of the project, which was designed to feed into improving project implementation.⁶² It is understood that BWF also used this opportunity to

⁵⁸ North Region – Peit in the Buka District and Hapiu (Carteretz) in the Atolls District; Central – Kongara (Amiaming) in the Kieta District Rau in the Wakunai District; South – Makis in the Buin District & Rino in the Siwai District. BWF-IWDA (2016) ‘Voter Education Project Report: May - October 2016’, p.6, submitted to *Pacific Women*, unpublished.

⁵⁹ Above n.41, p.6.

⁶⁰ Ibid.

⁶¹ Ibid, p.9

⁶² Above n.43, p.8.

partner with OBEC, who used the opportunity to co-facilitate refresher training with BWF to provide additional information to VECTs on 'electoral processes, basic electoral laws and to equip the community trainers with relevant election information before the VECTs commenced their fieldwork'.⁶³ Taking the time to reflect on how the project was tracking and to actually involve the VECTs themselves in this reflection exercise was good practice. Consideration could also have been given to bringing in an external evaluator at this point, to undertake a basic quality assessment/baseline of capacities to compare in the final evaluation. Bringing in an M&E expert at this point, would have improved the monitoring data collected and the oversight approaches used by the BWF team, to help inform the final evaluation.

Recommendation 10: An M&E expert should be engaged to participate throughout the project, at least in key monitoring events (such as any mid term review), in order to enable more effective quality assurance and impact assessment.

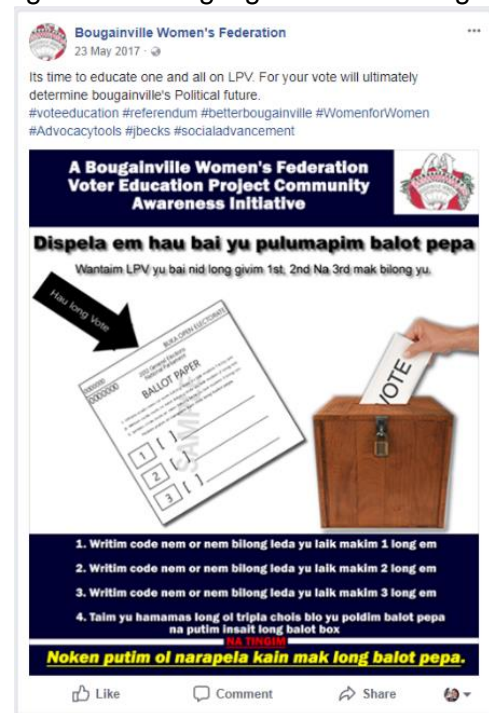
During the mid term review, BWF also worked with VECTs on planning of their workshops in an effort to ensure maximum impact with their limited resources. This planning was critical and it is understood that it was appreciated by VECTs, who would have liked more project resources and time dedicated to planning support. The Draft Evaluation Report stated that 'VECTs suggested that more preparation time be given to preparation for the delivery of voter education workshops. This would have enhanced VECT performance and encouraged better community participation. VECTs highlighted that the process is quite difficult and time consuming as they need to get endorsement from COEs and provide adequate notice to communities so that the communities themselves can prepare. There were some instances where trainings clashed with other community activities due to insufficient notice, which meant that communities were placed in a difficult situation where they had to choose between BWF or ABG programs.'⁶⁴ Ideally, any future programming would benefit from starting earlier in the electoral cycle to allow for more time to plan, especially to ensure better impact in outlying areas which often took more time for communications to reach and to sort out logistics, including VECTs own travel.

Recommendation 11: Any future voter education programming should start earlier in the electoral cycle to allow more time for planning and preparations as well as rollout of training.

⁶³ Ibid, p.6.

⁶⁴ Above n.44, p.21-2.

While the rollout of the training was described in detail in project reports, there was less data provided in reports on the actual content of the training, the quality of delivery by VECTs and the impact on participants, both in terms of basic voter education, as well as gender sensitive voter education. On the positive side, it is clear that VECTs trained participants on basic voting concepts, including the different voting systems used in Bougainville. A highlight of the training was the use of a 'mock election' process to help demonstrate how to vote and reduce participants' fear regarding their role in the voting process. This appears to have been very effective in communicating basic concepts to illiterate and disenfranchised voters. Feedback collected through monitoring by BWF suggests that the majority of participants had an improved understanding of voting systems and rights after the training. For example, anecdotal feedback from a youth with a low level of literacy from Bana District stated 'now I am relieved of the fear of voting after attending the awareness. I am confident that knowing my right I am now able to identify a good leader to vote for'.⁶⁵ The use of alternate mediums, including posters and DVDs, also seems to have been impactful. BWF produced 344 posters (presumably almost one per community) and utilised three Bougainville specific DVDs, featuring real life examples of the impact of poor voter education on communities.⁶⁶ The DVDs were used during trainings to explain issues such as good governance, election corruption, the economy and the referendum. DVDs took some of the pressure off VECTs to be able to explain a range of different and complex issues and was also a savvy way of keeping participants entertained while learning.



Recommendation 12: Any future voter education training should build on the use of alternative learning tools, including mock elections, existing Bougainville specific election and governance DVDs and posters.

While it is difficult to assess the impact of the training without undertaking a more detailed impact assessment with beneficiaries (see the Impact section below for more), it is notable that the effectiveness of the training was predicated on VECTs taking the opportunity of one training

⁶⁵ BWF Monitoring Report, 21-25 April 2017, unpublished.

⁶⁶ BWF reported that they used 3 DVDs in their training. 'The Good Governance and Election Corruption DVD provides an overview of the importance of good governance, the strengths and positive actions one might expect from a good leader, it outlines different forms of corruption and explains how corruption may occur within an election cycle. The Economy DVD covers the basic history of economics in Bougainville and outlines how economic spending by the government impacts all. A focus of the DVD is to breakdown an understanding of government promises in the lead up to an election and assist in analysing what these mean in the day-to-day lives of citizens. The Referendum DVD introduces Referendum concepts to a broad audience in the context of the upcoming Bougainville Independence Referendum in 2019. The DVD explains the differences and similarities between the current system of government and what may be produced as a result of the referendum.' BWF-IWDA (2016) 'Voter Education Project Report: May - October 2016', p.4, submitted to *Pacific Women*, unpublished.

with voters to educate them on two quite different voting systems,⁶⁷ as well as a range of good governance concepts.⁶⁸ Although first-past-the-post (FPTP) is a relatively simple system, the newness of Community Government (established in 2017) meant that it was still a complex undertaking to require VECTs to explain what the new Community Governments were, as well as train voters on FPTP voting. VECTs then had to simultaneously explain the different LPV system used for National Elections, ideally explaining the basics, but also the gender implications of how to use the ranked vote to preference women. Feedback collected by BWF indicates that substantial confusion still remains regarding the LPV system despite the project's efforts.⁶⁹ Without a more detailed survey of beneficiaries, it is not clear whether this is because of ineffective training or simply that LPV is complex and requires more intensive training to ensure understanding. Anecdotal feedback suggests the latter, as the majority of beneficiaries reported they were satisfied with the training and what they learnt. Any changes to how the training is delivered will have cost implications, but noting the complexities associated with LPV, there is some justification for designing any future voter education to track the electoral cycle by rolling out training designed around the specificities of each election. This would also facilitate more targeted gender messaging; attention could be focused on explaining the new legislation requiring gender balance during voter education in advance of Community Government elections, the ARB constitutional requirements regarding women's seats in advance of the ARB elections and the complexities of LPV and how it can impact women candidates in advance of national elections.

Recommendation 13: Any future voter education training should consider at the outset whether it is most effective to train voters on FPTP and LPV in the same workshop, or whether training should be delivered separately for each different election (National, ARB and Community level).

At an operational level, there were some basic challenges faced by BWF and the VECTs, which should be addressed if voter education is supported in future. Specifically, VECTs reported a number of security concerns, including VECTs attempting to run training in areas held by non-government factions and/or in remote locations.⁷⁰ It is understood that BWF responded to these

⁶⁷ ARB Community Government elections use first-past-the-post voting (FPTP) while PNG National Elections use limited preferential voting (LPV).

⁶⁸ A monitoring report from the Petit Constituency, dated 14-31 March 2017, described a standard training as follows:

08:00am -09:00am	Arrival
09:00am -09:30am	Introduction
09:30am -10:30am	Discussing First Past the Post System
10:30am -11:00am	Discussing Community Government Election
11:00am -12:00pm	Role Play CG Election FPP System – Casting votes, counting and declaration
12:00pm -12:30pm	Break
12:30pm -01:30pm	Discussing LPV System
01:30pm -02:00pm	Discussing National Election
02:00pm -03:00pm	Role play LPV System – casting votes, Counting, elimination process and Declaration
03:00pm -03:20pm	Discussing Universal Declaration of Human Rights
03:20pm -03:40pm	Discussing the Electoral Offences
03:40pm -04:00pm	Discussing good leadership
04:00pm -04:30pm	Discussing Referendum

⁶⁹ BWF Monitoring Feedback translated, April 2017.

⁷⁰ Above n.44, p.15.

concerns by providing an allowance for an Assistant VECT to accompany VECTs for security, where necessary. Noting the anecdotal feedback that one VECT felt that he had taken grave physical risks to complete some of his trainings,⁷¹ consideration should also be given to developing a risk management policy to guide VECTs on how they should handle unsafe situations. This could be supported by a data collection system to collect information on security incidents so that any trends could be tracked and analysed and problem areas identified and addressed.

Recommendation 14: Any future training for VECTs should develop a manual establishing a set of ground rules for determining the circumstances under which training should or should not be delivered and provide training for VECTs on security issues and risk management, to ensure that VECTs are not put in harm's way and know how to deal with a range of challenging and/or unsafe situations.

One additional suggestion for future training was to pair men/women teams, which could have the added benefit of demonstrating positive gender partnerships to voters and addressing some of the challenges of male leaders resisting the project because of a misperception that it was for women only.⁷² This idea would have to be tested with both VECTs and local partners however, as there are potential security and perception risks that would need to be assessed and managed if men and women travelled together to remote locations.

Recommendation 15: Any future voter education training should be delivered in pairs of women and men by VECTs, to address safety concerns as well as to promote role modelling of how men and women can effectively work together. VECT training and rollout would need to be adapted accordingly to ensure that the leadership of women VECTs continues to actively developed and women VECTs are not seen as subordinate to their male counterparts, either by their male VECTs or community partners. Security and other risks would also need to be assessed and managed.

In addition to the in person voter education delivered through VECTs, the project made major efforts to utilise the limited media and communications infrastructure in Bougainville to undertake wide scale awareness raising and education. Throughout the course of the project, the BWF project team participated in seven talkback radio broadcasts, including radio shows discussing LPV and good governance, with approximately 200 people participating in phone in discussions on one occasion.⁷³ The project also developed a voter education jingle that was played regularly on Radio Dawn, which has an estimated audience of 60,000 people across Bougainville.⁷⁴ It is positive that the project sought to maximise its limited funds by reaching out

⁷¹ Ibid, p.15.

⁷² Ibid, p.17-8.

⁷³ BWF-IWDA (2017) 'Voter Education Project Report: July - December 2017', p.4, submitted to *Pacific Women*, unpublished.

⁷⁴ Ibid.

to more people through existing media platforms, and did so in partnership with the ABG Media and Communications Department.

Recommendation 16: Any future voter education work should build on the successful media campaign developed for this project, including by leveraging existing partnerships with the ABG Media and Communications Department and with OBEC (see the Sustainability section for more).

IMPACT

Overall, feedback from the voter education training workshops was positive, with VECTs reporting a positive improvement in their capacities as well as voters. Anecdotal feedback collected during monitoring ‘spot checks’ by the BWF project team indicated that workshop participants were generally satisfied with the training. For example, one participant stated: *‘Bekos yumi kisim gutpela tingting long awarenss na yumi tok yes long sanapim gutpela lida’* [I received good knowledge from the awareness to choose our leaders for the future].⁷⁵ While the BWF project team attempted monitoring of impact and is to be commended for this, the feedback they collected was relatively limited considering the scale of the project and does not appear to have been systematically collected or stored for future analysis. The project document itself included very limited M&E benchmarks and the focus of monitoring was largely quantitative (Number of workshops? How many people were reached?), rather than qualitative (What did participants learn? How were their perspectives changed regarding voting? How were their perspectives changed regarding women voters and/or women candidates?). BWF did collect some qualitative data, but with limited M&E support to guide their efforts, the questions asked did not adequately capture voter behavioural changes and had no focus on gender issues. This was a missed opportunity, as it is critical for assessing impact that some attempt be made to systematically collect and analyse data on participants’ knowledge before and after voter education.

Frameworks still need to be developed to monitor and analyse the impact of voter education, in particular in relation to its impact on gender relations. The project’s quantitative monitoring appears impressive, with potentially 25% of voters reached. However, it is less clear whether the knowledge conveyed during the voter education training actually resulted in a different form of engagement in the elections – one that is gender sensitive or at least informed by principles of good governance and accountable leadership. Did more women feel empowered to vote? If so, did they feel empowered to make their own choice or did they still feel compelled to vote as men told them? Did male voters feel committed to support their female family members to vote independently? Did men and women feel more inclined to vote (or at least fairly consider the merits of voting) for a woman candidate?

Tracking changes in voting views and practices is difficult, time consuming and costly, but it is important if the impact of voter education is to be meaningfully assessed. Such assessment requires not only a baseline assessment, but tracking over time, including potentially some months after any voter education is rolled out, depending on when elections are actually held. IWDA and BWF both indicated their desire to track data in relation to whether the project improved voting outcomes, but their proxy was to analyse whether there was a reduction in the number of informal votes recorded. This is difficult (as it is not clear that OBEC or the PNGEC

⁷⁵ BWF Monitoring Feedback translated, April 2017.

yet collect or disseminate such statistics in a way that would allow comparisons regarding informal votes over multiple elections), but it is also not clear that tracking informal voting would usefully demonstrate improved voter behaviour; informal votes track whether voters voted in accordance with the law or not, but not whether more women are registering and freely voting and/or whether male and female voters are actually making an informed vote to choose better leaders.

Recommendation 17: BWF and its funding partners should dedicate more resources to M&E focused on qualitative behavioural change in the context of the electoral cycle, in order to track how well voter education training is being delivered for impact, where ‘impact’ is defined to tie back to BWF’s gender mandate and related changes regarding gender and voting. Such M&E tools could be developed in partnership with OBEC, who also have a mandate to ensure voting is free, fair, informed and peaceful.

Although it is difficult to assess qualitative impact, except on the basis of anecdotal evidence, there were clear positive impacts in the immediate aftermath of the project. Specifically, BWF reported that BWF staff and eight community trainers were selected to observe PNG National Election counting processes in the three regions of Bougainville.⁷⁶ Synergising with the BWF/IWDA Young Women’s Leadership project, six young women were also selected as election observer officials by OBEC. Their access to this opportunity was facilitated by BWF’s Executive Officer through BWF’s strengthened partnership with OBEC throughout this project. This strengthened partnership between BWF and OBEC is also an impact in itself, enabling OBEC to both ensure more consistent voter education messaging and to harness BWF’s efforts to have a broader reach into the community.

It is also apparent from monitoring reports and draft evaluation that many VECTs felt that their capacities had been developed and they felt more empowered. For example, a female VECT from Wisai, South stated that ‘BWF has taught me lots of new things about voter education, I gained new skills and tools on how to address communities including public speaking...I am more confident now, am empowered to speak up and out in public...I can now make informed decisions and feel proud to have been part of this catalyst for change’.⁷⁷ Another woman VECT from Wakunai reportedly commented, ‘I’m very happy to have been part of this project. I feel my family see me differently now. My husband is respecting me more because he now realises the job I’m doing is very important for the community.’ She said...‘Em save feel gud, meri blo em i gat bikipela wok. (He feels good that his wife has an important job)...He takes care of the children when I’m out facilitating workshops. He doesn’t get angry at me as often as he used to’.⁷⁸ Qualitative analysis could usefully be directed at assessing the impact of the project on VECTs. It is notable that the project triggered a commitment in VECTs that motivated them to go well beyond their minimum duties to reach more communities and more people. Many travelled long distances to reach rural and outlying areas, making the most of small pots of money to hold multiple trainings once they were in the field. For example, it was reported that ‘One of the women community facilitators who carried out an awareness in Lenoke CoE in early 2017 travelled throughout the constituency on foot as communication and transport

⁷⁶ Above n.67, p.3.

⁷⁷ Above n.44, p.13.

⁷⁸ Ibid, p.16.

infrastructure is a major problem in the area. She visited 14 locations and reached over 533 participants.⁷⁹ In terms of building voter education future capacities in ARB, these VECTs clearly represent a notable output from the project, as a potential resource that can be harnessed in future, whether by BWF, OBEC or Community Governments.

Recommendation 18: Improved M&E frameworks should also track the changed capacities and perspectives of BWF VECTs, to identify good practice and lessons learned for replication.

Despite a number of positive impacts, it should be noted that there were some limitations in assessing impact, specifically in relation to inclusion of the ‘lost generation’ and of PLWD. In relation to the ‘lost generation’, the project document aimed high, stating that ‘The project will result in members of the ‘lost generation’ gaining an insight into the impact of their anti-social (and often violent) behaviour with the result that they may feel less excluded – and more engaged – in active citizenship initiatives and contribute positively to their local community.’⁸⁰ This was an overly ambitious aim for a voter education project and was not achieved. The project document also stated that ‘In addition, other people with very limited education or who are illiterate will have an opportunity to attend and learn about the democratic process in a supported environment.’ This was both an achievable and important aim, as noted earlier, voter education training was tailored to illiterate communities. Monitoring efforts did not specifically target illiterate voters to specifically assess the strengths and weaknesses of the training from their perspective.

While the project did make efforts to reach out to PLWD, and collected basic data on how many PLWD were engaged in training, it is not clear that monitoring data was collected on whether training was appropriately designed and delivered for PLWD, whether it met their needs and/or what improvements could be made to improve impact. The final project report recognised that ‘we know that due to a lack of National Sign Language, those with hearing disabilities communicate with families and communities in local vernacular (geographically based) and with unique signs, making it difficult for project staff to adapt their training. Therefore, while the turnout for people with disabilities was enhanced by the village based rollout model, greater efforts need to be made to ensure that people with disabilities have access to quality and appropriate information in order to make informed decisions.’⁸¹

Recommendation 19: Improved M&E frameworks should better track the impact of voter education on PLWD, illiterate/uneducated people and young people.

Although not an impact that could be assessed by the evaluator directly, it is worth noting that BWF reported that an indirect impact of the project was building its reputation in the eyes of the men and women of Bougainville, as an organisation willing to work across gender lines for the

⁷⁹ Above n.43, p.7.

⁸⁰ IWDA & BWF (2016) ‘Funding Order’, p.6, agreement signed 9-10 June 2016 between IWDA and BWF setting out the parameters of the Voter Education Project.

⁸¹ Above n.67, p.8.

benefit of Bougainville. The final project report stated, 'Through the project, BWF had the opportunity to emphasise their priority of working with both men and women to achieve equitable outcomes for women and girls in Bougainville. This is particularly pertinent given BWF's new draft bill to the Autonomous Bougainville Government to enact the organisation as a government entity, as the statutory body for women in ARB.'⁸² This assessment still needs to be tested, but is noteworthy.

EFFICIENCY

The project, as implemented jointly by IWDA and BWF, expended funding totalling \$452,929. Significantly, financial records show that the BWF portion of this expenditure was \$295,129, which the project document envisaged would be used to deliver training in 320 communities across 43 COEs, reaching 6,400 people. This would have meant an average of 20 people would be reached in each community. However, the project actually conducted more than 740 trainings,⁸³ reaching 43,884 people, averaging 59 people per training. Based on BWF's total expenditures, this means that the average cost per workshop was a low \$398 per community workshop.⁸⁴ Considering the distances that were covered by the project, with VECTs reaching communities in the atolls, as well as remote rural areas, this is a highly efficient use of money to organise and deliver workshops throughout the three regions of Bougainville. Outreach to non-urban centres is notoriously difficult across PNG and ARB, but VECT monitoring reports indicated that many trainers went beyond what was expected. For example, 'a VECT from Wakunai, Central region, tracked for two days to reach her workshop venue, as she had very little funds to hire a transport'.⁸⁵

Notably, of the overall \$452,929 budget for the project, IWDA's expenditures totalled \$157,799. It is understood that this was expended primarily on monitoring and internal management capacity building of BWF. The evaluator did not undertake a detailed review of IWDA's funding or activities in support of this project, but notes that project reporting indicated a major incident of financial mismanagement occurred during the life of this Project (though the incident did not involve IWDA or project funds). Addressing this problem absorbed project time and resources as IWDA was required to dedicate additional support towards internal financial management capacity building. This appears justified, considering the apparent weakness of some of BWF's internal management capacities. It is important when implementing complex projects such as this one, which involved both a core project team but also 43 VECTs, who had considerable independence of action and were also responsible for expending Project funds (on workshops), that sufficient human and financial resources are applied to ensuring financial accountability. While it is a less obviously impactful area of work, it was essential to ensuring the integrity of this project in the eyes of beneficiaries, project partners and project implementers themselves.

⁸² Ibid, p.4.

⁸³ 40 workshops were rolled out in the Pilot Phase and 701 workshops were rolled out in Phases 2 and 3 of the Project, totalling 741 workshops.

⁸⁴ If the total amount expended by both IWDA and BWF is taken into account, the average cost per workshop rises to \$611.

⁸⁵ Above n.44, p.14.

While coverage of ARB was very impressive for the amount expended by BWF, nonetheless, it was reported that their delivery of voter education across ARB varied, due to a range of resource challenges including 'transportation, weather, delays in disbursement of funds, accommodation, communications, venue constraints and so forth'.⁸⁶ There were also 'vast discrepancies for transport costs between the regions. For instance a VECT from Torokina, South region, can spend K150 one-way hire (Buka to Torokina) on a banana boat transport, due to no road links. In comparison to the Atolls like Nissan, it would cost K800 one-way on a ship'.⁸⁷ Reports demonstrate that BWF attempted to address the challenges posed by terrain and distance through intensive planning with VECTs, but at times there were still difficulties where unexpected logistics costs arose. Some form of contingency funding could be considered to address this. This would have to be included in BWF's programme budget.

Recommendation 20: Any future funding for voter education should include contingency funds for VECTs to enable them to cover additional expenses that may arise when delivering training and encountering unexpected challenges or even opportunities, at least for outlying areas where logistical and travel problems can have substantial costs.

It was also reported that BWF oversight and monitoring was sometimes impacted by irregularity in funding, potentially a result of the funding relationship between IWDA and BWF.⁸⁸ During the term of the project, BWF experienced serious problems with financial management which saw funds briefly suspended, while IWDA and BWF worked together to address the problem.⁸⁹ This evaluation makes no comment on the internal financial management capacity building IWDA undertook in response as this internal capacity development work was primarily managed under another IWDA and BWF joint project, but notes that funding challenges may have impacted the efficiency of BWF's monitoring efforts. It should also be noted however, that close monitoring by IWDA made sense in the context of the internal challenges being faced by BWF, which added to the costs incurred by IWDA under the project. Ensuring financial accountability is a critical element of IWDA's role in relation to its values, policies and donor obligations and may at times justify higher than anticipated management costs.

Recommendation 21: IWDA should continue to demand accountable financial management by BWF, but should also work closely with any project team, to collaboratively implement financial management strategies that are sufficiently flexible and responsive to ensure that project outputs and impact is not undermined by funding delays.

⁸⁶ Ibid, p.15.

⁸⁷ Ibid.

⁸⁸ Ibid, p.15.

⁸⁹ Above n.41, p.10.

SUSTAINABILITY

It is critical for the sustainability of voter education efforts in ARB to ensure a strong partnership with OBEC, as in future they will have responsibility for leading this work. BWF's final project report stated that 'Collaboration between OBEC and the PNG Electoral Commission needs to be further strengthened for increased impact.'⁹⁰ To BWF's credit, the project team made efforts to work closely with OBEC; although OBEC did not provide financial support, OBEC staff participated as expert resource people at two trainings for VECTs to ensure that the VECTs had accurate information on voting issues. BWF's reporting stated that '...the collaboration with the OBEC ensured that after becoming informed of their voting rights, eligible voters were supported to register to vote.'⁹¹ Both PNGEC and OBEC also supported the project by providing BWF with a range of resource materials.

OBEC is still engaging in its own capacity development, in partnership with IFES. BWF could be a useful partner to both OBEC and IFES, to support the sustainable development of OBEC's voter education capacities, including by connecting BWF's existing VECTs back into OBEC's community outreach structures. IFES advised that OBEC has an Information and Communication Awareness division with a small team of four staff – the Manager, Senior Communications Officer, Graphic Designer and Media Officer, with additional positions yet to be filled. They have good in house capacities for developing awareness materials and but are usually supported by the returning officers and local awareness teams to do village awareness only in the lead up to and/or during the voter enrolment update.⁹² Funding limitations can affect the timing of such work, with information not always reaching outlying areas.⁹³ IFES advised that in this context, BWF's voter education work complements and fills gaps in getting out to rural and atoll areas, and could perhaps be engaged as a more strategic institutional partner by OBEC.⁹⁴ As OBEC builds its own internal capacities, BWF could support and advise OBEC (and even the BRC as it develops its voter education capacities), on how to effectively develop and grow a network of partners at community and village level.

Recommendation 22: Any future voter education programming should be designed and implemented in explicit partnership with OBEC and in collaboration with other ABG departments, NGOs and/or development partners supporting voter education to build long term ownership by OBEC of the trainers, networks and materials used to support voter education activities.

To promote better institutional coordination and sustainability, the project document identified that a project steering committee (PSC) would be set up to facilitate coordination and build ownership of the project by ABG institutional partners. PSC membership was to be comprised of representatives from BWF, the Bougainville office of UNDP, the Bougainville office of UN Women, and a representative from each of the ABG's Division of Media and Communications,

⁹⁰ Above n.67.

⁹¹ Above n.43.

⁹² Email dated 2 May 2018 from Ms Aileen Sagoglo from IFES.

⁹³ Ibid.

⁹⁴ Ibid.

Division of Local Level Government and Division of Community Development, Division of Referendum, and the Office of the Electoral Commission. BWF advised that they attempted to set up the PSC by sending multiple letters to partners, but had no official response other than from OBEC, so the PSC never met. The BWF Project Manager advised that they still ‘communicated well with PSC members in seeking advice and coming up with ways forward for the project in terms of meeting challenges during the implementation of the project activities’.⁹⁵ In future, a formal partnership with OBEC may address problems with coordination; if OBEC officially convened a PSC and/or voter education working group, it is more likely that key stakeholders would make the effort to attend.

The evaluator attempted to contact PSC members; no response was received from the ABG Department of Community Development and IFES, UN Women and UNDP all advised that they had not substantively interacted with the project.⁹⁶ BWF reflected on the need for better coordination, including with other development partners; IWDA’s final Project Report stated that ‘funding agencies and implementing agencies should formally support and partner with local organisations. For example, during this time UNDP supported COE representatives and Chiefs to facilitate voter education workshops with an emphasis on the 2019 referendum while BWF had a greater focus on ensuring gender equitable outcomes for both voting and the election of women. Synergies between the two programs could have amplified the outcome.’⁹⁷ An adviser working with the ABG through the Bougainville Partnership also reflected that the BWF had very low visibility amongst development partners, but that he would be keen to collaborate with BWF’s voter education activities in the future.⁹⁸

Recommendation 23: Any future project should include some form of coordination mechanism (as was done for this project), whether a PSC or an existing ABG coordination body. Any such mechanism should be developed and run in partnership with OBEC, as the lead body responsible for coordinating electoral activities, including voter education.

Although institutional partnerships were variable at the ABG level, at the local level, the project team and VECTs appear to have developed strong partnerships with COEs (which have now been converted into elected Community Governments) and District Governments, which can be harnessed in future. The decision to work through COEs appears to have paid dividends, with the project reporting strong buy-in and support from many COEs, which helped reduce costs, as well as encouraging more community members to attend workshops. BWF listed one of its early key achievements as the fact that ‘BWF developed stronger partnerships with the community and provided opportunities for members of the community to network with key Bougainville

⁹⁵ By email from Ms Margarette Kiroha dated 25 April 2018.

⁹⁶ By email dated 2 May 2018, Ms Aileen Sagoglo from IFES advised that ‘*IFES and OBEC, were once invited by the BWF, to do a presentation on the referendum preparations. IFES consultant George Camona, our legal adviser, did a brief overview of the referendum preparations at that time and then answered some of the referendum questions that the trainers faced when in their communities doing voter education.*’ However, Ms Sagoglo advised that IFES had not been substantially involved in the Project.

⁹⁷ BWF-IWDA (2017) ‘Voter Education Project Report: July - December 2017’, submitted to *Pacific Women*, unpublished.

⁹⁸ Telephone interview with Mr Jeremy Miller, Bougainville Partnership Adviser, on 3 May 2018.

stakeholders. For example, at the opening of the workshops, community leaders officiating at the ceremonies included the Minister for Health and Member for Bana, who opened the workshop in the South Region. Mrs Josephine Kauona and Michael Bisiro from Telecommunication in the Central Region and leading business woman, Ms Thecla Hakalits, opened proceedings in the South.⁹⁹

Recommendation 24: Embedding voter education workshops within existing community institutions and in partnership with existing leaders is a good practice and should be built upon to enable voter education to become an integrated part of community activities.

Although BWF developed strong community partnerships in an effort to ensure more sustainable ownership of voter education activities at local levels, their partnerships with District Women's Federations (DWFs) at this same level were less effective. The BWF project team advised that it reached out to DWFs, but feedback suggests the DWF teams were slow in responding. The project team decided to work through COEs and District Governments instead. Although the evaluator was unable to speak with any DWFs, it is understood that some were unhappy they were not more involved with the project, including as VECTs. As the initiative was primarily a voter education project, rather than an explicitly gender focused programme, the benefits of working with DWFs rather than COEs is not entirely clear. Working through DWFs could be seen as a useful capacity building exercise by BWF. However, considering the very tight deadlines the project had to roll out voter education before the Community Government Elections, and the priority need to ensure that communities would quickly come on board with the initiative, working with decision makers within COEs and District Governments was a smarter use of limited time and resources.

Recommendation 25: If time and resources permit, consideration should be given to including activities specifically focused on building the capacities of DWFs to work with existing local institutional partners and the VECTs network to deliver gender sensitive voter education.

⁹⁹ BWF-IWDA (2016) 'Voter Education Project Report: May - October 2016', p.9, submitted to *Pacific Women*, unpublished.

REFERENCES

- (2014) *Peace, (security) and Development Analysis – Bougainville: Emerging findings - Discussion Draft*, accessed on 1 May 2018, <http://statecrime.org/data/2017/04/PDA-Bougainville-Emerging-Findings-discussion-draft-March-14.pdf>.
- (2015) *Inclusive Electoral Processes: A Guide for Electoral Management Bodies on Promoting Gender Equality and Women's Participation*, Chapter 14: Voter Outreach, UNDP & UN Women: New York.
- (2017) 'Former Irish leader to head key Bougainville body', Radio New Zealand, 16 April, accessed on 18 April 2018, <https://www.radionz.co.nz/international/pacific-news/355211/former-irish-leader-to-head-key-bougainville-body>.
- (2018) *Draft BWF Voter Education Evaluation Report*, IWDA: Melbourne, unpublished.
- ARB Government (undated) 'Department of Community Government', ARB website, accessed on 18 April 2018, <http://www.abg.gov.pg/government/departments/community-government>.
- ARB Government (undated) 'Establishing of Bougainville Community Governments', ARB website, accessed on 20 April 2018, <http://www.abg.gov.pg/index.php/news/read/establishing-of-bougainville-community-governments>.
- ARB Government (undated) 'Frequently asked questions about the Bougainville Peace Agreement', ARB website, accessed on 18 April 2018, <http://www.abg.gov.pg/about/faqs>.
- ARB Government (undated) 'Office of the Bougainville Electoral Commissioner', ARB website, accessed on 30 April 2018, <http://www.abg.gov.pg/government/electoral-commissioner>.
- ARB Government (undated) 'Quick facts', ARB website, accessed on 17 April 2018, <http://www.abg.gov.pg/about/quick-facts>.
- *Bougainville Community Government Act 2016*, http://www.abg.gov.pg/uploads/acts/16-01_Bougainville_Community_Government_Act_2016.pdf
- *Bougainville Peace Agreement 2001*, http://www.abg.gov.pg/uploads/documents/BOUGAINVILLE_PEACE_AGREEMENT_2001.pdf.
- Bougainville Referendum Communications Committee (2016) *BPA Joint Key Messages*, Fact Sheet No.2, accessed on 18 April 2018, [http://www.abg.gov.pg/uploads/documents/Fact sheet - BPA JOINT KEY MESSAGES - English.compressed_%281%29.pdf](http://www.abg.gov.pg/uploads/documents/Fact_sheet_-_BPA_JOINT_KEY_MESSAGES_-_English.compressed_%281%29.pdf)
- BRIDGE resources, <http://www.bridge-project.org/en/day/>.
- Brigadier Justin Ellwood (2014) *Understanding the neighbourhood: Bougainville's referendum for independence*, p.7, Australian Defence College Centre for Strategic Studies, accessed on 19 April 2018, <http://www.defence.gov.au/ADC/Publications/IndoPac/Ellwood%20final%20paper.pdf>.
- BWF (undated) 'BWF: About', Facebook, accessed on 17 April 2018, https://www.facebook.com/pg/Bougainville-Womens-Federation-1393307517660195/about/?tab=page_info.
- BWF Monitoring Report, 21-25 April 2017, unpublished.
- BWF Monitoring Feedback translated, April 2017.

- BWF-IWDA (2016) 'Voter Education Project Report: May - October 2016', submitted to *Pacific Women*, unpublished.
- BWF-IWDA (2017) 'Voter Education Project Report: January - June 2017', submitted to *Pacific Women*, unpublished.
- BWF-IWDA (2017) 'Voter Education Project Report: July - December 2017', submitted to *Pacific Women*, unpublished.
- DAC (1991) *Principles for Evaluation of Development Assistance*, DAC; Paris, <http://www.oecd.org/dac/evaluation/50584880.pdf>.
- DAC (2010) *Glossary of Key Terms in Evaluation and Results Based Management*, DAC: Paris, <http://www.oecd.org/dac/evaluation/2754804.pdf>.
- Eric Tlozek (2017) 'Papua New Guinea, Bougainville governments set up commission to oversee independence vote', *ABC News*, 24 January, accessed on 18 April 2018, <http://www.abc.net.au/news/2017-01-24/bougainville-png-set-up-independence-commission/8208192>
- IFES (undated) 'IFES in the Autonomous Region of Bougainville', IFES website, accessed on 1 May 2018, http://www.ifes.org/sites/default/files/ifes_in_bougainville_one_pager.pdf.
- IFES (2015) *Elections in the Autonomous Region of Bougainville: 2015 General Elections - Frequently Asked Questions*, IFES: New York, accessed on 1 May 2018, http://www.ifes.org/sites/default/files/2015_ifes_bougainville_general_elections_faqs.pdf.
- IWDA & BWF (2016) 'Funding Order', agreement signed 9-10 June 2016 between IWDA and BWF setting out the parameters of the Voter Education Project.
- Joint Standing Committee on Foreign Affairs, Defence and Trade (1999) 'Chapter 2: History of the Bougainville conflict', p.15, *Completed Inquiry: Bougainville: The Peace Process and Beyond*, accessed on 18 April 2018, https://www.aph.gov.au/parliamentary_business/committees/house_of_representatives_committees?url=jfadt/bougainville/bvrepindx.htm.
- Monitoring report from the Petit Constituency, dated 14-31 March 2017
- Nicole George (2018) 'The challenges to women on Bougainville', *The Interpreter*, accessed on 20 April 2018, <https://www.lowyinstitute.org/the-interpreter/challenges-women-bougainville>.
- *Organic Law on Peace-Building in Bougainville-Autonomous Bougainville Government and Bougainville Referendum 2002*, http://www.paclii.org/pg/legis/consol_act/olopibbgabr2002969/.
- UNDP (2015) 'UN election experts to assist Bougainville elections', 1 April, UNDP website, accessed on 1 May 2018, http://www.pg.undp.org/content/papua_new_guinea/en/home/presscenter/pressreleases/2015/04/01/un-election-experts-to-assist-bougainville-elections.html.

ANNEX 1: SUMMARY OF RECOMMENDATIONS

Recommendation 1: *Any future voter education programming undertaken by BWF should more explicitly integrate gender equality at the design stage. Monitoring of outcomes would also need to be adjusted accordingly to focus on gender, as well as voter awareness raising more generally.*

Recommendation 2: *Recognising that OBEC is formally responsible for voter education as part of its overall electoral management mandate, any future voter education project should be designed in close collaboration with OBEC, with a view to building sustainable voter education capacity within OBEC. BWF could also use such an opportunity for partnership to build in gender sensitive training for all OBEC staff and VECTs and integrate gender into OBEC's own voter education materials, as necessary.*

Recommendation 3: *BWF should engage with the ABG Department of Communications and Media, as well as the OBEC Commissioner seconded to BRC, the BRC Transitional Committee and the BRC itself once established, to formally offer its voter education knowledge and networks to those responsible for leading on referendum awareness raising and develop a clear, agreed institutional partnership. Coordination must be a priority. In that context, BWF and its partners need to respect the timelines and roles and responsibilities established by the BRC and/or the BRC Transitional Committee.*

Recommendation 4: *Any future voter education training, whether by BWF or other partners, should build on the good practice of working closely with community leaders, including new Community Governments, to facilitate integration of voter education activities within existing community institutions and thereby encourage such bodies to implement systematic, regular voter education with a focus on the meaningful inclusion of women, youth, and PLWD.*

Recommendation 5: *Any future voter education training, whether by BWF or other partners, should continue to implement a village based approach to voter education, which harnesses possibilities for increasing accessibility by women, youth, PLWD and other marginalised groups.*

Recommendation 6: *BWF should continue to use merit based selection systems to identify VECT's, including by using criteria that assess the strength of existing networks, voter education knowledge and gender awareness.*

Recommendation 7: *BWF should consider specifically reviewing the capacities of the women VECTs to assess whether and how they could continue to be involved in BWF's activities, including their work to develop women's leadership across Bougainville.*

Recommendation 8: *BWF should continue to use training methodologies that build on locally developed voter education expertise and knowledge, including BRIDGE (as adapted for the Bougainville context).*

Recommendation 9: *BWF should consider ‘certifying’ VECTs as qualified voter education trainers, based on some form of basic test (designed to assess both electoral knowledge and presentation and Q&A skills) to ensure that all VECTs have appropriate skills to undertake effective and impactful training.*

Recommendation 10: *An M&E expert should be engaged to participate throughout the project, at least in key monitoring events (such as any mid term review), in order to enable more effective quality assurance and impact assessment.*

Recommendation 11: *Any future voter education programming should start earlier in the electoral cycle to allow more time for planning and preparations as well as rollout of training.*

Recommendation 12: *Any future voter education training should build on the use of alternative learning tools, including mock elections, existing Bougainville specific election and governance DVDs and posters.*

Recommendation 13: *Any future voter education training should consider at the outset whether it is most effective to train voters on FPTP and LPV in the same workshop, or whether training should be delivered separately for each different election (National, ARB and Community level).*

Recommendation 14: *Any future training for VECTs should develop a manual establishing a set of ground rules for determining the circumstances under which training should or should not be delivered and provide training for VECTs on security issues and risk management, to ensure that VECTs are not put in harm's way and know how to deal with a range of challenging and/or unsafe situations.*

Recommendation 15: *Any future voter education training should be delivered in male female pairs by VECTs, to address safety concerns as well as to promote role modelling of how men and women can effectively work together. VECT training and rollout would need to be adapted accordingly to ensure that the leadership of women VECTs continues to actively developed and women VECTs are not seen as subordinate to their male counterparts, either by their male VECTs or community partners. Security and other risks would also need to be assessed and managed.*

Recommendation 16: *Any future voter education work should build on the successful media campaign developed for this project, including by leveraging existing partnerships with the ABG Media and Communications Department and with OBEC (see the Sustainability section for more).*

Recommendation 17: *BWF and its funding partners should dedicate more resources to M&E focused on qualitative behavioural change in the context of the electoral cycle, in order to track how well voter education training is being delivered for impact, where ‘impact’ is defined to tie back to BWF’s gender mandate and related changes regarding*

gender and voting. Such M&E tools could be developed in partnership with OBEC, who also have a mandate to ensure voting is free, fair, informed and peaceful.

Recommendation 18: *Improved M&E frameworks should also track the changed capacities and perspectives of BWF VECTs, to identify good practice and lessons learned for replication.*

Recommendation 19: *Improved M&E frameworks should better track the impact of voter education on PLWD, illiterate/uneducated people and young people.*

Recommendation 20: *Any future funding for voter education should include contingency funds for VECTs to enable them to cover additional expenses that may arise when delivering training and encountering unexpected challenges or even opportunities, at least for outlying areas where logistical and travel problems can have substantial costs.*

Recommendation 21: *IWDA should continue to demand accountable financial management by BWF, but should also work closely with any project team, to collaboratively implement financial management strategies that are sufficiently flexible and responsive to ensure that project outputs and impact is not undermined by funding delays.*

Recommendation 22: *Any future voter education programming should be designed and implemented in explicit partnership with OBEC and in collaboration with other ABG departments, NGOs and/or development partners supporting voter education to build long term ownership by OBEC of the trainers, networks and materials used to support voter education activities.*

Recommendation 23: *Any future project should include some form of coordination mechanism (as was done for this project), whether a PSC or an existing ABG coordination body. Any such mechanism should be developed and run in partnership with OBEC, as the lead body responsible for coordinating electoral activities, including voter education.*

Recommendation 24: *Embedding voter education workshops within existing community institutions and in partnership with existing leaders is a good practice and should be built upon to enable voter education to become an integrated part of community activities.*

Recommendation 25: *If time and resources permit, consideration should be given to including activities specifically focused on building the capacities of DWFs to work with existing local institutional partners and the VECTs network to deliver gender sensitive voter education.*

ANNEX 2: PERSONS CONTACTED OR CONSULTED BY EVALUATOR

Consulted for Evaluation (Phase 2) May 2018

Name	Office	Response
Sarah Kernot, Emily Ellis	IWDA	Interview in person
Judith Oliver, Margarette Kiroha, Florence Naina	BWF	Teleconference
Jeremy Miller	Bougainville Partnership	Teleconference
Mauricio Claudio López-Rivera	Elections Consultant	Teleconference
Julie Bukikun	UNDP PNG	Teleconference
Beatrice Tabeu	UN Women	Email response
Aileen Sagolo	International Foundation of Electoral System	Email response
Winterford Toreas	Office of Bougainville Electoral Commission	No reply
Mana Kakarouts	Department of Community Development	No reply
Rachael Tsien	BWF board President	No reply
Patricia Kapapal	BRIDGE facilitator	No reply

ANNEX 3: EVALUATION PROCESS FOR FIRST PHASE OF EVALUATION

A consultant was recruited to undertake an evaluation of the project commencing in October 2017. The consultant completed a Draft Evaluation Report, submitted to IWDA in February 2018. The evaluation process included a desk review of reports as well as in country stakeholder interviews.

A one-day workshop was facilitated on 31 October 2017, bringing together VECTs from all three Regions. Thirty VECTs attended (14 women and 16 men) from an initial list of 43 VECTs. As summarised in the February 2018 Draft Evaluation Report, the workshop structure was based around key evaluation assessment areas, namely, relevance, effectiveness/impact, efficiency, sustainability, gender and social equality. VECTs used the SWOT approach, identifying strengths, weaknesses, future opportunities and threats/challenges. Group discussions addressed a set of questions. Following the evaluation workshop, some VECTs requested individual consultations to discuss additional concerns regarding BWF VEP implementation. The second and third days of the evaluation focussed broadly on project partners, stakeholders and community members. The consultant was not able to visit mainland Bougainville, as there was limited time for field work. As such, data was only gathered from community members and stakeholders from a few constituencies living along the Buka Highway. These individual consultations were used to triangulate information gathered during the VECT Evaluation Workshop and to collect general feedback on BWF's implementation of the VEP. Consultations explored leadership, stakeholder partnerships, service delivery, training, collaboration and BWF's approach to implementation. A list of questions used during these consultations is provided below. Consultations included representatives from schools, Wards, chiefs, community leaders, stakeholder organisations and women's representatives. Some key international development partners and local agencies, including UN Women, UNDP and Local Level Government, were not available to be contacted during these consultations.

Consultations undertaken 30 October 2017 to 3 November 2017 in Buka, Bougainville

GENERAL COMMUNITY			
Date	Name	Community	Occupation
30 Oct 2017	Romney Kenatsi	Halia Constituency Community Elder	Head Teacher
30 Oct 2017	Bianca Girana	Hagogohe Constituency community member	House wife
30 Oct 2017	Clare Ohana	Hagogohe Constituency community member	House wife
30 Oct 2017	Gerard Sahoto	Hagogohe Constituency community member	Farmer
30 Oct 2017	Bogia Hasomi	Hagogohe Constituency Chief	Chief of Clan
31 Oct 2017	Michelle Tsikoa	Hagogohe Constituency	CT/Community Rep
01 Nov 2017	Romeo Tohiana	Halia Constituency/Clan chief	Director Cocoa Board
02 Nov 2017	Maryanne Tousala	Halia Constituency	Community Auxiliary Police/President BWF
02 Nov 2017	Hortence Kiroha	Tsitalato Constituency	Early Childhood Educator

02 Nov 2017	Elizabeth Nase	Tsitalato Constituency	President, Tsitalato Women's Assoc.
STAKEHOLDERS			
Date	Name	Organisation	Position
1 Nov 2017	Eileen Sagolo	IFES	Program Coordinator
1 Nov 2017	Judith Oliver	BWF	A/g Executive Officer
1 Nov 2017	Rachael Tsien	BWF	President/ Clan Leader
1 Nov 2017	George Mano	OBEC	Commissioner
3 Nov 2017	Winterford Toreas	OBEC	Manager Information and Community Awareness

Workshop with 30 VECTs undertaken 31 October 2017

	Name	Constituency	Region
1	Christine Malili	Selau	North
2	Michelle Tsikoa	Hagogohe	North
3	Stacey Sauba	Mahari	North
4	Milcha Bisep	Mahari	North
5	Jean Vori	Taonita Tinputz	North
6	Joyleen Veasis	Taonita Teop	North
7	Albert Aisi	Tonsu	North
8	Junias Tokakao	Halia	North
9	Apoki Manava	Mortlock	North
10	Camilus Rimyo	Nissan	North
11	Verline Sima	Rau	Central
12	Maggie Levi	Ioro 1	Central
13	Tanya Okira	South Nasioi	Central
14	Julian Ariva	Ioro 1	Central
15	Alex Nepmari	Eivo	Central
16	Eugene Asupa	North Nasioi	Central
17	Junior Jonah Kaouna	Kongara 1	Central
18	Hoke Amos	Kongara 2	Central
19	Janice Wade	Terra	Central
20	Jeffrey Magoi	Baba	South
21	Alphonse Kalolema	Lato	South
22	Leo Viator	Torokina	South
23	Alex Noro	Rino	South
24	Ephraim Kurivo	Pongo-Kopii	South
25	Tony Kaupa	Makis	South
26	Mathew Moworu	Tonolei	South

27	Rose Dising	Lule	South
28	Apolonia Butubu	Lenoke	South
29	Estelle Nabuai	Baubake	South
30	Jenny Silikoa	Wisai	South

Questions for consultations with stakeholders and community members

Leadership:

1. In your opinion, how well is the BWF supported? Ask for evidence of support (effectiveness & sustainability)
2. How frequently are you asked to provide updates and information on your service and to who? (Effectiveness, sustainability, efficiency)
3. How has the BWF helped your understanding of Women as leaders?

Service Delivery (effectiveness, efficiency, sustainability)

4. Has there been extensive coverage of BWF program in the ARB?

Staffing (efficiency, sustainability, equity)

4. How many staff in the BWF by sex and type?
5. Frequency of change
6. Do you have corporate and succession plans?

Training (effectiveness)

7. What training is available to BWF staff and how regularly do they receive rights based training?

Time spent with clients (effectiveness)

8. On average, how long do you, the CT's, spend with each constituent on VEP?

Data Management: (effectiveness, efficiency, equity)

9. How/where are records kept?
10. Who can access them?
11. What data is captured: sex, age, address, and how about disability?
12. What mechanisms exist for clients to provide feedback on the service?

Finance (efficiency, sustainability)

13. Is the BWF budget part of the recurrent budget or development budget?

Partnerships: (efficiency)

13. Internal: which departments do you meet with on a regular basis to discuss BWF VEP issues?
14. How frequently do you meet with the BWF steering committee? Action committee?
15. External: which external partners do you meet with regularly to discuss issues of BWF?
16. How often do you meet? How are the meetings recorded? Who manages calls and records the meetings?