

20 June 2018

Evaluation of New Zealand's Country Programme in PNG

Part V: Support for Stability and Community Development in Bougainville

New Zealand Ministry of Foreign Affairs and Trade

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5. Support for Stability and Community Development in Bougainville

5.1. Bougainville context

Bougainville is one of the pillars of New Zealand's aid program to PNG. The priority reflects Bougainville's important place in the broader peace and stability development context. It also builds on the unique and respected position New Zealand has developed in Bougainville, through its role in the peace process and after the Bougainville crisis. New Zealand has had an active program in Bougainville since 1998. Bougainville is strongly influenced by the post conflict environment that includes the upcoming referendum, a fiscally constrained context, limited local economic activity and revenue reliance on the PNG government.

5.1.1. Post conflict context

The Bougainville conflict, 'the crisis', was a 10-year civil conflict during which 15,000 to 20,000 people died, and 70,000 of the 180,000 population were displaced. The conflict emerged from community and landowner dissatisfaction with the local financial return from extractive investments. It pitched the national government against subnational government and communities and led to an agenda for Bougainville to be autonomous and independent of PNG.

New Zealand played a significant role supporting negotiations between the parties to reach a truce and ultimately the signing of a peace agreement in 2001. New Zealand provided a neutral place for the negotiations in Christchurch. The incorporation of Tikanga Māori (Māori protocol) and drawing on community heritage enabled the inclusion of traditional Bougainville structures and women in the peace dialogue. New Zealand's significance in this role continued with them leading the truce monitoring efforts, contributing to the broader peace monitoring process and maintaining an ongoing active investment in Bougainville, including through the presence of the New Zealand Police.

The conflict had a significant impact on Bougainville, including the destruction of government presence, service infrastructure, the disruption of economic activity, and notable departure of human capital. Within the population there remains unresolved tensions, unaddressed trauma, high levels of gender-based violence, distrust of the state including police, and weak institutions. The resolution of tensions, traumas, trust and community resilience remains an ongoing process that varies across communities and locations. The peace agreement demilitarised Bougainville and brought agreement that Bougainville would remain part of Papua New Guinea as the Autonomous Region of Bougainville (ARB). The agreement also stipulated that between 2015 and 2020 there would be a referendum in which Bougainville would decide whether to remain part of PNG. PNG is not bound to accept the outcome of that referendum.

Implementation of the peace agreement continues including reconciliation, reconstruction and redeployment processes. The window for the referendum is currently open and Bougainville is looking to hold the referendum in 2019.

5.1.2. Economic context

Economic opportunity within Bougainville is limited and largely based on smallholder agriculture, where Bougainville is PNG's largest cocoa producer. There is also some fishery, small scale mining and small and micro enterprise activities. Its mining and energy potential remains significant, but inactive. The ARB is reliant on the government of PNG for fiscal transfers. In 2016 the ABG reported that less than 10% of its revenue to fund its budget was derived locally. The broader fiscal challenges of PNG impact on the revenue that is available to the ABG. Departments of the ABG are reporting 60% funding cuts and no funding transfers outside of salaries for most of 2017. There are very limited funds for government funded development activities, and it is this context that aid funds become particularly important. The tight fiscal environment and minimal revenue stream from central government should be expected to continue for the next few years. It will remain a challenge to Bougainville's development, the ongoing peace process and the referendum agenda.

5.1.3. New Zealand's role

New Zealand's focus is on supporting stability and community development in Bougainville. Its role in supporting the peace agreement is unique, and this review found it widely referred to and respected by Bougainvilleans. New Zealand was differentiated from other major donors and bilateral partners, and there appeared a keenness to maintain this separation. This reputation aligns with expectations that New Zealand will be a strong partner in supporting the upcoming referendum process.

This provides New Zealand with a significant opportunity and trusted position to work with Bougainville, something that can potentially also be leveraged by the Papua New Guinea government as it navigates its role and response to the upcoming referendum. It also means New Zealand is a key partner in supporting the achievement of a long-lasting peace settlement, and a stable road forward for Bougainville and PNG.

It is recognised that the PNG government has a wide range of priorities beyond Bougainville. However, the shared interests and potential impact of Bougainville on the broader PNG economy, other provincial autonomy interests, and the nation remain relevant. This highlights the importance of Bougainville's stability for wider PNG. Navigating New Zealand's role within the Bougainville context, and between the ARB and PNG government is a critical and challenging issue to be managed by the programme.

5.2. Overview of New Zealand's investments

New Zealand's investments in Bougainville over the last 10 years have included law and justice support, subnational empowerment support (blended with a preventative health focus), volunteers across a range of sectors, as well as economic empowerment support. These investments have aligned with some of the principles of community driven development¹ and place-based approaches² which, reflecting the post conflict context of Bougainville would appear appropriate.

New Zealand has delivered long-term investments of the Bougainville Healthy Communities Program (BHCP), New Zealand policing support to the Bougainville Police Service (BPS) including a focus on BPS Auxiliary Police), Governance Implementation Fund (GIF) as well as the Volunteer Service Abroad (VSA) presence. This demonstrates that New Zealand has been prepared to take a long-term view, adapting and adjusting these programmes to retain their relevance, improve effectiveness and leverage existing relationships.

¹ An "approach of empowering local decision-making and putting resources under the direct control of community groups" World bank

² Place-based approaches are about empowering local social sector leaders to address social issues in their communities. New Zealand Social Investment Agency

A summary of the current activities in Bougainville is outlined in Table 5.1.below, including assessment against the broad evaluation criteria. Aspects of these assessments are discussed in further detail for the major investments around Bougainville Healthy Communities Program and Bougainville Community Policing Programme in the subsequent sections.

Table 5.1 New Zealand’s investments in Bougainville

| Activity | Bougainville Community Policing Programme | Governance and Implementation Facility | Support to the Office of the Bougainville Electoral Commissioner | Town Electrification Improvement Project | Bougainville Healthy Communities Programme | Scholarships to New Zealand Universities | Volunteer Services Abroad (VSA) |
|---|---|--|--|--|--|--|---------------------------------|
| Sector | Law and Justice | Subnational empowerment | Subnational empowerment | Infrastructure - Electricity | Subnational empowerment | Education | New Zealand Volunteers |
| Value | PGK30m (2014 to 2019) | PGK23m (2017 - 2020) | NZD 3.5m (2017 - 2021) | PGK6m (2015 to 2018) | PGK10million (2014 to 2018) | | NZ\$ 1.8 m (2015 to 2018) |
| Coverage | All ARB focus Buka, Arawa, Buin | All ARB | All ARB except Atolls | 70km Kokopau to Ramazon | All ABG expanding to Atolls | All ARB | All ARB |
| Summary assessment against evaluation criteria³ | | | | | | | |
| <i>Relevance</i> | | Not assessed | | | | Not assessed | Not assessed |
| <i>Efficiency</i> | | | | | | | |
| <i>Effectiveness</i> | | | | | | | |
| <i>Sustainability</i> | | | | | | | |
| <i>Alignment</i> | | | | | | | |
| <i>Ownership</i> | | | | | | | |
| <i>Harmonisation</i> | | | | | | | |

³ Relevance – this is where we should ask if the focus of the activity is right and whether it is still, or was ever, relevant and if not why not

Efficiency – standard cost effectiveness and common-sense judgements of inputs versus outputs (DO let’s talk about this for energy investments as we could do some comparisons)

Effectiveness – is simply whether the objectives of the activity have been achieved, results

Sustainability – are the results sustainable, what factors influence this, etc.

Alignment – including strategic alignment (e.g. to government priorities,) but also systems alignment (e.g. to PNG systems)

Ownership – including functional ownership (i.e. the ability to set and drive development agenda)

Harmonisation – any evidence of it, or potential for it in that activity or sector

5.3. Detailed Activity Assessment – Bougainville Healthy Communities Programme

| Relevance | Efficiency | Effectiveness | Sustainability | Impact |
|-----------|------------|---------------|----------------|--------|
|-----------|------------|---------------|----------------|--------|

The Leprosy Mission New Zealand (LMNZ) has implemented the Bougainville Healthy Communities Programme (BHCP) since 1999. It has been implemented through a partnership with the ABG including its Division of Health. BHCP encompasses the whole of Bougainville except the atolls.

5.3.1. Approach and implementation

In the post conflict context, BHCP started engaging on a needs driven basis. This was in a context where there were no facilities or governance presence at the village level and there had been a human capital exodus in key service delivery areas. In this context, they identified the need to empower and increase Bougainvilleans responsibility for their health. It is this underlying empowerment approach that BHCP has continued to adaptively apply, and which has underpinned their ability to remain relevant, demonstrate results and impact.

With a village level focus, the BHCP approach could be summarized as having the following approach to implementation:

- › Local asset data and capacity mapping
- › Empowerment with knowledge of local champions (village volunteers)
- › Incentivise local change agents, (village volunteers)
- › Empowering local leadership and leadership structures
- › Linking villages to wider networks (other villages and services)

Implementation in practice has been built on a preventive health focus, starting with the identification and response to leprosy, seeing its successful eradication. Over time this has expanded to respond to other preventable health issues including family planning, immunisation, malaria, tuberculosis, HIV and AID's and safe motherhood. At the village level this has resulted in lifestyle changes around water and sanitation, waste management (village beautification) and domestic animal management. Its relevance to the Department of Health is demonstrated in their use of BHCP to enable local level response to health emergencies, support the application of immunisation programs, and in connecting villages with their local health referral centres and specialists.

The BHCP is engaged with communities to empower them through knowledge sharing and capacity building. Village health volunteers have been supported to be local drivers, equipped through training and incentivised through free health care for them and their families.

BHCP's effectiveness has been strengthened through its identification that local leadership is critical to achieving local change, including implementation of health knowledge, and proactive locally relevant responses. The program has moved beyond a preventive health approach to broader subnational empowerment issues. It integrates targeted engagement of local village leaders, equipping them through specific leadership training and it works with local leaders to take charge of knowledge application. This expanded focus has included financial management and enterprise stimulation. The promotion of village Treasuries as a community collective's common fund is part of the financial management and empowerment focus, to date over 300 villages have developed such treasuries.

This village level training is complemented with: providing community access to external good practice village models; connecting villages with service referral centres; encouragement through district facilitators; and ongoing feedback through the monitoring of village specific data and statistics.

To date the BHCP has covered 12 of Bougainville's 13 districts reaching 861 major villages and 823 lesser villages. It has trained 2,850 Village Health Volunteers and 2,364 village leaders. The program is currently developing approaches to cover the remaining district not covered so far, namely the atolls.

5.3.2. Success factors

Results from BHCP have included healthier and cleaner villages, and villages interested in addressing their water and sanitation issues. In some areas it has resulted in 100% village access to sanitation for the first time, and it has reported WASH success where other programs had failed to achieve the required behavioural change. The program's successful results are widely recognised and inspire others to adopt similar behaviours and change.

The evaluation team directly observed the impressive impact BHCP had contributed to in two of the villages, one of which was a BHCP model village. The impact included health awareness, preparedness to attend health facilities, strong leadership, village water, sanitation and waste management, animal management, village savings and empowered, proud community members.

Whilst not observed directly it is assumed that there is a variation in opportunity, capacity, buy-in and performance of villages with greater accessibility, communication and leadership challenges. These challenges were recognised by District Facilitators. The impact of remoteness, difficult to access, less serviced villages with weaker leadership were identified as more challenging. The District Facilitator advised that the BHCP approach to these challenges was iterative and adaptive, enabling a 'Bougainvillean' approach. This included visiting and spending time in the village, listening and working with leaders first, supporting the leaders with knowledge and empowering them to enable change from within. The view that the BHCP worked in a 'Bougainvillean' way was corroborated by stakeholders in the villages visited.

The District Facilitator role was highlighted by the BHCP monitoring team and villages visited as an important driver for change. Their roles were reportedly introduced by the program as it expanded and needed a mechanism to maintain on the ground engagement and provide implementation support for village volunteers, leaders and trainees. Their roles build on the positive program reputation established over the BHCP years, and they maintain the BHCP ongoing local presence. Current contextual understanding and accessibility of the facilitators was identified as contributing to BHCP success. The ABG Department of Health indicated it was intending to incorporate these roles into their revised organisation to build on their achievements.

BHCP team members articulate the enabling factors for success as:

- › Leadership, where the program was able to engage both customary and elected leaders over time, working through their structure to supporting them enabling their understanding, participation and leadership of local change initiatives. BHCP was best able to achieve this where there were clear and validated leaders without significant tension between customary and traditional roles, and where there were limited politics around changes of leaders.
- › Community ownership
- › Lack of alternatives
- › Credible knowledge and people
- › Locally specific feedback on situation and performance.

The evaluation team observed that these factors are integrated into the BHCP approach, and were corroborated by beneficiaries and the ABG administration. Through: adaptation; the underpinning approach of empowerment through knowledge; building local leaders and local volunteers to apply knowledge; and, connecting villages with networks and models of practical demonstrations has helped the BHCP maintain local relevance and effectiveness.

BHCP is seen as an immensely effective intervention by the ABG administration stakeholders interviewed for this evaluation. Through this investment New Zealand is seen as a partner that understands the need to provide assistance over the long-term working, and one that understands the

need to work with local drivers. The ARB stakeholders noted that the BHCP has led to transformational change, driven from the BHCP leadership focus, which has shifted the responsibility back to leaders and Bougainvilleans. The ABG administration recognised that the program in many contexts provided a means for the government of the day to represent its priorities. The ABG Health Department, Community Government Department and BPS all referred to leveraging the BHCP to reach and support the implementation of their work programs. The BHCP was also highlighted for its ability to bridge the gap beyond the health facility to the community, a gap missing in the past. The Health Department Deputy was adamant that the ABG would not have achieved its health targets without the BHCP. Further, the BHCP was identified as reinforcing and providing a representation of government presence at the village level, based on its level of village coverage, which exceeds the Department of Health's coverage.

5.3.3. Alignment with ABG and other donors

BHCP has readily worked with a wide range of donors who have seen value in BHCP's coverage and networks. Examples of this include Rotary malaria project who used the BHCP to support the effective distribution of mosquito nets; and the Department of Health's implementation of immunisation drives and emergency health responses such as drug resistant TB education. The program has also actively worked in villages where the UNDP has WASH programmes.

The current phase of New Zealand's support for the BHCP includes increasing its integration into the ABG administration. This is primarily through the Department of Health reflecting its roots as a preventative health program. Integration is most notably demonstrated through the planned integration of nine BHCP personnel into the health department's restructure. The Health Department acknowledged this process but noted it would need a budget and resourcing which was a challenge in the current financial crisis. Integration expectations and timeframes may need to be reassessed to better reflect the realities of the Department's financial capacity.

ABG has mobilised a new community government policy in 2016/17, and appropriately BHCP is integrating its leadership approach towards working with new Community Government members. This includes offering support to the Department of Community Government to provide integrated training to these Leaders through their village leadership training. This is supported by the Department who is interested in working with the BHCP more broadly, including around village data collection, and using the BHCP to communicate the views of the government to the community and to community government leaders. This may be particularly important for issues like the referendum for example.

It was recognised both by the BHCP team and the ABG administration that a broader engagement strategy with the Bougainville administration is required to support its integration. Areas the program now covers are much broader than the mandate of the Health Department. A whole of government approach could assist in mitigating the risks of alignment or capture by one department or policy agenda. A consultative, co-designed transition to greater integration would appear appropriate.

Through this program New Zealand is moving to a point where it has a touch point in every village in Bougainville, which compared to the financial investment of roughly 1 ½ million dollars a year would seem a significant achievement. The funding level has enabled the program to maintain its support to engaged villages, and to gradually expand to other areas. The long-term duration of the support to the program by New Zealand has enabled it to refine its approach and build a strong local reputation. Its reputation is now one where villages to be newly engaged have already heard of the program and are keen to have it operating with them. This reputation, ability to adapt the program, and gradual coverage of the ARB would be difficult to achieve in a short time frame even with significant funding.

The New Zealand funded advisory support for the programme was seen as an important contribution to assist with testing assumptions, developing adaptive responses to emerging context and engaging in new areas. With an expanding scope and sectoral coverage, appropriate additional advisory support to draw on wider expertise would support the ongoing targeting and mitigation of related risks.

5.4. Detailed Activity Assessment – Bougainville Community Policing Programme

| | | | | |
|-----------|------------|---------------|----------------|--------|
| Relevance | Efficiency | Effectiveness | Sustainability | Impact |
|-----------|------------|---------------|----------------|--------|

5.4.1. New Zealand’s policing role

Building on its role in supporting the Bougainville peace agreement, supporting the capacity of the Bougainville Police Service (BPS) has been a central part of New Zealand engagement in Bougainville since 1999. The program places New Zealand Police alongside the BPS, providing advisory services in key priority areas and supporting police training and BPS Auxiliary Police. New Zealand Police are present in Buka, Arawa and Buin. The policing component represents New Zealand’s largest investment in PNG. There is widely articulated respect on Bougainville for this contribution and New Zealand is seen as a very important donor in this space.

5.4.2. Context

In the post conflict context, the BPS is still needs to redefine police and the policing role. The BPS stakeholders interviewed for this evaluation noted that resistance to policing remained and that there is a perception that policing is primarily about detaining people as opposed to supporting safe secure communities. The remaining challenges involved the reestablishment of operational infrastructure, local police presence and supporting the professional and credible practice of the BPS. This was recognised by the ARB administration, BPS and New Zealand Police. Stakeholders noted that a long-term investment covering training, systems, and structures will be needed to further professionalise the BPS. Supporting current levels of BPS functioning and coverage will be important for the holding of a safe and secure referendum and the implementation of its outcome.

New Zealand’s contribution through the ongoing modelling of professional practice, and support for community level policing through the BPS Auxiliary Police was seen as an appropriate response to the present context. Supporting community policing assists with changing perceptions about how policing is defined within Bougainville.

A 64% cut in PNG’s Royal Constabulary budget was highlighted by stakeholders as a significant constraint to the BPS’s ability to operate and deliver its functions. It is understood that, in effect, only salaries are being paid and that these cuts are expected to continue into 2018. Any operational support currently has to come from donors or the ABG, this highlights a significant challenge for New Zealand and other donors in determining the best way to deliver support. The risks of letting the law and justice services fall over in the lead up to the referendum and the potential impact this might have on the freeness and fairness of the outcome is of serious concern.

5.4.3. Expectations on New Zealand

The value of New Zealand’s long-term public commitment to policing was acknowledged and the need to maintain this investment to support Bougainville’s realisation of a referendum that is free and fair was consistently mentioned by law and justice stakeholders in Bougainville. There was a recognition that the BPS will play a major role in ensuring the referendums effectiveness, as well as an acknowledgement of underlying issues that remain around homebrew, weapons and ex-combatants which requiring ongoing management.

Advisory roles

New Zealand places its police in the BPS generally on 12-month placements in key divisions. Their role was seen as supporting, working in partnership and modelling good practice. This included the demonstration of women’s leadership. They also support training and BPS Auxiliary Police

components. The relevance of the approach was seen as supporting the re-establishing of a credible police presence.

New Zealand does contribute some targeted operational support. Noting the BPS' funding issues and the lack of the operational budget, the desire for increased New Zealand's investment in operations was raised by stakeholder's numerous times. The issue is complicated further for donors where BPS reportedly does have some unaccessed operational funds.

The placement of advisers is developed between New Zealand and BPS and reflected in an annual operational plan signed off by the ABG Chief Secretary. New Zealand had shifted its approach to target recruiting New Zealand police who can best provide empathetic roles to support their counterparts. As such work priorities are tailored to the focus of counterparts and their division and reflected in adviser annual workplans. In the current ABG context, quality police advisers working alongside counterparts on divisional priorities should contribute to supporting the BPS reputation. The approach offers opportunity to model professional practice across the service and enable tailoring of individuals focus to come behind drivers of change as they emerge.

The effectiveness of the advisory roles was identified by Bougainville and New Zealand as largely based on the engagement and responsiveness of individuals. The adviser and counterpart's ability to establish mutually respectful relationships, operate in a shared work space, share agreed information and focus on locally relevant work priorities was enabling effectiveness. New Zealand had recently changed its selection, pre-placement and transition process for police to support improved program continuity and effectiveness.

The support for the New Zealand policing role was well regarded by the ABG administration. In one consultation, there was push back on representing New Zealand in 'mentoring' roles. It was unclear if this was due to a differing understanding of mentoring, an individual's difficult experience of external advisers or an assumption that a mentoring role suggested an uneven power relationship. Essentially BPS is looking for a successful partnership with New Zealand that mitigates power imbalances and supports ABG objectives. This was understood to align with New Zealand's Policing strategy to 2019.

The acceptance of a New Zealand police presence on the ground highlights its unique role and the differentiation of New Zealand from Australia. Through the Justice Services and Stability for Development Project (JSS4D) Australia is a major law and justice sector investor. The on-ground presence used by New Zealand offers a comparative value add to the JSS4D as well as New Zealand's training and BPS Auxiliary Police investments.

The placement of New Zealand police is an expensive investment. However, in the post conflict referendum context, it would appear to add value to both support BPS capacity and stability and be a necessity considering the budget constraints. New Zealand Support is enabling the BPS to re-establish its professional policing culture, systems and reputation so that it can support ABG's security, as well as expanding the BPS reach into the community through BPS Auxiliary Police.

Training

New Zealand also provides training through the BPS training centre, as well as in other locations around Bougainville. An effective monitoring and data system was identified as a priority by New Zealand. Effective participant tracking would inform the targeting of programs, enable follow up, allow identification and leverage of key change agents and opportunities, and demonstrate impact. It could enable the establishment of a community of practice where local solutions for applying learning in low capacity contexts could be identified and incentivised. Additional support, including New Zealand Police advisers, could be leveraged to provide ongoing and tailored support to these operations. Such an approach would need a locally developed approach, additional resources and a relationship manager.

The capacity gap between the senior management and front-line officers within the BPS was highlighted as a significant human capacity gap. It was identified as an issue that wouldn't be quickly resolved and one that should be taken into consideration in future investments. An appropriate approach to the training of inspectors whose role was to support the accountability and credibility of

the police force was highlighted as a remaining priority despite their low numbers. There is a significant gap at the inspector and superintendent levels that require addressing.

Training was given as an example of partnership with the JSS4D around frontline policing. With New Zealand's existing police presence, it was seen as an area New Zealand should take a lead role in delivering. Further, the ABG noted that New Zealand could deliver the 'soft skills' and work with the BPS better than others.

Similarly, the ABG highlighted the need for training to be delivered in Bougainville not in Port Moresby. They also noted that with their recruitment of 50 additional police over the last five years meant that training would remain an ongoing need.

5.4.4. Bougainville Police Service (BPS) Auxiliary Policing

The support for the BPS Auxiliary Police programme is at the centre of New Zealand's investment. It is a highly regarded and successful initiative capable of effecting change at the community level. This is highlighted by the fact that 85% of crimes are reported through the auxiliary police who provide the field presence not achieved by the regular BPS officers. The BPS, ABG administration and New Zealand identified the success and value of support for the BPS Auxiliary Police. They understood that Bougainville has the best Auxiliary Police in the country and that this has been brought about due to New Zealand's sustained engagement over a long period of time. New Zealand's support has arguably ensured that the auxiliary policing role is validated for the BPS and community, through building capacity and enabling consistent funding of auxiliary officer's allowances and operations. This has supported the demonstration, consistency and reliability of their roles. New Zealand support to and validation of auxiliary policing approaches could be relevant in areas of PNG where subnational administration demonstrates some local commitment to maintaining an auxiliary police service.

New Zealand supports the program through the training of BPS Auxiliary Police officers and the provision of operational funding for BPS Auxiliary Police allowances. The strength and relevance of the BPS Auxiliary Police was widely acknowledged as expanding the BPS' coverage, providing information to community's, supporting community security, and offering an essential community link back into the formal BPS.

It is the shared intention of the BPS and New Zealand to embed BPS Auxiliary Police within the BPS. In implementing this, New Zealand support is focus on aligning to the BPS priorities and leadership. The intention, represented by both the ABG and New Zealand, is that closer alignment and integration of the successful and credible BPS Auxiliary Police would strengthen and support the BPS' credibility in the community, as well as enhance the ability of the BPS to leverage the BPS Auxiliary Police's local presence for law and justice outcomes.

A plan to transfer funding responsibility back to the ABG is underway, this would see the ABG provide full funding by 2019. The ABG's capacity to meet its funding contributions has already been an issue in the law and justice sector, and in the wider fiscal context, this will remain a challenge. Reflecting the ABG's weak fiscal capacity, this timeframe should be kept under review. There is a risk that the programme stalls, which would undermine the sustainability of New Zealand's investment and could constrain the capacity of the BPS Auxiliary Police to support the ABG's preparedness for the referendum.

5.4.5. Coordination and harmonisation

New Zealand works to ensure integration and coordination with the BPS through the BPS Coordination Committee. New Zealand's participation included the Team Leader and Strategic Consultant, who work alongside law and justice and policing officials. New Zealand also provides Secretariat services which are appreciated. New Zealand is seen by the ABG as having a positive working relationship with the Australian funded JSS4D program, which is seen as complementary to New Zealand's policing investments. New Zealand and Australia coordinate well, and ABG stakeholders noted the strong emphasis on coordination by both countries.

New Zealand’s internal strategic coordination between Wellington and operating staff at the High Commission on law and justice was identified as an area that could be improved. However, the review was not able to clarify this issue further.

5.4.6. Other support

New Zealand’s other investments were complementing its police investment. This was represented by both program implementers and the ABG in relation to the VSA, who support ABG build legal capacity, and the BHCP in relation to specific communities. It was recognised that GIF funds were not available to the law and justice sector, the ABG sector agencies did not represent an understanding of New Zealand’s and Australia’s agreed policy to provide law and justice support via their bilateral programs.

5.4.7. Further law and justice support for Bougainville’s stability and community development

A number of areas for desired support were identified by the ABG and BPS. These included remaining post conflict needs around the reconstruction of infrastructure, and emerging needs around the strength of the remand and prosecuting services as an outcome of strengthening police services.

The rationale for the capacity gaps was logical, particularly around the local Public Prosecutor capacity, which operated in the context of a wider, more experienced and capable legal profession. It was noted that some of the challenges in these areas were linked back to national correctional and public prosecutor agencies beyond ABG’s direct control.

The role and capacity for New Zealand to respond to these gaps appeared more complicated. If it is assumed that New Zealand’s role is about using its policing expertise to support the credibility of the BPS, build on BPS Auxiliary Police, providing officer training and officer advice, and being a trusted partner to support an upcoming referendum in the medium term, it did not appear clear that a wider scope was the immediate priority without an increased New Zealand contribution. These gaps would need to be considered more substantively in New Zealand’s long-term planning, informed by priorities, resources and clarity on an effective value adding contribution New Zealand could offer.

5.5. Assessment of Other New Zealand Investments

5.5.1. New Zealand Electoral support through the Office of Bougainville Electoral Commission

| Relevance | Efficiency | Effectiveness | Sustainability | Impact |
|-----------|------------|---------------|----------------|--------|
|-----------|------------|---------------|----------------|--------|

The Office of Bougainville Electoral Commission (OBEC) manages elections for the ABG and community governments of Bougainville. They are funded by the ABG, and in the current fiscal context have very limited operational funding outside of specific election projects. The New Zealand Electoral Commission has had a program of support with OBEC since 2013. Its support enables Bougainville to effectively implement democratic processes to choose leaders responsible for managing Bougainville’s negotiation of post conflict reconstruction and autonomy.

OBEC receives direct operational and technical assistance to effectively deliver election projects. OBEC positively assesses New Zealand assistance as supporting their priorities, focused on:

- › Supporting good election operations through on-the-job training, and supporting the Commission to build its vision
- › Providing exposure to other electoral systems beyond just OBEC’s local management and operational experience. The recent exposure trips to the New Zealand election were highlighted as valuable in this context.

The flexibility and responsiveness of New Zealand’s assistance was noted by stakeholders and differentiated it from other donors. New Zealand was not involved in the enrolment of electors, this would be a more important issue for the upcoming referendum and OBEC suggested that New Zealand could be involved in this.

Delivery of elections and election support in the context and geography of Bougainville can be expected to incur high costs. The 2016 Activity Monitoring Assessment identified that New Zealand was managing related efficiency challenges and that suitability was to be supported through a peer/peer NZEC/OBEC relationship.

A critical issue and focus for Bougainville is the conduct of the referendum. The Referendum is an independent process with OBEC participating with the PNGEC on these arrangements. At the time of the field work in Bougainville the Bougainville referendum committee had been established but had not met, how the committee would be funded was also unknown.

The referendum was a priority for OBEC and ARB. OBEC highlighted that the ABG needed to have a vision of a pathway to achieve the referendum process and outcome. Risks around implementing an appropriate time frame required for proper referendum process was identified as increasing with slipping timeframes.

5.5.2. Volunteer Service Abroad (VSA)

VSA mobilised their first volunteers in Bougainville in 1999 and have had 180 placements since. Placement focus has evolved from an initial prioritisation of construction work to training and capacity building approaches. Education has represented about a third of all placements. In 2016 the program revised its focus to more closely align with New Zealand aid priorities and currently retains this focus in four sectors – agriculture, health, law and justice, resilience. As a Papua New Guinea wide program, they have a Bougainville and islands focus.

The volunteer program is linked to Papua New Guinea and ABG. Achieving alignment was reportedly working well with ABG priorities, however, coordination with GoPNG had been more challenging. For Bougainville NCOBA was the formal coordination body for volunteer assignments, based in the Chief Secretary’s office.

The VSA strategy is to leverage other programs by providing value adding roles. This is realised through targeting the placement of volunteers, and offering complementary skills to other investments and the ABG. This approach, and its effectiveness, were reinforced by the ABG Administration and New Zealand’s other investments, particularly in the law and justice sector. This was demonstrated through the placement of volunteers to support juvenile detention operations, and to mentor young lawyers in the Law and Justice Division both reinforcing New Zealand policing investments and operating in areas outside of others direct scope. In relation to other New Zealand investments VSA had good alignment with the direction of the GIF, and a positive relationship with the New Zealand police, and continues to pursue engagement with the BHCP.

The placement of volunteers is based on requests which are assessed and, where agreed, specific positions are recruited from New Zealand as part of a structured recruitment, selection, and pre-placement process. VSA program priorities and their specific targets also inform where they can provide assistance, this program driver influences which placement requests VSA can respond to.

5.5.3. Energy

| | | | | |
|------------------|-------------------|----------------------|-----------------------|---------------|
| Relevance | Efficiency | Effectiveness | Sustainability | Impact |
|------------------|-------------------|----------------------|-----------------------|---------------|

New Zealand, partnering with JICA and ADB is supporting household connections to the electricity grid. PPL, through an ADB loan, is building 67 km of transmission lines that would eventually be connected to a hydro power supply. With JICA, New Zealand is funding materials to connect

households and health and education services to PNG Power supplies. By the end of the project it will connect 998 households to the grid. MFAT funds provided connection of a basic power access package and 5Kw of power, after which households or services can access power on a pre-paid basis. To translate connectivity to the power grid provided by the project, service facilities and households are required to invest in articulated power connections and power utilities such as lighting and refrigeration should they want to utilise it. This project is also being implemented in Oro and West New Britain Provinces.

The evaluation team visited a school and villages that had benefited from the project with the PPL team leader. Formal consultations at the school included the principle, two female teachers and ten male and female students. Impact was observed in three villages holding a forum of men women and youths in one. Articulated benefits of electrification in these consultations included:

- › Improving house and school to access power
- › Significant facility and household savings due to cheaper power access
- › Investing in products to utilise power
- › Increased security and feeling of safety, particularly for women
- › Economic generation activities
- › Improved access to knowledge and learning sources
- › Ability to study after dark
- › Increased quality and quantity of teachers wanting to teach at the school.

The benefits were strongly represented and appreciated. Ultimately providing a positive representation of New Zealand at the village level.

The project team leader highlighted that success had been achieved by working appropriately with the community. Constraints and challenges around ABG coordination, and PPL politics has caused delay in the construction of the transmission line. There was also a gap in skilled technicians to maintain the assets in Bougainville, whilst PPL held maintenance responsibility for the transmission lines, safe articulation of power from point of connection would need these skills. This is some potential implications on the sustainability of the project benefits at the service facility or house hold level, as is the proposed changeover of the PPL project team leader at the end of 2017.

5.6. Conclusion

New Zealand is a trusted partner of the ABG and its projects are having a meaningful impact at the community level. Indeed, MFAT's most effective investments are in Bougainville. The ABG faces some very real constraints due to the current fiscal situation as well as ongoing human capital deficits, which affect the sustainability of New Zealand's investments. Further, it remains a post conflict environment with some settlements yet to be resolved, reflected in some remaining low-level tension. Whilst local community development is observed to occur there remains limited economic opportunity and unaddressed trauma and reconstruction. The solutions to these will need be largely indigenous and require time. The upcoming referendum is seen as high risk from a political perspective. Conducting a referendum with limited finances in a post-conflict context is a risky enterprise. Due to its strong support for stability and community development over many years, and its many relevant and effective investments, there is an expectation within Bougainville that New Zealand should strongly and cohesively support the referendum.

New Zealand's investments (particularly the BHCP but also the BPS Auxiliary Police) have significant reach throughout Bougainville. It is a reach that offers a potential value add for the ABG to leverage in supporting governments reach to its constituents, as well as citizens access to the state. The ABG has already expressed an interest in working more through the BHCP in the community government space and this avenue needs to be explored further. Leveraging this reach provides opportunity for targeting MFAT approach to supporting Bougainville through the referendum process. For historical and geopolitical reasons, it is the best placed country to do this. It is, in effect, an extension of the role New Zealand played in the Bougainville peace process.

New Zealand has an interest to help ensure a peaceful referendum is conducted. The complex social, political and fiscal elements of this may present a significant challenge for New Zealand, GoPNG and Bougainville. It is in a unique position in that regard. To that end, MFAT should, with the input of GoPNG and other donors, develop a cohesive strategy for how it will support the referendum through its various investments (and through augmentation of those investments). This should be conducted with the assistance of post-conflict experts who have experience in similar environments. This should include the identification of risks and the reframing over the next 2-3 years of its activities in Bougainville to address those risks.



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