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Bougainville Community Policing Programme: Evaluation Report

Final Report



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Disclaimer

The views expressed in this report are those of the authors and do not necessarily reflect the position of the New Zealand Government, the New Zealand Ministry of Foreign Affairs and Trade, New Zealand Police or any other party. Nor do these entities accept any liability for claims arising from the report's content or reliance on it.

Abbreviations

ABG	Autonomous Bougainville Government
ADD	Activity Design Document
ARB	Autonomous Region of Bougainville
BCPP	Bougainville Community Policing Programme
BEC	Bougainville Executive Council
BPA	Bougainville Peace Agreement
BPS	Bougainville Police Service
CICP	Crime Incidence and Community Perception
CSF	Community Safety Fund
DFAT	Department of Foreign Affairs and Trade (Australia)
FSV	Family and Sexual Violence
FSVAC	Family and Sexual Violence Action Committee
KAP	Knowledge, attitudes and practices
IPO	Interim Protection Order
M&E	Monitoring and evaluation
MFAT	Ministry of Foreign Affairs and Trade (New Zealand)
NZP	New Zealand Police
JSS4D	Justice Services and Stability for Development
PNG	Papua New Guinea
RPNGC	Royal Papua New Guinea Constabulary

Executive Summary

New Zealand has had a longstanding focus on supporting peace, security and stability in Bougainville. The Bougainville Community Policing Programme (BCPP), a \$19.2 million programme running from 1 May 2014 to 30 April 2019¹, builds on New Zealand's support for Bougainville policing which dates back to 1998. This current phase (Phase 5) of the BCPP supports the Bougainville Police Service (BPS) to build organisational capacity to manage its own affairs effectively and deliver quality community-focused policing services. The expected long-term outcome is that communities have confidence in police services. The expected medium-term outcomes are: improved leadership and management practice; improved service delivery and practice; communities and police work together; and, improved management of resources based on data (including management of auxiliary officers). The outputs, short-, medium- and long-term outcomes of the BCPP are depicted at Appendix A.

A key element of the post-conflict reconstruction process in Bougainville following the peace declaration in 1997 has been the restoration of law and order to facilitate peace, security, protection of human rights, freedom of movement, access to services and social and economic development. In April 1998, Bougainvillean stakeholders requested training for a new type of community police to operate within their own communities, and under a Bougainvillean identity. This was the beginning of the community auxiliary policing programme and the beginning of the BCPP which built on New Zealand's lead role in facilitating the peace process.

The BCPP is funded by the New Zealand Ministry of Foreign Affairs and Trade (MFAT) and is managed and implemented by New Zealand Police (NZP), under a Memorandum of Understanding (MoU) with MFAT. NZP has the primary responsibility for the implementation of all BCPP components and for the financial management of all funding provided under the MoU.

NZP manages the deployment of technical advisers to implement the BCPP outputs through the provision of training, mentoring and support for the BPS. Throughout most of Phase 5 there have been 12 advisers (11 New Zealand Police and one seconded from Vanuatu Police Force) working with the BPS in the North, Central and South regions of the Autonomous Region of Bougainville (ARB).

The dual purposes of this evaluation are:

- › Assess the relevance and effectiveness of New Zealand funded community policing support in Bougainville to inform next steps for any future support (pre and post planned referendum).
- › review existing monitoring and evaluation arrangements to identify improvements to allow for adaptive learning/programme adjustments in any future programme.

¹ At the time of writing, MFAT and NZP were in the process of negotiating an extension of up to 12 months for Phase 5.

Overall conclusions

Many of the stakeholders consulted in Bougainville referred to New Zealand and NZP as a friend of Bougainville. The tremendous goodwill towards New Zealand and NZP, built up over the past nearly two decades, was evident in all discussions.

A common refrain from those consulted was that they were not sure exactly what NZP officers do in their roles in Bougainville, but the presence of NZP, the uniform and visibility is welcomed by almost all stakeholders. On face value this appears a positive message for the relationship between New Zealand and Bougainville. It does however suggest an underlying issue of actors across the law and justice sector within which the BCPP is placed (including some BPS officers) not understanding what they can expect from the BCPP and where there are opportunities for much needed coordination.

There is evidence that the BCPP has changed some elements of its implementation approach during this current phase – the most noteworthy is the successful establishment of an operational base in Buin which has shown some potential for success in the longer term. Other changes to BCPP's implementation practice have been minimal or involved activities that have started but not been sustained. Attempts in the early stages of Phase 5 of the BCPP to bring about a stronger programmatic and development focus have not been sustained throughout the entire five years. The context in which the BPS operates is dynamic and demands a level of flexibility and adaptability on the part of BCPP to ensure its efforts remain relevant. The lack of a functioning Steering Committee mechanism for BCPP has meant there is no joint oversight by the relevant stakeholders of whether BCPP is consistently delivering a work plan that is most relevant to the long-term organisational change aspirations of BPS. In practice, the overall approach (accompaniment, mentoring and on-the-job training) and focus of this current phase do not appear to be markedly different from previous phases, despite the design document articulating a change in direction. Differences between the phases of the BCPP were not discernible to law and justice stakeholders.

The BCPP design document sets out expectations for initiatives to strengthen leadership, management and technical policing (including community policing, and information use and management) capacity within the BPS, on the assumption those areas must be strengthened *before* the management of community auxiliary officers could be effectively integrated within the BPS. There is evidence that the BCPP's focus on continued management of the auxiliary officers has been at the expense of a systematic, collaborative and strengths-based approach to capability building within the BPS. In addition, the BCPP does not appear to have been effective in putting in place systems and processes for the management of auxiliary officers that can be easily transferred to BPS in a sustainable manner. This suggests a need for a new approach for transitioning the management and oversight of auxiliary officers from the BCPP to the BPS.

Summary of key findings

Relevance and effectiveness

- › Overall, NZP has not implemented the BCPP in line with the expectations set out in the MoU and ADD. The most significant discrepancies relate to how advisers spend their time supporting the work of BPS, and the planning, management and governance arrangements.

- › Many elements of the key outputs described in the design have not been implemented as intended, for example, the Police Leadership Development Programme, the Community Safety Fund, a competency-based Police Development Programme, community safety planning and a focus on using data to inform decision-making. Stakeholder feedback on why certain activities were not implemented as intended most commonly included one or more of the following: lack of continuity between BCPP advisers; unavailability of BPS counterparts to be mentored or attend leadership training; other donor programmes being better placed to implement activities originally included in the BCPP work plan; and, BPS not taking forward requisite actions for BCPP to support the integration of regular and auxiliary officers into one police service.
- › Deviation from the intended outputs is not necessarily an issue if BCPP can demonstrate that the changes are the result of meeting priority needs as identified in consultation with BPS and MFAT. The absence of a collaborative work planning process or evidence of the BPS providing strategic direction to the BCPP brings into question the extent to which the BCPP work plans are meeting the priority needs of BPS, as well as targeting those activities most likely to bring about incremental change.
- › An analysis of where advisers have been spending their time, in conjunction with an analysis of output expenditure, highlights that programme delivery has continued to focus on community auxiliary officers, at the expense of systematic support to leadership development and organisational change in the BPS.
- › In an operating environment where BPS officers are showing signs of "adviser fatigue", there is a lack of continuity across BCPP adviser deployments, and there is not a culture of shared learning across the BCPP team, it is unlikely that the current implementation approach will be highly relevant in future. The MoU arrangement between MFAT and NZP has been largely ineffective in changing how NZP has delivered support to policing in Bougainville over this current phase. A different approach for the next phase, with a focus on stronger linkages with stakeholders across the law and justice sector and with more direct partnership engagement from MFAT may be warranted. This would require a shift in strategic thinking about how and where New Zealand's support is best allocated in support of policing in Bougainville, drawing on the strengths of NZP's experience in Bougainville, and the strengths of MFAT and other donor experiences in delivering effective development assistance.
- › Overall, this phase of the BCPP does not appear to have markedly contributed to BPS' organisational capacity to effectively plan, manage and deliver policing services, although isolated examples of increased individual professional capability and strengthened planning processes are evident. There remains a lack of strategies and plans that BPS and BCPP have jointly developed to guide the work of the BCPP advisers.
- › Skills transfer approaches have been based on the skills, experience and to some extent the interest of individual NZP advisers. Any targeting of advisory inputs to BPS skills gaps is done once BCPP advisers are deployed, rather than at adviser recruitment stage. Placement of advisers has been based on availability (through internal NZP recruitment processes) and on the internal team dynamics required in BCPP sites (individuals required for internal team balance in a site). While the programme has demonstrated achievements, these have been isolated successes attributable to individuals rather than cumulative, tangible, sustainable changes across the BPS.
- › The BCPP contributions appear to be limited by the 'tools' BCPP has in its capacity-building 'tool kit'. There is sufficient evidence to suggest that the accompaniment, mentoring and on-the-job training approach is too narrow and future support could usefully move into other forms of organisational capacity development.

- › While elements of auxiliary recruit training are now fully undertaken by the BPS, BCPP remains involved with the administration of the recruitment process and provides day-to-day logistic and financial support to the community auxiliary officers, particularly with regards to their community awareness activities. The auxiliary programme, in its current form, cannot be managed by the BPS regular police or absorbed by the wider BPS. Successive iterations of the BCPP appear to have created a community auxiliary policing programme that is reliant on an on-going, hands-on support from NZP and continued donor funding.
- › Examples of improved engagement between regular and auxiliary officers were cited, although improved cohesion remains limited. BPS and BCPP-supported unity workshops were seen as positive initiatives however progress has stalled since the initial attempts. Momentum of one-off activities has not always been sustained, and there is little evidence these activities have led to widespread improved cohesion. The evaluation heard examples of some BCPP processes for managing the auxiliary officers (for example travel allowances reimbursements and refresher training) having an influence on entrenching the separation of the two arms of the service.
- › BPS engagement with communities, through the prism of the auxiliary officers, has improved with BCPP providing significant assistance for community awareness activities. The engagement of BPS regular officers in community dialogue on safety issues is disparate across the region, with some examples of close working relationships between regular and auxiliary officers. Awareness activities are yet to fully adapt to the recent changes in community government. With much to learn in a short amount of time, and limited programmatic direction, BCPP advisers were not across the detail of how the community government system functions or BPS' role in that system.
- › The Community Safety Fund mechanism has not been effectively used to support community safety activities, hence has not contributed to better BPS community engagement. It may be an appropriate mechanism under a development programme delivery modality but is ill-suited to the NZP implementation modality. Any use beyond this phase should be subject to a review of the one pilot project implemented in Buin.
- › The context in which the BPS operates is dynamic and demands a level of flexibility and adaptability on the part of BCPP to ensure its efforts remain relevant. The lack of a functioning Steering Committee mechanism for BCPP has meant there is no joint oversight by the relevant stakeholders of whether BCPP is consistently delivering a work plan that is most relevant to the long-term organisational change aspirations of BPS or demonstrates a level of adaptability and flexibility commensurate with the policing context in Bougainville.
- › The BPS Coordinating Mechanism is proving valuable for coordinating donor support to BPS and understanding the views of BPS at the executive level.
- › While the co-location of the BCPP Strategic Development and Planning Adviser with the Justice Services and Stability for Development team provides a valuable and well-utilised link between the two donor programmes, the evaluation found little evidence of the BCPP systematically consulting with key Bougainvillean stakeholders active in community law and justice.
- › The expansion of BCPP to Buin has been a direct response to the changing context and has met a specific need in Buin. The presence of the BCPP in Buin has been a significant success for BCPP in this phase. There was a widely held view from those consulted that the presence of NZP has largely been seen as a positive influence on the peace and stability in Bougainville.
- › The extent to which a NZP presence is a *necessity* for ongoing stability is less certain, particularly in an environment where New Zealand's long-term aim is arguably not to provide peace-keeping or policing services, but rather to increase the capacity, credibility and legitimacy of the BPS through organisational development support.

Monitoring and evaluation

- › While efforts to improve data collection and reporting have been made by BCPP in this current phase, structural flaws in the monitoring and reporting arrangements remain. This has negatively impacted BCPP's ability to share important information for decision-making with BPS. It also hinders NZP, BPS and MFAT from being able to communicate what difference the BCPP is making for the BPS and people of Bougainville.
- › The evaluation team found no evidence of a documented approach or strategy for communications for the BCPP. Similarly, the evaluation team found no evidence of BCPP reporting its programme achievements and results with stakeholders or basing its work planning on an understanding of what had been achieved to date.

Lessons learned

Full details of lessons identified during the evaluation are contained in Appendix H. Lessons are categorised into three themes (strategic, design and implementation) with an explanation of the context in which the lesson was made and suggested actions for applying the lesson in future.

Below is a summary of the lesson statements:

- › NZP taking on roles in ARB additional to implementing the BCPP may be detracting from a dedicated focus on effective programme delivery and supporting improvements in BPS performance. Clearly defining, and where appropriate separately resourcing, the agreed functions to be provided by NZP could be helpful.
- › Dialogue between MFAT, NZP, BPS and ABG on how the BCPP can contribute to greater community confidence in, and legitimacy of, the BPS would be beneficial to a future NZP/BPS partnership.
- › International and NZP experience of organisational development good practice can assist a future phase of BCPP to better support BPS organisational needs.
- › High-performing advisers with strong interpersonal and development skills need to be enabled to do their advisory role to the best of their ability.
- › A detailed review of the financial sustainability and management arrangements of the community auxiliary policing programme will aid the transition process.
- › The next phase of the BCPP would benefit from being implemented under a long-term vision rather than as a 'standalone' five-year project.
- › A variety of skills (including generalist and specialist policing skills, strategic planning, change management, monitoring and evaluation, human resource management and financial management) are needed within an advisory team to effectively implement a capability development programme in a policing organisation.
- › Policing in Bougainville requires a multi-stakeholder and sector-wide approach to community engagement.
- › Community awareness activities can go beyond their current focus to engage systematically in community safety dialogue to enhance community safety outcomes.

Recommendations

In making these recommendations the evaluation is cognisant that past evaluations have touched on similar issues and delivered similar findings to the ones presented in this report. The following

recommendations are offered in the spirit of ensuring that the BCPP becomes a fit-for-purpose, flexible and consultative programme of support to assist policing in Bougainville into the next decade. It is acknowledged some of the recommendations may require a shift in how MFAT and NZP resources (people, time and money) are used. The recommendations relate to actions that can be taken prior to, or in conjunction with, a design phase for a future phase of policing support to Bougainville.

Recommendations:

1. MFAT be more directly engaged with the management and delivery of the programme. This engagement could usefully come in the form of technical or specialist support in areas such as monitoring and evaluation, development of capacity-building strategies and cross-cutting issues (for example, gender equality and human rights). More direct engagement would also assist MFAT to ensure alignment of programme implementation with the MoU and stakeholder needs, as well as ensure management and governance mechanisms are functional.
2. MFAT, in consultation with NZP, to engage with ABG, RPNGC and BPS on the BPS transitional organisational structure and on commitments to the transition of the auxiliary community policing programme. It is anticipated this would be a series of conversations, informed by the findings of this evaluation, and influencing the design of a future phase of the BCPP.
3. A staged design process be undertaken for a future phase of the BCPP in recognition that strategic conversations between the ABG, RPNGC and BPS will take some time, as will discussion between MFAT and NZP on implementation modalities. It is unlikely a more traditionally contracted design process and timeline will be sufficient to make a step change in how the programme is being implemented.
4. NZP shift its work planning practices to include consultation within the BCPP team and with the BPS to demonstrate a clearer matching of programme resources (human and financial) to BPS priorities.
5. MFAT and NZP jointly develop a concise communications strategy for the BCPP. This should encompass the role of the BCPP and NZP in ARB and include key messages on building BPS profile and trust in ARB, on auxiliaries and regulars as one cohesive police service and on increased and systematic engagement with wider law and justice sector in community security and awareness messaging.
6. Consider opportunities for doing things differently to better address gender inequality, including:
 - a. Coordinating and working with the wider sector on issues of family and sexual violence;
 - b. Working with BPS to increase the presence of women in policing; and,
 - c. Developing a gender equality and social inclusion strategy within the BCPP.
7. M&E recommendations:
 - a. The BCPP provides regular progress reports to Steering Committee. A first step would be the circulation of the 2018 Annual Report (when available).
 - b. MFAT and NZP jointly develop a concise communications strategy for the BCPP.
 - c. MFAT be more proactively engaged in monitoring the effectiveness of the BCPP. This may include MFAT providing M&E expertise to the BCPP either through MFAT staff or an external provider.
8. MFAT and NZP to commission a review (preferably with expertise from within Bougainville) of awareness activities undertaken by the BPS and supported by the BCPP to: (i) explore in-depth how/where the activities are effective; (ii) the extent to which activities are focusing on behaviour change communication, relevance of messaging and approaches; and (iii) what a schedule of

sustainable awareness activities would look like post transition of the management of the auxiliary programme to the BPS.

1 Introduction

Chapter 1 (Introduction) provides background information on the Bougainville Community Policing Programme and the context in which it operates. Chapter 2 (Methodology) details the key evaluation questions and the approach that guided the evaluation. Chapter 3 (Findings) examines each key evaluation question in turn providing an assessment and findings and includes lessons learned. Chapter 4 (Conclusions) contains concluding remarks and Chapter 5 (Recommendations) summarises the recommendations.

1.1 Bougainville Community Policing Programme

New Zealand has had a longstanding focus on supporting peace, security and stability in Bougainville. The Bougainville Community Policing Programme (BCPP) is a \$19.2 million programme running from 1 May 2014 to 30 April 2019² which builds on New Zealand's longstanding support for Bougainville policing which dates back to 1998. This current phase (Phase 5) of the BCPP supports the Bougainville Police Service (BPS) to build organisational capacity to manage its own affairs effectively and deliver quality community-focused policing services. The expected long-term outcome is that communities have confidence in police services. The expected medium-term outcomes are: improved leadership and management practice; improved service delivery and practice (respond to gender-based violence, weapons, offences); communities and police work together; and, improved management of resources based on data (including management of Auxiliary Police). The outputs, short-, medium- and long-term outcomes of the BCPP are depicted in the BCPP Results Diagram at Appendix A.

A key element of the post-conflict reconstruction process in Bougainville following the peace declaration in 1997 has been the restoration of law and order to facilitate peace, security, protection of human rights, freedom of movement, access to services and social and economic development. In April 1998, Bougainvillean stakeholders requested training for a new type of community police to operate within their own communities, and under a Bougainvillean identity. This was the beginning of the community auxiliary police programme and the beginning of the BCPP which built on New Zealand's lead role in facilitating the peace process.

The BCPP is funded by the New Zealand Ministry of Foreign Affairs and Trade (MFAT) and is managed and implemented by New Zealand Police (NZP), under a Memorandum of Understanding (MoU) with MFAT. NZP has the primary responsibility for the implementation of all BCPP components and for the financial management of all funding provided under the MoU.

NZP manages the deployment of technical advisers to implement the BCPP outputs by providing training, mentoring and support for the BPS. Throughout most of Phase 5 there have been 12 advisers

² At the time of writing, MFAT and NZP were in the process of negotiating an extension of up to 12 months for Phase 5.

(11 New Zealand Police and one seconded from Vanuatu Police Force) working with the BPS in the North, Central and South regions of ARB.

Past evaluations have found that the BCPP has generated a number of successes - most relating to its work with the community auxiliary police, with much more provisional accomplishments relating to its work with the BPS; and enjoyed strong endorsement from the Autonomous Bougainville Government and local communities³. The positive contribution of the community auxiliary police to ongoing reconciliation and peace in a fragile post-conflict environment was noted in both the 2009 and 2013 independent evaluations. A core recommendation from the 2009 evaluation was to shift from an exclusive focus on the community auxiliary police towards technical assistance to develop core management and operational functions of the BPS in anticipation that the BPS will be able to manage and implement the community auxiliary policing programme in the future. The 2013 evaluation noted that community auxiliary officers continue to be relevant and play an important peace-building role, but that challenges remain for NZP in supporting the development of the BPS as an organisation that can manage and fund an effective and holistic community policing approach. Formal and informal assessments of the BPS's institutional capacity (by both NZP and MFAT) highlight an on-going lack of capacity and leadership at middle and senior management levels, and the high risk that the BPS will not be in a position to successfully take over the management of the community auxiliary officers. In addition, evaluations noted limited measurement has occurred of whether efforts from advisers dedicated to working on discrete technical areas had been translated into sustained outcomes and organisational change.

1.2 Context

This section briefly describes some of the more significant contextual factors related to policing in the Autonomous Region of Bougainville (ARB) in recent years, and to New Zealand's support for policing in ARB.

Referendum on the future form of constitutional government in the Autonomous Region of Bougainville

The referendum on the future form of constitutional government in the Autonomous Region of Bougainville (the referendum) is one of the three pillars of the Bougainville Peace Agreement (BPA). The BPA declares that in the Constitution of the Papua New Guinea (PNG) National Government and the Autonomous Bougainville Government (ABG), the Autonomous Region of Bougainville (ARB) is guaranteed a referendum on Bougainville's political future. Both governments have agreed that the final date for the conduct of the referendum is 12 October 2019⁴.

The Bougainville Referendum Commission (BRC) was created on 24 January 2017 and will carry out the referendum. In late 2018 a request was made by the PNG and ABG Chief Secretaries for a regional security mission to assist police in maintaining peace and order during the referendum process. The New Zealand Government was requested to lead the mission, which is anticipated to have representatives

³ Dinnen, S & Peake, G, 2013. Bougainville Community Policing Project Independent Evaluation. Sourced from <https://www.mfat.govt.nz/assets/Aid-Prog-docs/Evaluations/2013/Feb-2013/Bougainville-Community-Policing-Project-BCPP-Independent-Evaluation-February-2013-Public-Version.pdf>

⁴ Autonomous Bougainville Government www.abg.gov.pg

from other Pacific police services and will be deployed some weeks before the referendum and remain until the completion of the vote count. The regional mission will likely have significant implications for the BCPP with a period of not business-as-usual likely for up to six months in 2019. Programme resources (for example, vehicles) are expected to be diverted and BCPP adviser portfolios may shift to referendum related support functions alongside the regional mission.

Bougainville Police Service

The BPA and the Bougainville constitution, passed in 2005, provided for the creation of the Bougainville Police Service (BPS), which has a degree of autonomy from, but is still considered part of, the Royal Papua New Guinea Constabulary (RPNGC). Functions and powers are being transferred gradually from the RPNGC to the BPS. With many headquarter functions of the BPS, including personnel management, residing with the RPNGC, a shift to an independent police service in the ARB (rather than one operating with current levels of autonomy but underneath that of the RPNGC) would have significant capacity and resourcing implications for the BPS. The gradual transfer of powers from RPNGC to the BPS⁵ is occurring within a broader context of the ABG having the authority to drawdown powers and functions residing with the national government.⁶ Much has been written about the significant challenges the ABG faces (namely the administrative capacity to fulfil existing public sector roles and prepare for future ones, as well as the increase internal revenue to meet public sector budgetary requirements) in drawing down powers.⁷ These challenges are equally significant for the BPS and affect how and where New Zealand can support capacity development of the BPS. The BPS Strategic Development Plan notes the lack of administrative and operational capacity and technical skills as well as significant shortages in police accommodation, infrastructure and equipment as impacting adversely on the ability of BPS to draw down powers from the RPNGC.

The BPS Strategic Development Plan 2016-2020⁸ contains 6 higher level outcomes and activities aimed at bringing about change and better developing the service. The vision is of an organisation with the capacity to effectively manage its own affairs and deliver quality community focused policing services.

Higher Level Outcomes include:

1. Leadership, management, supervision and ethical standards in the BPS are strengthened;
2. Adequate infrastructure logistics and support are provided to enhance police service delivery;
3. BPS corporate services and administrative support are established and functioning properly;
4. Improved public safety and community engagement;
5. An improved standard of investigation detection and prosecution of offenders
6. Strengthened organisational capacity to allow for the drawdown of police powers by the BPS

The BPS Strategic Development Plan also includes higher level outputs/activities to feed into these outcomes. The details of the outcomes and outputs in the BPS Strategic Development Plan provide an

⁵ Refer to the Organic Law on Peace -Building in Bougainville-Autonomous Bougainville Government and Bougainville Referendum 2002

⁶ Refer section 290 of the Constitution of the Independent State of Papua New Guinea.

⁷ For an overview of these challenges, see Regan, A. J., 2018. "*Post-referendum Bougainville: Development dilemmas*" in Development Bulletin 80: Pacific Reflections: Personal perceptions of Aid and Development, Australian National University.

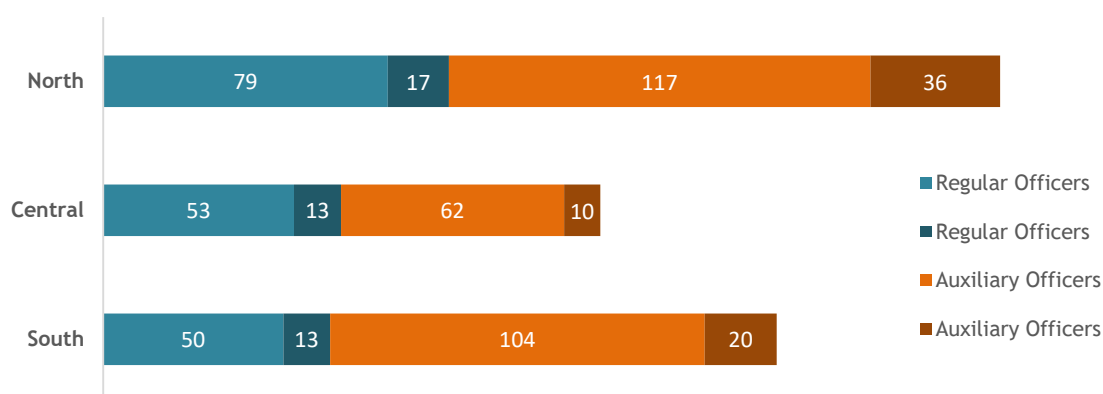
⁸ BPS Strategic Development Plan 2016-2020

appropriate reference point for focusing the contributions of the BCPP to the BPS' organisational development aspirations.

In 2015 a submission paper for the formal creation of the BPS transitional organisation structure, which would nominally provide the required numbers of managers and supervisors for the BPS, was put to the RPNGC Policy Executive Committee for approval. The evaluation heard this approval is still pending.

Data provided by the BCPP show that in 2018 BPS regular officers numbered 225 (182 male/ 43 female) and auxiliary officers numbered 349 (283 male/66 female). The majority of both regular and auxiliary officers are located in the Northern region (Figure 1).

Figure 1 BPS staffing levels, 2018



Autonomous Bougainville Government Strategic Plan and Legislation

The Bougainville Strategic Development Plan 2018-2022 has a five-year timeframe which spans the referendum. It has a vision of "a united, safe, peaceful, healthy, educated, resilient and prosperous Bougainville that promotes respect, trust, moral, Christian and our cultural values and recognises the identity and rights of our people". A major focus of the five-year timeframe of the Bougainville Strategic Development Plan is on building government capacity in readiness for future political arrangements and, with a recognised limitation on resources, requires a significant amount of cross-department and cross-sector engagement and coordination.

The ABG has passed a range of major pieces of legislation in recent years including: the Health Act(s) 2017; Bougainville Community Government Act 2016; Mining Act 2015; Bougainville Public Finance Act 2014; and, the Bougainville Education Act 2013. All are reliant on all parts of this system working together to raise each other up.

The most relevant piece of legislation recently passed linked to the law and justice sector is the Bougainville Community Government Act 2016⁹ which, among a range of functions aims to:

- › provide for a system of community government as a level of formal government below the level of the Autonomous Bougainville Government;
- › to coordinate appropriate services and facilities to meet the present and future needs of communities;

⁹ Bougainville Community Government Act 2016

- › to support communities to strengthen peace and security, in particular, through respect for customary authority;
- › support bottom up community planning at the ward level for a community government area.

According to the Bougainville Strategic Plan 2018-2022 there will be a focus on peacebuilding capacity in community government with an eventual transfer of responsibility to community governments for maintaining peace¹⁰. Eventually a community government may make rules for the peace, order and good government of its area.

It is intended that a community government will cooperate with and, as far as reasonably practicable, provide administrative and operational support for traditional chiefs and other traditional leaders of the people of each of the wards¹¹ of its area and for Village Courts, land mediators and the auxiliary police officers operating within those wards.

Another earlier key piece of legislation was the Family Protection Act 2013¹² which criminalises domestic violence and gives legislative backing for interim protection orders (IPOs). The Family Protection Act allows neighbours, relatives and children to report domestic violence and gives police the power to remove perpetrators from their homes to protect the victim.

The Department of Community Development also developed the National Lukautim Pikinini (Child Protection) Policy 2017-2027¹³ which sets the National Government's key commitments to protect children and young people of Papua New Guinea from all forms of violence, abuse, exploitation and neglect.

ARB law and justice sector

The wider direction-setting progress in the ABG has been reflected in the law and Justice sector. According to the Bougainville Strategic Development Plan 2018-2022, law and justice are extending throughout the region¹⁴. The strategic direction of the sector is focusing on building on a strong foundation of collaboration with national agencies and development partners, increased service delivery, coordinating significant development partner support for capacity development and infrastructure, and the increasing use of traditional law and justice methods.

Efficient and visible policing is seen as essential and the ABG is focused on improving security, safety and crime prevention through community policing and an effective Bougainville Police Service¹⁵

The BPS has mechanisms in place for working with other agencies in law and Justice and directly with the BCPP, for example, the BPS Coordinating Mechanism, comprising representatives from ABG, the BPS and donor programmes¹⁶, which meets monthly.

¹⁰ ABG, 2018. Bougainville Strategic Development Plan 2018-2022, p. 19.

¹¹ Wards are the smaller administrative units, a range of which make up a community government.

¹² Family Protection Act 2013. Access from <http://www.parliament.gov.pg/uploads/acts/15A-45.pdf>

¹³ GoPNG Department of Community Development. Accessed from https://archive.org/stream/FinalLukautimPikininiPolicyDec2016/Final+Lukautim+Pikinini+Policy+Dec+2016_djvu.txt

¹⁴ BPS, 2016. BPS Strategic Development Plan 2016-2020.

¹⁵ ABG, 2018. Bougainville Strategic Development Plan 2018-2022, pp. 19-20.

¹⁶ All donor-funded programmes active in the law and justice sector in ARB are invited to attend the BPS Coordinating Mechanism. BCPP and JSS4D regularly attend the meetings.

The Bougainville Family and Sexual Violence Action Committee (FSVAC) strategic plan 2017-2019 aims for FSVAC to be the peak body for FSV initiatives in Bougainville. As well as improving the efficiency and effectiveness of FSV initiatives, the strategy has a focus on response and justice services for survivors of FSV, including police front counter response, enforcement of IPOs and protection orders and overall implementation of the Family Protection Act. It includes a focus on increased prevention and awareness activities.

The Department of Community Development has the mandate for FSV coordination in Bougainville and is the chair of the FSVAC. Membership of FSVAC includes all agencies that are involved who have a referral pathway and membership includes BPS and is open for BCPP engagement as a law and justice support agency.

Village courts' main focus is on civil matters with larger criminal cases being referred into the formal justice system. Significant effort has gone into the ABG village court system in recent years with up to 506 Village court officials included on the national government payroll. Many of the village courts will also include both a peace officer and a clerk.

The ABG Shaping Bougainville Justice approach is a multi-stakeholder look at the direction of the law and justice sector in ARB. With roots in the engagement that came out of the constitutional commission planning in the early 2000s the process will help shape how the Bougainville law and justice sector will look in the future including engagement on what a future Bougainville Police Service may look like. Led by the Department of Police, Corrective Services and Justice there is a consultation process underway currently with processes including ministerial and eminent person engagement, international technical expertise and general public consultations.

Relevant donor programmes

Justice Services and Stability for Development Program (JSS4D) is an Australia aid program investment of AUD 90 million over four years which works with the national Law and Justice agencies, in six priority provinces and ARB. Given the distinct status and circumstances of ARB, there is a separate component of JSS4D implemented through a project team based in Buka, ARB.

Within the JSS4D's activities in ARB, a key policing outcome is focused on supporting a more credible and functioning Bougainville Police Service (BPS) effectively linked to community policing and other arms of the ARB law and justice system.

Key short-term outcomes expected from the JSS4D in ARB include:

- › ARB police staffing increases, including the number of policewomen
- › BPS human resource systems and corporate and administrative services support the delivery of good quality, accountable policing services in ARB
- › BPS and Community Auxiliary Police demonstrate improved policing, competencies, and response to key community and ABG concerns
- › Supporting policy developments to identify a police service appropriate to ARB's vision

A 2018 review of JSS4D work in ARB¹⁷ found that major needs remain in terms of police reform and scale-up of law and justice provision to central and southern ARB. Moreover, further support is needed

¹⁷ Quality and Technical Assurance Group, 2018. Mid-term review, Justice Services and Stability for Development Program.

to prepare individual law and justice agencies in relation to the scheduled referendum, including preparation to respond to short-term security concerns.

A key piece of work for JSS4D has been support to the Shaping Bougainville Justice, a whole-of-sector approach to guiding the future. JSS4D are also a member of the BPS coordination mechanism alongside BCPP.

In addition to JSS4D, Australian support includes policing advisory support from the Australian Federal Police (AFP) through the PNG-Australia Policing Partnership. As of early 2019 discussions are underway for an expansion of the police training component of the AFP to the ARB and the BPS.

In 2015 the Governments of Australia and Papua New Guinea, and the Autonomous Bougainville Government agreed on a Bougainville Gender Investment Plan for 2014–2019. The Australian Government committed AUD14 million over five years, including AUD4 million through Pacific Women Shaping Pacific development. The Bougainville Gender Investment Plan is a targeted investment plan for Bougainville, and the Government of Australia also provides support to gender equality in Bougainville through other large mainstream investments.

2 Methodology

2.1 Purpose

This evaluation is being commissioned primarily to generate findings about the relevance and effectiveness of BCPP and recommendations to inform the future of the BCPP and New Zealand's engagement with the BPS.

The dual purposes of this evaluation are:

- › assess relevance and effectiveness of New Zealand funded community policing support in Bougainville to inform next steps for any future support (pre and post planned referendum)
- › review existing monitoring and evaluation arrangements to identify improvements to allow for adaptive learning/programme adjustments in any future programme.

The evaluation will consider the current phase of BCPP over the time period 1 May 2014 to present.

2.1.1 Audience

The evaluation has a broad intended audience, ranging from senior decision makers within MFAT, the International Services Group in NZP and BPS, to stakeholders throughout the law and justice sector in Bougainville. The evaluation will be used by MFAT to inform decision-making about the design of a future phase of policing support to Bougainville.

2.2 Evaluation questions

Objective 1: Examine the relevance and effectiveness of the BCPP.

1. To what extent has the BCPP been implemented as intended over 2014-18? If not, why not?
2. To what extent has the BCPP achieved its intended outcomes and contributed to:
 - › Strengthened professional capability and organisational capacity in key policing skills within the Bougainville Police Service
 - › Improved BPS leadership to effectively plan, manage, and deliver policing services (including investigations, prosecutions, and responding gender-based violence)
 - › Improved cohesion between regular and auxiliary officers.
 - › Better BPS community engagement.
3. To what extent has this phase of BCPP been informed by views of stakeholders and the changing context and adapted its approach accordingly?
4. To what extent has New Zealand Police presence in Bougainville made a broader contribution to peace and stability in Bougainville?

Objective 2: Assess current BCPP monitoring and evaluation arrangements and key stakeholder needs to make recommendations to improve the quality and use of future data and reporting.

5. What improvements could be made to any future data collection and reporting which take into account capabilities and needs?

Objective 3: Identify lessons learned for a future phase of the BCPP

6. What improvements could be made to increase programme effectiveness and relevance?

2.3 Approach

The evaluation is both summative (assessing the extent of progress towards results) and formative (with a particular focus on learning what has underpinned successes and deriving lessons to inform adaptive learning in any future programme). Consideration of the differential experiences of, and impacts on, men and women was integrated throughout data collection and analysis as much as possible. The evaluation was conducted in two phases; a briefing and planning phase, followed by data collection (document review and field work), data analysis and report writing. Appendix B outlines the evaluation methodology, including the evaluation framework, and details the methodology used for data collection, data analysis and formation of conclusions and recommendations. The list of stakeholders consulted is at Appendix C.

2.4 Limitations

The evaluation team was accompanied by a NZP officer for the data collection phase in Port Moresby and Bougainville. The selection of the NZP officer for this role in the week leading up to the data collection phase meant there was little time for NZP to brief their staff member on the BCPP or provide background documents. A small number of stakeholders questioned the participation of a representative from the implementing agency on what would otherwise be described as an independent evaluation. The evaluation team mitigated the risk of people not being open in front of a NZP officer by conducting all focus group discussions with BPS regular and community auxiliary officers not in the presence of any NZP officer. Many of the individual or small group interviews were also conducted solely by the evaluation team. The analysis of data collected during the evaluation and the writing of this evaluation report has been done independently of NZP.

It was anticipated a contribution analysis methodology would be used to identify what changes have occurred in professional capabilities and organisational capacity of BPS, and BCPP's contribution to those changes. However, following the document review it became apparent a contribution analysis methodology was unlikely to be feasible as there was insufficient evidence as to the cumulative nature of activities undertaken by BCPP over this current phase. This initial assessment was later confirmed during the consultation phase. The methodology therefore used was a content analysis against the evaluation questions. While not a standalone evaluation question, the evaluation team considered the BCPP's support to gender equality, women's empowerment and human rights in the analysis of programme effectiveness. The observations emerged from the content analysis rather than a specific methodology. As such, there are gaps in the analysis, particularly as it relates to human rights.

At the time of writing, the evaluation team had not been provided with a few key documents, including any agreement with ABG or RPNGC for NZP to support the BPS and the BCPP 2018 Annual Report.

3 Findings

3.1 Relevance and effectiveness

Phase 4 of the BCPP (2009-2013) included a focus on strengthening the capacity of the BPS, with the intention of integrating the management of the community auxiliary police programme into the command and control of the BPS. This current phase, Phase 5 (2014-2019), was designed to continue the work from Phase 4, recognising that successful integration of the community auxiliary police programme into the BPS is dependent on lifting the leadership, management and operational capacity within the BPS. The outputs and outcomes for Phase 5 thus focus on leadership, management and operational capacity of the BPS (see Results Diagram at Appendix A). The goal of the BCPP is 'improved safety and security across Bougainville'.

3.1.1 To what extent has the BCPP been implemented as intended over 2014-18? If not, why not?

The MoU between MFAT and NZP sets out the expectations for the delivery of outputs, and the programme management and governance arrangements for the BCPP. Further detail on implementation expectations is provided in the BCPP Activity Design Document (ADD). The evaluation finds that overall NZP has not implemented the BCPP in line with the expectations set out in the MoU and ADD. This section explores the programme delivery and management and governance aspects of the BCPP - both as intended and as delivered.

Programme delivery

The key activities needed to achieve Output 1 (training and mentoring in leadership and management), Output 3 (community engagement and security planning) and Output 4 (training and mentoring on information collection and analysis) have not progressed in meaningful ways, with many key elements of the outputs as described in the MoU between MFAT and NZP not fully implemented (for example, the Police Leadership Development Programme, the Community Safety Fund, a competency-based Police Development Programme, community safety planning and a focus on using data to inform decision-making).

Output 2 (specialist police training and mentoring) has seen considerably more activity, with a strong focus on delivering training to BPS regular officers, new recruit and refresher training for BPS auxiliary officers, and support to the community awareness activities of auxiliary officers (see section 3.1.2 for discussion on the effectiveness of these activities). An assessment of output implementation is at Appendix D.

The BCPP ADD notes accompaniment, mentoring and on-the-job training as the key approach for implementation. Three of the 23 current and former BCPP advisers consulted noted that over half their time is/was spent directly on policing advice, strategic support, mentoring or on-the-job training for BPS

regular officers during their deployments. The remaining advisers indicated they spent on average between 30 to 50 per cent of their time on this kind of support. It was more common for them to support community auxiliary police or do administrative or logistics tasks. This observation is consistent with the BCPP Annual Reports which show the time spent by advisers on community policing aspects of the BCPP outweighs support to the BPS. The sustainability of this approach is questionable (see section 3.1.2), as is its cost-effectiveness. Much of the logistics assistance provided by the BCPP advisers (for example, transporting BPS officers, printing training and awareness materials, fuel for vehicles, organising training venues and consumables) could be provided by an expanded locally-engaged programme team, or through direct support to the BPS. To date, BCPP locally-engaged staff have proven themselves capable at providing logistics and management support, with appropriate financial oversight by a BCPP adviser.

Much of the documentation¹⁸ regarding this current phase of the BCPP refers to 'stepping back' from a focus on community auxiliary policing. While there is some evidence this was a focus early in this current phase¹⁹, the lived experience of the BCPP advisers consulted has been that the on-going management of the community auxiliary programme is the primary focus of the BCPP. The financial resources of the BCPP have also been skewed to the management of the community auxiliary programme. At the time of writing, the full breakdown of financial information (budget and expenditure) across Phase 5 was not available to the evaluation team. However, sufficient information was provided to gain an understanding that of the \$2,808,797.67 budgeted for activity costs over Years 3 – 5 (May 2016 – December 2018) \$1,648,270.09 (59 per cent) was spent. The majority of activity costs expenditure (76 per cent) over Years 2 – 5 (May 2015 – December 2018) appears to relate to the management of the community auxiliary officers under Output 2 (see Expenditure Summary at Appendix E for further details).

Stakeholder feedback pointed to several reasons why certain activities were not implemented as intended. The most commonly mentioned reasons include:

- › BCPP advisers reflected that the lack of continuity between advisers' deployments, along with the lack of a shared learning approach, and time spent away from their programme base is resulting in an 'optimal productive mentoring time' of around 6 months over a 12-month deployment period. A good handover between advisers is the rare exception, not the norm and is affecting continuity of implementation. Most advisers talked of feeling like they were 'reinventing the wheel' and had to figure out for themselves what their role was/is, without sufficient information on what had been tried in the past. Advisers described starting to make inroads with counterparts by the end of the first quarter. The first of three home-leave allocations²⁰ would then need to be taken, breaking the momentum built up thus far. Advisers noted the practicalities of travelling under the BCPP safety and security processes meant that it could be several weeks away from the programme base for each home-leave allocation. It would then take some time to re-establish the momentum that has been lost with a counterpart.
- › Unavailability of BPS counterparts to be mentored or attend leadership training, due to:
 - » Vacancies in positions, particularly at the commissioned officer level, affecting the number of senior BPS available to participate in leadership training or benefit from mentoring.

¹⁸ Including the ADD, MoU and BCPP Annual Reports.

¹⁹ For example, the joint planning processes with BPS, BCPP and JSS4D for the BPS 2017 work plan.

²⁰ It is important to note that, with the exception of the Team Leader position, the NZP officers deployed under the BCPP are not accompanied by family members. The home-leave allocation could also be thought of as 'family-reunion' travel.

- » Other work-related commitments, illness-related absences, or disciplinary issues.
- » Unwillingness of BPS regular counterparts to engage with a BCPP adviser. 'Adviser fatigue' was a phenomenon expressed by BPS officers and noted by BCCP advisers. It is also described in detail in the BCPP development approach document²¹. Adviser fatigue was cited by BPS officers as a reason for unwillingness to engage with advisers. While grateful for the presence of BCPP advisers, many BPS officers reflected that what was a good working relationship with one adviser did not automatically translate into a good working relationship with the next adviser (similarly the evaluation heard examples of where one adviser not getting on with a counterpart can negatively impact the next adviser engaging with a counterpart in important areas). The vast majority of BPS officers consulted had been a counterpart for a BCPP adviser for the life of the current phase – with many noting over the 5-year period they had been mentored by up to six different NZP officers. The length of deployments, combined with some NZP officers being deployed in adviser roles with no formal or practical advisory experience, is resulting in BPS officers feeling pressure to bring NZP advisers up to speed in a revolving annual cycle. The loss of momentum and poor handovers between advisers is also felt by BPS officers. The excellent attitudes of many of the BCPP advisers towards the operating context and their tasks is ensuring adviser-counterpart relationships survive but masks the deeper structural challenges with the deployment model contributing to adviser fatigue.
- › Other donor programmes, for example JSS4D, having the flexibility and skills sets within their team to implement activities that were originally included in the BCPP ADD (for example, training, operational support, strategic advice, community perceptions survey).
- › RPNCG/BPS not taking forward requisite actions (for example, approval of the transitional organisational structure) for BCPP to support the integration of regular and auxiliary officers into one police service.

The BCPP is being delivered in a dynamic and complex operating environment²², one that requires adaptability and flexibility. In this vein, deviation from intended outputs should not automatically be viewed as problematic – so long as the BCPP can demonstrate (through its workplans, communications with the BPS and reporting) that the activities it delivers are: (i) meeting the priority needs of BPS; and (ii) are those activities most likely to bring about incremental changes needed to achieve the agreed outcomes of the BCPP.

The absence of a collaborative work planning process, both within the BCPP team and with the BPS, brings into question the extent to which the BCPP work plans are meeting the priority needs of BPS, and targeting activities directly relevant to the operating context (see 3.1.3 and 3.2.1 for further discussion). BCPP advisers and BPS officers alike commented that the BCPP work plans are developed by the team leader in Buka, and then distributed to advisers for action. There was no evidence of station-level discussions across the three locations (Buin, Arawa, Buka) informing the work plan process or of opportunities to adapt the workplan throughout the year based on opportunities identified by BCPP

²¹ "Counterparts have either poured energy into forging productive relationships with BCPP staff only to have them leave, and they don't have the emotional energy to keep investing in forging relationships, or, are "tired of being told what to do" BCPP Development Approach, p. 3.

²² Bougainville continues to recover from the impacts of a divisive and destructive decade-long conflict which ended in 1997. Since then, there has been a process of implementing autonomous government and public sector arrangements, and a focus on healing and securing long-term peace and stability. The history and role of police in the conflict and in securing peace has been complex and the BPS continues to be viewed by many through the prism of past wrongs.

advisers and/or their BPS counterparts. This was a common source of frustration among BCPP advisers consulted.

There is also no evidence of the work plans including activities to follow-up or monitor activities of past advisers. With the exception of the Team Leader and Strategic Planning and Development Adviser, BCPP advisers are not present for a full 12-month cycle from planning, implementation, monitoring through to planning for the following year's activities. This creates a disjointed situation for BPS counterparts who are either in the position of having a new BCPP adviser with limited contextual understanding or ownership of the BCPP work plan activities, or an outgoing BCPP adviser who is not in a position to influence the BCPP work plan activities for the following year. The evaluation notes there is no opportunity for on-going feedback from BPS counterparts on what is working well for them. While this is a major oversight in terms of effective programming, it can be swiftly rectified by adopting a consultative planning approach and documenting decision-making from this point forward in the BCPP.

The evaluation heard examples from stakeholders of the roles that NZP officers perform in addition to the management and implementation of the BCPP. For example: logistical and security support for MFAT and others in the international donor community; and, a security contact point for volunteer programmes such as Volunteer Services Abroad. While these were noted as valued and appreciated services to the international community, and good for raising New Zealand's profile in the ARB, it is possible these activities may come at an opportunity cost for a dedicated focus on effective programme delivery and supporting improvements in BPS performance.

Management and governance

The BCPP Implementation Committee (comprising the BCPP team, BPS staff and ABG's law and justice division) is nominally responsible for work planning and implementation oversight for the BCPP. The higher-level BCPP Steering Committee (comprising the RPNGC Commissioner; the BPS Chief of Police; representatives of the ABG; the New Zealand High Commissioner and MFAT representatives; the BCPP Team Leader and Strategic Planning and Development Adviser; representatives from DFAT and Australian Aid Program implementation teams) is nominally responsible for approving the work plan, providing guidance to the BCPP team on implementation, information exchange, and ensuring effective coordination between the BCPP and other bilateral and multilateral initiatives. In practice neither of these mechanisms is functional²³.

The Programme Management Committee, chaired by the NZP International Services Group (ISG) National Manager and nominally including wider NZP and MFAT representatives, is to provide management oversight of the BCPP. It was expected to meet on a six-monthly basis to monitor implementation of the BCPP, assess progress and manage risks. The evaluation heard of informal meetings between NZP ISG and MFAT to discuss progress of the BCPP, but documented Programme Management Committee meetings did not occur. The evaluation heard decisions regarding changes to the work plan were captured in email exchanges between ISG and MFAT staff in Wellington.

²³ The Steering Committee met once during this phase in May 2017.

The BPS Coordinating Mechanism²⁴, comprising representatives from ABG, BPS and donor programmes, is functional and proving to be an invaluable mechanism for BPS to coordinate with external stakeholders working. BCPP is actively engaging with this mechanism which is proving effective for avoiding duplication of activities across BCPP and other donor programmes, notably the Australian funded Justice Services and Stability for Development (JSS4D) programme, and for discussing risks to activity implementation.

The lack of functional strategic and management mechanisms to oversight the implementation of the BCPP, as well as the lack of documented decision-making around why BCPP implemented some activities and not others, may go some way to explaining the divergence between programme delivery and programme intent. Drawing on the findings of this evaluation, there would be value in ABG, MFAT, BPS and NZP coming together to discuss progress to date and future implementation of the BCPP to ensure the relevance of New Zealand support to policing in Bougainville. Careful consideration as to what are feasible management and governance arrangements should also be prioritised during these discussions.

Findings

- › Overall, NZP has not implemented the BCPP in line with the expectations set out in the MoU and ADD. The most significant discrepancies relate to how advisers spend their time supporting the work of BPS, and the planning, management and governance arrangements.
- › An analysis of where advisers have been spending their time, in conjunction with an analysis of output expenditure, highlights that programme delivery has continued to focus on community auxiliary officers, at the expense of systematic support to leadership development and organisational change in the BPS.
- › Many elements of the key outputs described in the design have not been implemented as intended. Deviation from the intended outputs is not necessarily an issue if BCPP can demonstrate that the changes are the result of meeting priority needs as identified in consultation with BPS and MFAT. The absence of a collaborative work planning process or evidence of the BPS providing strategic direction to the BCPP brings into question the extent to which the BCPP work plans are meeting the priority needs of BPS, as well as targeting those activities most likely to bring about incremental change.
- › In an operating environment where BPS officers are showing signs of "adviser fatigue", lack of continuity across adviser deployments is common, and there is not a culture of shared learning across the BCPP team, it is unlikely that the current implementation approach will be highly relevant in future. The MoU arrangement between MFAT and NZP has been largely ineffective in changing how NZP has delivered support to policing in Bougainville over the current phase. A different approach for the next phase, with more direct partnership engagement from MFAT may be warranted. This would require a shift in strategic thinking about how and where New Zealand's support is best allocated in support of policing in Bougainville, drawing on the strengths of NZP's experience in Bougainville, and the strengths of MFAT and other donor experience in delivering effective development assistance.

²⁴ The BPS Coordinating Mechanism enables all interventions aimed at supporting the BPS to be aligned with the BPS vision and the vision of the Commissioner. The key focus for the BPS Coordinating Mechanism is the BPS strategic plan and ensuring donor programme alignment to it.

3.1.2 To what extent has the BCPP achieved its intended outcomes²⁵ and contributed to: strengthened professional capability and organisational capacity in key policing skills within the Bougainville Police Service; improved BPS leadership to effectively plan, manage, and deliver policing services (including investigations, prosecutions, and responding to gender-based violence); improved cohesion between Regulars and Auxiliaries; and, better BPS community engagement.

Past evaluations have noted the difficulty in ascertaining outcomes/impacts on the back of poor BCPP monitoring and reporting²⁶. This evaluation finds that despite an increased focus by the BCPP on improving its monitoring and reporting arrangements there remains a lack of evidence on which to judge progress against outputs and achievement of outcomes. The analysis in this section relies on the qualitative data collected through the evaluation consultations and quantitative data in the 2018 PNG Perceptions of Crime and Safety, 2016 Bougainville Crime Incidence and Community Perception (CICP) Survey and 2016 Bougainville Police Service: Knowledge, Attitude and Practice Survey.

Strengthening professional capability and organisational capacity in key policing skills, and improving BPS leadership to effectively plan, manage, and deliver policing services.

Previous phases of the BCPP were not underpinned by strategies on how to bring about organisational change or plans on which policing skill sets needed enhancing. This phase of the BCPP has tried to rectify this gap by articulating a BCPP development approach (Box 1).

Box 1 The BCPP Development Approach

The BCPP development approach is a document to guide BCPP advisers on good practice for working with BPS counterparts. The guide describes six key principles: relationships; strengths-based approach; assess then step back; mutual accountability; do no harm; and sustainability.

The development approach document also includes an 'organisational growth scale' which helps advisers and their counterparts talk about how the counterpart is progressing and assess what sort of support they might need. Each BCPP adviser may be working with three or four BPS counterparts. The approach encourages the adviser to tailor mentoring to each counterpart. This tool is also intended to facilitate a smoother transition when one adviser leaves and another takes over.

The BCPP development approach is effectively a 'how to' guide for advisers in relationship management with their counterparts. The document provides useful information to encourage consistency in how BCPP advisers interact with their counterparts, however it is not an adequate substitute for important tools mentioned in the ADD (such as the leadership development framework) that are needed to systematically guide advisers when working with BPS leadership to strengthen the planning, management and delivering of policing services. The evaluation notes the BCPP has developed a transition framework for the transfer of the management of the community auxiliary programme from the BCPP to the BPS (Appendix F). However, the transition framework does not articulate how and when the BCPP will specifically target BPS capability building to develop and implement its change management plan to take on ownership of the community auxiliary programme. This is a significant

²⁵ The expected Long-Term Outcome is that communities have confidence in police services. The expected Medium-Term Outcomes are: Improved leadership and management practice; Improved service delivery and practice (respond to gender-based violence, weapons, offences); communities and police work together; and, improved management of resources based on data (including management of Auxiliary Police).

²⁶ Dinnen, S & Peake, G. (2013), p. 25.

missed opportunity. BCPP advisers could have been directed to focus their mentoring efforts on (and report against) the specific areas needed to support the transition of the community auxiliary programme to the BPS.

The BCPP organisational growth scale (found at Appendix G) is the primary tool for supporting individual capability building. It was developed as a visual tool for discussion and agreement between advisers and counterparts for: (i) where counterparts are and where they are striving to be; and (ii) where advisers need to focus the extent of their mentoring and advice. The evaluation heard mixed views from BCPP advisers about the value and effectiveness of the organisational growth scale. A common theme is the inconsistent use of the organisational growth scale across advisers. It is not uncommon for a BPS officer to have had multiple BCPP adviser counterparts, all of whom use the organisational growth scale in their own way. Variances in use range from a BCPP adviser rating a BPS officer on the scale without any discussion with the relevant BPS officer through to BCPP advisers using the tool as a two-way exchange whereby BPS officers are encouraged to also rate their BCPP adviser counterparts.

The organisational growth scale assessments, and information regarding progress made by individual BPS officers have no influence on any BPS human resource processes, including promotion rounds. It is not clear what the benefits of the organisational growth scale are for BPS counterparts; it does not appear to incentivise behaviour change and the evaluation found no evidence of it being a tool for BPS managers to use in encouraging the improvement of their own staff's performance. The evaluation heard from a small number of BCPP advisers with high performing counterparts that the assessment nature of the organisational growth scale was more likely to undermine than assist their counterpart-adviser relationship.

Despite the title 'organisational' growth scale, the tool sets out the kind of changes in *individual* behaviour sought as a result of mentoring. There is no BCPP document which sets out the required changes in team or organisational capabilities, particularly as they relate to core policing skills and services. The evaluation notes that leadership development is first in the list of prioritised outcomes in the BPS Strategic Plan²⁷ and yet BCPP has no dedicated strategy to guide its advisers work in supporting BPS' leadership aspirations. This is a significant gap in a programme that has organisational change at the heart of its intended outcomes. Individual advisers are deciding for themselves, sometimes in consultation with their counterpart, what, if any, focus they will have on organisational development. In practice many BCPP advisers are assisting their counterparts to implement the actions under the relevant BPS regional action plans. In doing so, changes to organisational processes or systems may be discussed. The evaluation however heard that for the most part advisory support is focused at an individual level as a result of the approach driven by the BCPP development approach, work plan and reporting templates.

The evaluation heard it is up to each individual adviser to determine, in consultation with their counterpart, the 'what' and 'how' of leadership development and capacity building in core policing skills. Some good examples exist of individual advisors undertaking this well, but progress is often lost between advisors. The majority of BCPP advisers consulted noted the poor (or non-existent) handover from their predecessor about the types of mentoring and assistance tried in the past. There appears to be no documentation available to incoming advisers that captures learning or reflections on what has been tried and what is working well with respect to individual and/or work unit capacity development.

²⁷ Higher Level Outcome 1. Leadership, management, supervision and ethical standards in the BPS are strengthened.

The evaluation heard examples from a small number of advisers individually trying to redress this for their replacement, but these are the exception not the norm and their efforts and reflections are not captured in the reporting or being shared among other advisers.

In this context, it is not surprising that achievements in the BCPP are demonstrated as one-off successes with or by individuals that do not appear to have translated into cumulative, tangible, sustainable organisational changes across the BPS²⁸. For example, the driver training programme was initially received with enthusiasm by the BPS as there were a large number of members who wanted to learn how to drive but did not have access to a vehicle. The evaluation heard that the early success in large numbers of participating BPS officers (~30), including some women, is unlikely to result in trained driving instructors as was originally envisioned.

The evaluation heard examples of significant capacity issues affecting BPS' ability to effectively deliver policing services, including vacancies in senior leadership positions, shortages of specialist investigation and prosecution skills, supervisory/disciplinary issues within BPS and a shortage of funds/support for logistics²⁹. These issues also influence NZP advisers' ability to work with their counterparts through a mentoring modality to bring about meaningful change. Moreover, these capacity issues affect public perception of the BPS' ability to deliver policing services.

The above reflections call into question the relevance of the type of assistance being offered by NZP. Global experience points to police capacity-building and development as a long-term effort that must reach all levels of an institution, from individual police personnel, to groups or units of individuals within an organisation and whole institutions.³⁰ Future support to organisational development is likely to require more than a focus on individual mentoring and accompaniment.

The extent of BCPP contribution towards improved cohesion between regular and auxiliary officers

The evaluation heard that the origins of the two arms of policing emerging separately (and in parallel) have left a legacy of 'us and them' between regular officers and auxiliary officers. The evaluation also heard of the genuine desire on the part of the BPS executive and many of the regular and auxiliary officers consulted to have more cohesive working relationships, in the anticipation that the two arms of policing in Bougainville will eventually become one.

This phase of the BCPP has built on past efforts to bring about closer working relationships between regular and auxiliary officers. Some examples of well-received, successful initiatives supported by the BCPP include 'Unity' workshops delivered across all regions, joint foot patrols with regular and auxiliary officers in Arawa and community awareness activities in the southern region being jointly delivered by regular officers from Buin Station and auxiliary officers.

Regular officers and auxiliary officers consulted cited practical examples of engagement between the two. For example, one auxiliary police officer described how the auxiliary and regular arms of the BPS

²⁸ The evaluation heard many examples of activities, often sporting or charitable in nature, that advisers are doing outside of their standard work hours. While many of these activities undoubtedly had a benefit for those involved, and raised the profile and goodwill towards NZP, they are not necessarily activities to which organisational change for the BPS can be directly attributed.

²⁹ The evaluation was not provided with financial information related to BPS operations. Anecdotally the information received suggested the RPNGC is paying salaries of BPS officers, while all operational costs are covered by ABG and donors.

³⁰ United Nations Department of Peacekeeping Operations, 2015. Police Capacity Building and Development.

had worked together with local leadership to apprehend a suspect implicated in a serious crime, to transport them by public transport to Buka and to have the suspect booked at the Buka police station. BCPP advisers were also able to provide examples of close working relationships between regular officers and auxiliary officers in the delivery of community awareness programmes. Notably some of the examples were of collaborative efforts that occurred without direct support from the BCPP.

The examples provided above are noteworthy for the potential they represent for cohesion going forward. This is important, as the evaluation also heard many examples from regular and auxiliary officers in Buka, Arawa and Buin and BCPP advisers that point to the ongoing tensions and divides in the working relationships between auxiliaries and regulars. Auxiliary officers commonly described that some individual regular officers are supportive of them and have respect for the work they do but that as a collective there was still a significant separation of the two arms of the Bougainville police service. This is consistent with the findings in the 2016 CICIP survey, “results indicate working relationships between BPS and [auxiliary officers] could be improved. It would be advisable for strategic and organisational leaders to seek out and consider exemplary cases of BPS and CAP working together well and consider assessing these as a potential model for improvement”³¹.

Two key issues were consistently raised in the focus group discussions across the regions:

- › Perception of unwillingness/inability for regulars to be responsive to an auxiliary officer’s request for logistics assistance in providing policing services (e.g. providing transport for a suspect to be taken to the police station); and,
- › A situation exists of a ‘service within a service’ in which auxiliary officers are resourced and supported to a vastly different standard to that of the regular officers and which is inhibiting the coming together of the two arms of the BPS.

Stakeholders consistently identified that there has been limited leadership from the BPS as a host agency for BCPP, or from BCPP as an implementing agency, in proactively leading a systematic transition process. BPS and BCPP staff regularly spoke of a transition process but of never seeing any tangible direction from BPS management on a transition process. In March 2016, a policy paper was submitted to the Bougainville Executive Council (BEC) to approve a transition of the final phases of management and budget of the community auxiliary police to the BPS³². The evaluation notes many aspects included in the BEC policy submission have not progressed, including: annual progressive transfer of funding responsibility for the community auxiliary policing programme operating budget from the Government of New Zealand to the ABG, commencing January 2017, with the transfer completed at the end of 2019; an auxiliary officers’ allowance review in 2018; the management of the five locally engaged staff employed by the BCPP to undertake the community auxiliary policing programme administration will be taken over by the BPS (nominally end 2017); and, the BPS taking ownership of the internal human resource and the communications aspects of the final transition phase. BCPP advisers commented that without an authoritative direction from the BPS executive there was a reticence within the BPS to ‘go it alone’ in efforts for greater cohesion between regular and auxiliary officers.

³¹ Aleph, 2016. Bougainville Crime Incidence and Community Perception Survey 2016. Survey Report, p. 68.

³² It is unclear at the time of writing the evaluation report if this policy submission had been approved by the BEC.

The evaluation heard from stakeholders about BCPP processes or practices affecting cohesion (and which may impact upon the sustainable transfer of the management of the community auxiliary programme to the BPS):

- › *Payment of transport allowances/general reimbursements.* The auxiliary police process is built on the back of a cash reimbursement system for travel expenses by the auxiliary police. When travelling for work purposes, auxiliary police receive reimbursements almost instantly from a petty cash system, funded and oversighted by the BCCP, at a BPS police station (in some instances the payment from the petty cash box may be made by a BPS officer). BPS regular staff in contrast operate on a standard evidence-based claim system run through the BPS bureaucracy under which reimbursements were cited as taking months to arrive, if they arrive at all.
- › *Standards and workshop processes for auxiliary officer training programs.* Ongoing professional development, in the form of refresher training³³, is a core process for maintaining standards and for providing incentives for auxiliary officers. The trainings occur monthly (or quarterly depending on location) and were very well received by almost all auxiliary officers interviewed. Differences in access to ongoing professional development for auxiliaries and regulars were also seen to be important. This well-resourced refresher training provided to auxiliary officers through the BCPP is not mirrored through the BPS system. In addition, the refresher training is organised, resourced, and supported by the BCPP to a level that cannot be maintained by the BPS at current capacity or within current systems. While BCPP reporting discussed that these processes have been handed over to BPS, the evaluation heard that across the three BCPP sites (Buka, Buin, Arawa) the community auxiliary policing programme is heavily reliant on resources of the BCPP to maintain the system and standards the BCPP has set for the training.
- › *Remuneration methods of auxiliaries and regulars.* How regulars and auxiliaries get paid is critical to how well the two see themselves as part of the same police service. Regulars being paid fortnightly salaries was highlighted as important for credibility as 'real police' while quarterly allowances differentiated auxiliary officers from the 'real' police.
- › *Access to BCPP resources for regulars.* Former and current advisers noted requests for resources from regular police to be fairly constant (daily or several times a week) across all programme sites. These can be access to quite basic items such as stationary, printing, phone credit or toner cartridges. BCPP advisers determine the extent to which programme funds are used to provide the requested resources. This is in contrast to the significant resources provided under the BCPP work plan to ensure the functioning of the community auxiliary policing programme.
- › *Resource viability/sustainability:* Over the past few years, NZP police have directed significant funds and advisory support into community auxiliary policing programme management and administration above the K325,000 contribution to operating costs mentioned in the BEC policy paper. As noted in section 3.1.1 the majority of advisory support under the current phase has been directed toward supporting community auxiliaries in some form. The BCPP workplans include a contribution for auxiliary officers' allowances as well as funds for transport, uniforms, training, fuel/sports equipment for awareness activities, and consumables. It was not possible to calculate an exact figure based on the expenditure information provided to the evaluation, however from the

³³ A series of training sessions occur throughout the year, with a minimum of 10 topics set. Five core topics are taught every year (Drugs and Alcohol; Officer Safety and Negotiation; Human Rights and Ethics; Community Policing; Domestic Violence and Child Abuse) with the remaining topics being topical for the year (for example in an election year training will be conducted on this topic or, for example, if traffic offences start to rise, topics should be constructed on this topic). Community Auxiliary Police Procedures Manual, 6.5.2. August 2012, updated October 2017.

expenditure analysis it is reasonable to assume close to NZD 1 million³⁴ has been spent in support of the auxiliary community policing programme during this current phase.

The transition of the management of auxiliary officers into the BPS structure has been included in the BCPP documentation since 2012. Seven years later, it is widely believed by many of those interviewed in both the BCPP and the BPS that the auxiliary programme, in its current form, cannot be managed by the BPS regular police or absorbed by the BPS. Successive iterations of the BCPP appear to have created a programme that is reliant on an on-going presence of NZP.

Discussions across the BPS and with external stakeholders highlighted the prevailing view that NZP is deeply invested in the auxiliary programme and ownership of the programme is seen to be resting with them. A common reference was of the auxiliary programme being a “New Zealand Police baby”. Though community police existed prior to New Zealand support, the fully functioning auxiliary programme seen today is fully credited to New Zealand’s support over the past near twenty years. These perceptions of on-going ownership are shared by many of the BCPP advisers consulted - a sense of fear of failure was seen to exist, where failure of the auxiliary programme would be seen as failure of the New Zealand Police. Day-to-day this is manifesting in a situation where regulars, auxiliaries and some of the BCPP advisers understand that the BCPP will likely step-in if there is a possibility of an activity related to auxiliary officers not progressing. BPS regulars, auxiliaries and BCPP advisors did not articulate any ownership or expectations for accountability of the auxiliary programme by the regular police. BCPP advisors could not speak to any tangible written or induction guidance on how their twelve-month mission would contribute to or progress an aspect of a transition process. Granting ‘ownership’ of the community auxiliary policing programme to the BPS through a transition process is more than transferring responsibility for the management of auxiliary officers. It will take a concerted effort to understand the implications for all stakeholders involved and bring them on the journey together. It will also require NZP to ‘let go’ and give (supportive) space for the BPS to take over.

The need for good communications and clear messaging of intent around the transition cannot be underestimated. Nearly all auxiliary officers consulted (many with long service as a community auxiliary officer) noted non-communication and lack of clarity on the transition process as an (understandable) point of stress.

BCPP contribution to better BPS community engagement

The BCPP ADD included a Community Safety Fund (Box 2) as a major input for supporting better community engagement.

Box 2 Community Safety Fund

The BCPP ADD proposed \$250,000 over the five years for the Community Safety Fund (CSF) to support communities and their representatives to conduct small-scale community safety activities complementing the BCPP activities.

The purpose of the fund is to assist in improving peace and security at the community level. The objectives of the fund are to:

³⁴ This figure does not include adviser salaries or on-costs.

- Support communities to identify and address safety priorities and resulting activities to addressing the priorities (activities in partnership with the BPS and other civil society organisations are to be encouraged).

- Support the BPS to forge, strengthen and maintain relationships with communities by working on joint initiatives.

CSF-funded activities were expected to align with the BPS' Community Policing and Strategic Plans. Activities would be jointly identified through a community consultation process (conducted during implementation), and action plans, including costings jointly developed and are expected to include: awareness campaigns against GBV, family violence, alcohol and drug abuse, weapons use, etc. CD and training, including training targeting women specifically to maximise economic literacy and skills.

CSF funds are anticipated to support the BPS' plan to pilot police posts as a method of community outreach. The BPS' plan is to trial police posts in Makis Village (near Buin, Southern Region), Haku Village (near Buka, Northern Region), and Sipuru Village (near Arawa, Central Region). The police post buildings already exist, and the plan may include rendering these posts user friendly, with a view to their multi-purpose use by communities.

CSF activities are expected to require communications, media campaigns, "*koha*" (food), travel costs, venue costs, guest speakers etc., as well as necessary follow up. For police posts, these activities might include purchase of desks, chairs, education material etc., and the creation of a user-friendly environment and a positive perception of the BPS' engagement.

One project has been completed under the CSF - the Buin Community Policing Task Force (total funding: PGK24,110; NZD10,719). The goal of the task force is to assist the BPS to make Buin the safest community in Bougainville through partnerships with local communities and leaders by working with community to address safety concerns – particularly youth brewing and consuming homebrew. These issues had been identified in the 2016 CICP survey. Initial funding was approved to facilitate a total of six meetings. Twenty-three community members, including members of Councils of Elders, women and youth, met in December 2016 to establish the task force (which was chaired by a BPS community policing officer from Buin Station). The initial focus of the task force was on homebrew, marijuana growing, disorderly behaviour in the community and acts of violence including assaults, rape and murder. Task force meetings continued into 2017 and a separate funding application was approved in June 2017 for awareness activities to be delivered with the BPS working in partnership with the BCPP and community figures. The awareness activities culminated in a community sports event in December 2017.

This project had begun a potentially important process of engaging communities and leadership, along the intended lines of the CSF within the ADD. However, there is no evidence the project continued beyond the CSF funding. The project does not appear to have been reviewed for its impact or lessons learned. Given the pilot nature of the CSF, this is a missed opportunity to learn how it worked and whether it would be an appropriate mechanism in future.

The evaluation thus finds that the CSF mechanism has not been used effectively for supporting community safety activities and has not significantly contributed to better BPS community engagement. As a mechanism designed to contribute to better BPS community engagement, the implementation of the CSF by the BCPP has been limited by:

- › a project-style approach that would be unlikely to be taken on by BPS in future without a significant change in internal ways of working within BPS.

- › the skills and experience required to run a pilot fund to best practice standards, and have the outcomes desired, have not been recruited within the BCPP. The processes required to plan, implement and monitor successful project may not be possible within the limited time frame of an adviser deployment and the frequent turnover in the BCPP implementation.

The main mechanism for the BCPP to assist the BPS engage better with communities has been a fairly regular schedule of awareness activities in communities throughout ARB. The evaluation heard that the BPS action plans drive which awareness topics are discussed with communities. In addition, stations may identify extra topics that are of concern to their surrounding communities.

These awareness activities are predominantly undertaken by auxiliary officers, in collaboration with regular officers (depending on the location), or as part of broader awareness activities undertaken by the law and justice sector, for example the law and justice roadshows.

BCPP advisors report that auxiliary awareness activities delivered often exceed yearly targets set in BCPP planning (for example, in Arawa). In Buin the regular awareness activities are perceived to have contributed to a visible reduction of drinking in the evenings around Buin town.

BPS officers and BCPP advisors alike commented that without the significant BCPP logistics support for awareness activities, and BCCP encouragement of the inclusion of BPS regulars in activities, many of these targets would not be met.

There was mixed feedback with some external stakeholders in Buka and Arawa highlighting that BPS awareness activities are not necessarily as coordinated or sufficiently integrated with other law and justice activities and processes. BCPP adviser feedback confirms limited emphasis on external coordination with much of the focus being on progressing internal coordination and integration in awareness activities, often with the aim on getting auxiliaries and regulars engaged together on awareness programs. The evaluation notes low levels of understanding from BCPP advisers and BPS officers of the role of community governments, or that they present a (nascent) mechanism for systematic long-term engagement for auxiliary police in community safety solutions.

The emphasis described in the ADD of a deeper focus on dialogue between the BPS and communities about community safety solutions does not appear to be an integral part of the awareness activities. Within the BCPP there was little understanding, and subsequent recognition that the current phase of the BCPP was designed to respond to gaps in engaging in community security solutions that had been identified in previous evaluations. External stakeholders spoke of the shift in the law and justice environment at the community level in recent years. For many of these stakeholders there has been little discernible difference from awareness approaches in this or earlier phases of the BCPP, and little recognition of an increased focus on community safety and security dialogue.

It is timely to review awareness activities undertaken by the BPS and supported by the BCPP to explore in-depth how/where the activities are effective, to what extent the activities are focusing on behaviour change communication, relevance of messaging and approaches and what a schedule of sustainable awareness activities³⁵ would look like post transition of the management of the community auxiliary policing programme to the BPS.

³⁵ For example, several stakeholders, including BCPP advisors questioned how useful the approach of giving out sports equipment remained, given it had been an activity designed as a peace building strategy at a much different time in the auxiliary policing program and is unlikely to be something the BPS would ever be in a position to fund.

Findings

- › Overall, this phase of the BCPP does not appear to have markedly progressed organisational capacity of the BPS to effectively plan, manage and deliver policing services, although isolated examples of increased individual professional capability and strengthened planning processes are evident. There remains a lack of strategies and plans that BPS and BCPP have jointly developed to guide the work of the BCPP advisers.
- › Skills transfer approaches have been based on the skills, experience and to some extent the interest of individual NZP advisers. Any targeting of advisory inputs to skills gaps is done with BCPP advisers once deployed, rather than at adviser recruitment stage. Placement of advisers has been based on availability (through internal NZP recruitment processes) and on the internal team dynamics required in BCPP sites (individuals required for internal team balance in a site). While the programme has demonstrated achievements, these have been isolated successes attributable to individuals rather than cumulative, tangible, sustainable changes across the BPS.
- › The BCPP contributions appear to be limited by the 'tools' BCPP has in its capacity-building 'tool kit'. There is sufficient evidence to suggest that the accompaniment, mentoring and on-the-job training approach is too narrow and future support could usefully move into other forms of organisational capacity development.
- › While elements of auxiliary recruit training are now fully undertaken by the BPS, BCPP remains involved with the administration of the recruitment process and provides day-to-day logistic and financial support to the community auxiliary officers, particularly with regards to their community awareness activities. The auxiliary programme, in its current form, cannot be managed by the BPS regular police or absorbed by the wider BPS. Successive iterations of the BCPP appear to have created a community auxiliary policing programme that is reliant on on-going, hands-on support from NZP and continued donor funding.
- › Examples of improved engagement between regular and auxiliary officers were cited, although improved cohesion remains limited. BPS and BCPP-supported unity workshops were seen as positive initiatives however progress has stalled since the initial attempts. Momentum of one-off activities has not always been sustained, and there is little evidence these activities have led to widespread improved cohesion. Some of the BCPP processes for managing the auxiliary officers have an influence on entrenching the separation of the two arms of the service.
- › BPS engagement with communities, through the prism of the auxiliary officers, has improved with BCPP providing significant assistance for community awareness activities. The engagement of BPS regular officers in community dialogue on safety issues is disparate across the region. The awareness and dialogue programme has yet to adjust to the changes in community government which have developed. With much to learn in a short amount of time, and limited programmatic direction, BCPP advisers were not across the detail of how the community government system functions or BPS' role in that.
- › The CSF mechanism has not been effectively used to support community safety activities hence has not contributed to better BPS community engagement. It may be an appropriate mechanism under a development programme delivery modality but is ill-suited to the NZP implementation modality. Any use beyond the current phase should be subject to a review of the pilot project.

3.1.3 To what extent has this phase of BCPP been informed by views of stakeholders and the changing context and adapted its approach accordingly?

As a programme working in change management, adaptability and flexibility are two critical elements for BCPP delivery. An example of adaptability, on the back of a recommendation in the 2013 evaluation,

is the establishment of a BCPP presence in Buin. This has been well accepted by stakeholders, with the southern region behind in opening up and reintegrating into the ABG. The BCPP presence in Buin is both adapting to and contributing to the changing context.

On-going adaptability and flexibility within this phase of the BCPP appears to be hampered by a lack of opportunity for stakeholders to engage in meaningful ways to shape the approach of the BCPP. As mentioned in 3.1.1 BCPP advisers and BPS officers alike are not given opportunities to participate in work planning and there is a lack of internal team learning and information-sharing. The lack of a functioning Steering Committee mechanism has affected how MFAT and the ABG jointly provide guidance to NZP on what was expected to have been achieved over the course of this current phase.

Notwithstanding BCPP's participation in the BPS Coordinating Mechanism, the evaluation did not find evidence of the BCPP contributing programmatically to the wider law and justice sector. There are significant opportunities for BCPP to work with the BPS to connect with key stakeholders in the law and justice sector to improve policing services. For example, community governments are an ambitious, long-term attempt by the ABG for 'bottom-up' government, and newly introduced mechanisms at the community level will both provide support for, and need support from, the BPS regular and auxiliary officers. There are opportunities for BCPP to commence systematic engagement with village court officers and peace and development officers.

The ADD of the BCPP predates the BPS Strategic Development Plan 2016-2020. It is noteworthy the first priority outcome (leadership, management, supervision and ethical standards in the BPS are strengthened) is fully consistent with the BCPP outcomes. It is timely to realign the BCPP work plan (particularly activities under Output 1) to more directly align with the higher-level outcomes in the BPS Strategic Development Plan.

The evaluation heard examples of adaptability and flexibility being hampered by NZP recruitment and personnel management policies and processes. For example, advisers being given the option of extending the length of their deployment, the generalist nature of adviser positions and recruiting expertise outside of current serving NZP officers have been raised as areas requiring flexibility. To date, NZP have been unable to adapt to these needs.

Findings

- › The expansion of BCPP to Buin has been a direct response to the changing context and has met a specific need in Buin. The presence of the BCPP in Buin has been a significant success for BCPP in this phase.
- › The context in which the BPS operates is dynamic and demands a level of flexibility and adaptability on the part of BCPP to ensure its efforts remain relevant. The lack of a functioning Steering Committee mechanism for BCPP has meant there is no joint oversight by the relevant stakeholders of whether BCPP is consistently delivering a work plan that is most relevant to the long-term organisational change aspirations of BPS or demonstrates a level of adaptability and flexibility commensurate with the policing context in Bougainville.
- › The BPS Coordinating Mechanism is proving valuable for coordinating donor support to BPS and understanding the views of BPS at the executive level.
- › While the co-location of the BCPP Strategic Development and Planning Adviser with the JSS4D team provides a valuable and well-utilised link between the two donor programmes, the evaluation found little evidence of the BCPP systematically consulting with key Bougainvillean stakeholders

active in community law and justice. Community security dialogue has been limited and no attempts to engage with the new and developing process of community governments has been looked into by BCPP.

3.1.4 To what extent has New Zealand Police presence in Bougainville made a broader contribution to peace and stability in Bougainville?

Many stakeholders consulted talked about the 'reassuring' presence of NZP in Bougainville, often reflecting at the same time that they were not entirely clear what precise role NZP plays in Bougainville. In this context it is difficult to comment on the contribution of the NZP presence to peace and stability other than providing reassurance that there is a foreign police service in Bougainville. There is a recognition from stakeholders consulted in Buin that peace and stability in that region would benefit from a remaining presence of BCPP, at least in the near term.

While a NZP presence may carry public diplomacy benefits for New Zealand, in a police organisation development model it is important that community recognition of BPS achievements (irrespective of the role NZP has played in the background) is prioritised. Examples exist where NZP presence on patrols or in communities may give a small 'bounce' in confidence for a recipient community. However, the strategic gain to be made is having the BPS itself make the effort to engage on its own, in a sustainable way, with communities in that patrol. There is little recognition programmatically of how a NZP presence or activity (such as the distribution of goods) contributes further to the perception of BPS not being able to initiate or undertake something without the support of NZP. This comes at a wider cost to the ongoing and long-term acceptance of a standalone BPS presence.

Findings

- › There was a widely held view from those consulted that the presence of NZP has largely been seen as a positive influence on the peace and stability in Bougainville. Those interviewed noted the NZP presence and level of engagement in Buin as contributing to peace and stability in the region.
- › The extent to which a NZP presence is a *necessity* for ongoing stability is less certain, particularly in an environment where New Zealand's long-term aim is arguably not to provide peace-keeping or policing services, but rather to increase the capacity, credibility and legitimacy of the BPS through organisational development support.

3.1.5 Human rights, gender equality and women's empowerment

While not a specific evaluation question, the evaluation team considered the BCPP's support to gender equality, women's empowerment and human rights in the analysis of programme effectiveness. The following observations emerged from the content analysis rather than a specific methodology. As such, there are gaps in the analysis, particularly as it relates to human rights.

MFAT and NZP recognise gender equality and human rights are significant issues for the delivery of the BCPP. The BCPP ADD, does not include a gender analysis or human rights analysis, and provides only general guidance for the promotion of gender equality and international human rights standards. The evaluation finds that the BCPP has not translated the general guidance in the ADD into coordinated approaches or actions to respond to gender inequality and/or violations of human rights. However, nearly all BCPP advisers consulted reflected on issues of gender inequality and/or violations of human rights, with many providing individual examples of how they worked with BPS officers to try to address these issues during their deployment.

This section describes what the BCPP is doing to support gender equality and women's empowerment and where there are opportunities for things to be done differently.

The BCPP responded to the outcomes of the 2016 CICP survey by including a Family and Sexual Violence (FSV) course and peace building workshops covering human rights, gender sensitisation and the role and responsibilities of police into the 2017 workplan. These courses continued into the 2018 BCPP workplan.

The evaluation team was unable to meet with the FSV course trainer, however several BCPP advisors observed the workshop content had relevance in connecting with some of the BPS staff. One external stakeholder cited that, in some instances, different attitudes to FSV could be recognised in BPS staff who have been through the FSV training compared with those who had not.

Past and present BCPP advisors consulted provided examples of a wide range of approaches and actions (often drawing on their own experiences) that they had undertaken to promote gender equality during their twelve-month deployments. Examples cited include: encouraging female BPS staff to talk in meetings, be role models and take leadership courses; promoting opportunities for female BPS staff to travel and participate in training courses; asking male BPS staff if female officers (regularly and auxiliary) could be involved in delivery awareness activities to 'normalise' their participation; providing driver training opportunities to more women than men; support and acknowledge the work of female BPS staff; and, demonstrating respect for and openly supporting women relieving in management roles.

Almost all the above examples show a focus on women's agency³⁶ which is commendable as a first step towards women's empowerment but will not be sustained without further support. This is largely understandable given the challenges of a short in-country mission. There was limited focus on engaging with the wider structures and relationships within which women's agency is situated, i.e. many women's choices to work or take on leadership roles, to learn to drive or even to travel are not determined by them alone, but often their husbands, extended family and work colleagues.

Most advisors spoke of experiencing challenges in any efforts to increase women's agency, with many recognising their understanding of gender equality issues in Bougainville was insufficient upon arrival in country, with many having been overwhelmed with information at inductions or not grasped the depth of challenges in areas such as family and sexual violence.

A small number of advisors talked of the risks that empowering women can carry for women due to the backlash from men feeling threatened. They noted this is a significant reality that has played out for some female BPS officers. It is imperative there be a programme-wide understanding of the fact men need to be engaged in women's empowerment, both to reduce the potential for harm for individual women as well as benefitting entire families and communities.

Actions to address gender equality and women's empowerment are disparate and not connected within BCPP. Perhaps most noticeably absent in adviser actions/activities was any link with outcomes or

³⁶ By agency we mean an individual's ability to make effective choices and to transform those choices into desired outcomes. Agency can be understood as the process through which women and men use their abilities and take advantage of opportunities to achieve desired outcomes. In a communal context like Bougainville it needs to be recognised that many women's choices are not their own i.e. they are strongly influenced by people around them. It is at the intersection of a woman's agency, her relationships and the formal structures within which she lives where empowerment is able to occur in a sustainable manner.

actions generated in the FSV workshops since 2017. For example, despite the focus on auxiliaries and regulars in the FSV trainings there has been no reported follow up in the CAPS manual or for BCPP advisors working as mentors with BPS regulars. Follow up interviews with participants in FSV course held in 2016 reinforced the challenge of shifting beliefs and the importance of on-going work over a sustained timeframe to reinforce consistent messaging to support attitudinal shifts required to ensure better service to victims and to holding offenders accountable.

Opportunities for doing things differently in future include:

- › **Coordinating and working with the wider sector on issues of FSV.** Addressing FSV in Bougainville is a dynamic area with many actors and a range of coordination mechanisms. Policing crosses over many of the other agencies across the FSV sector. A strong critique of the BCPP from external agencies was the limited and inconsistent coordination of BCPP in areas such as FSV. While the BPS strategic plan is in line with key sector approaches such as the Bougainville FSVAC strategic plan, streamlining of BCPP's FSV work with auxiliaries or regulars was seen to be largely missing or not well understood by BCPP. The high turnover of advisors and the interest in engaging formally in FSVAC was seen to be dependent on an adviser's background rather than a strategic programme approach. Buka service providers highlighted inconsistent engagement with BCPP staff noting that BCPP engagement with them was gendered. If the BCPP adviser was a woman, she would visit and engage with FSV service providers but that far fewer visits were from male BCPP advisers. In the smaller and closer working context of Buin there appeared to be a more regular and ongoing engagement between the BCPP programme and FSV service providers.
- › **Increasing the presence of women in policing.** The CPSI had clear findings in relation to the role of women in policing in Bougainville, highlighting that there is a lack of women in both regular and auxiliary policing³⁷. BCPP has attempted to increase numbers of auxiliaries through quotas, however a focus on women's agency alone, without support for her relationships and addressing gender relations in the workplace, will hamper these efforts to make a sustainable change. There has been a limited focus by BCPP on improving the selection and nomination processes for auxiliaries. Selection processes were highlighted as being open to influence at the community level, and the role of community government as a formal mechanism for broadening decision making on nominations has not been sufficiently picked up on by BCPP. Without a strategy or sustained support on activities like the Women's Advisory Network or links to wider processes it is questionable whether even the current numbers of women in policing will be sustained.
- › **Develop a gender equality and social inclusion strategy within the BCPP to provide strategic guidance for advisors and to allow adequate consideration of risks within the BCPP.** BCPP does not have a standard way of integrating gender equality and social inclusion concerns across adviser workplans and lacks a coherent strategy across the BCPP programme. There is limited strategic leadership in gender equality and social inclusion within BCPP. A BCPP GBV strategy, which had been discussed in programme planning and reporting but not developed, could be incorporated into a wider GESI approach that recognises the need to adapt activities for different groups including at-risk young men, women and people with disabilities. A GESI strategy would allow for international, and Bougainville, best practice in areas such as FSV to be considered and could provide detailed programmatic guidance on the inclusion of FSV into mentoring of BPS officers. One senior BPS staff member commented on the need to rethink BCPP support to gender equality and women's empowerment – noting BCPP has run several workshops and trainings but there is little discernible change in attitudes.

³⁷ 2016 CICP survey report, p. 104.

3.2 Monitoring and evaluation

There is evidence of the BCPP in this current phase trying to improve what were substandard monitoring and evaluation (M&E) arrangements in the previous phase³⁸. Early in this current phase the Strategic Planning and Development Adviser introduced tools and templates to assist consistent reporting by individual advisers against their tasks. More recently ISG has introduced a new reporting template. Notwithstanding these efforts, the evaluation heard from MFAT and NZP that data collection and reporting for the BCPP continue to be a challenge. The evaluation notes the efforts to improve reporting are yet to result in fit-for-purpose, high quality Annual Reports for the BCPP.

In order to achieve good quality, relevant data collection and reporting, certain basic elements need to be in place. This section discusses the extent to which these elements appear to be present in the BCPP monitoring arrangements and suggests improvements.

3.2.1 What improvements could be made to any future data collection and reporting which take into account capabilities and needs?

Basic elements needed for good quality, relevant data collection and reporting:

- › **A clear articulation of why a programme was created, what the goals or outcomes are and how they will be achieved:** for the purpose of the BCPP this articulation is depicted in the results diagram (Appendix A) and described in the narrative in the MoU and the ADD. A significant issue however for data collection and reporting against the results diagram is that the programme has not been fully implemented as intended (as discussed in 3.1.1 above). This disconnect between what the intended outputs are asking for, and the actual activities and tasks that are delivered is a significant issue for programme delivery, hence for data collection and reporting. For the BCPP either programme delivery should have been adjusted to fully deliver the agreed outputs, or, the results diagram and measurement table should have been updated to reflect different outputs more directly aligned to the support provided under BCPP. The evaluation notes neither of these occurred.
- › **A set of indicators to measure the success of the programme:** the purpose of the BCPP results measurement table (RMT) is to describe relevant indicators, which, at a minimum, should all be: (i) directly related to an output or outcome in the results diagram; (ii) able to be measured accurately using qualitative and/or quantitative methods and available resources; and, (iii) something that will be useful for decision-making to improve the programme. The RMT should also set out how (and from where) data will be collected for each indicator and the frequency of reporting. The evaluation notes that many of the indicators included in the RMT are either not valid (i.e. the indicator may not represent the result it is intending to measure) or are unreliable (i.e. there may be issues with consistency and quality of data for measuring this indicator over time). The BCPP annual reports show a consistent pattern of NZP and MFAT recognising changes needed to be made to the RMT³⁹, but these changes were not progressed by either MFAT or NZP over the current phase.

³⁸ The 2013 evaluation notes “the program’s monitoring and evaluation record has several deficiencies. Although the BCPP gathers data to report on its activities, the program’s M&E methodologies mostly recorded various types of outputs – numbers of courses delivered and manuals produced. There is little indication in the BCPP’s M&E system of what outcomes these activities have produced. The team notes that sub-standard M&E was flagged in the last evaluation of the BCPP [2009] but it has improved little (if any) since” Dinnen, S & Peake, G., 2013. p. 6.

³⁹ In 2015, MFAT identified that the RMT was not fit-for-purpose and instigated a review of the indicators and targets. In 2016 it was acknowledged that the review did not go far enough and NZP proposed a further review during 2017. That did not

- › **Appropriate measurement tools to collect data on an indicator:** Some good tools are being used by BCPP, for example community perceptions surveys and KAP surveys. The evaluation notes the BCPP has had issues with quality and reliability of its training and community awareness data.
- › **Consistent monitoring arrangements** identifying who will be responsible for using tools to collect the data, how all the data from the indicators will be managed, who will analyse it and who will ensure the Annual Reports include reliable data and defensible analysis. These elements are not in place for the programme. Most BCPP advisers consulted noted frustration with respect to reporting, including the challenge generally in data collection, changes in reporting formats, challenges in outcome style reporting and difficulties in reporting on a monthly basis given the often-repetitive nature of the information being collected.
- › **Evidence-based assessments of progress toward outputs and outcomes:** Progress reporting against the outputs in the BCPP Annual Report is a combination of (i) ratings against the organisational growth scale; (ii) a description of the BPS context relevant to that output; and, (iii) input hours of advisers. These reports provide little clarity on what outputs or outcomes the BCPP advisers were working toward during the reporting period and/or what was achieved through their efforts. The use of the organisational growth scale as the basis for assessing progress against outputs is inappropriate.⁴⁰ The lack of processes for documenting lessons learned and sharing information across advisers is undermining evidence-based assessments. The absence of sharing BCPP reporting on activities and results with BPS undermines accountability. Expenditure reporting is not sufficiently disaggregated to see how funds were spent within outputs.

Good data collection and reporting can serve several purposes. The main ones for the BCPP are accountability (in particular NZP's accountability to manage and implement the BCPP in accordance with the MoU and ADD) and improving programme delivery. There is little evidence that the reporting is driving improvements in programme delivery.

The evaluation notes NZP's intention in 2017 to create a communications strategy to guide communications on the role of NZP through the BCPP. There is no evidence this has progressed. Limited awareness, or at times misunderstandings, of the work that NZP are involved in in Bougainville continues to be an issue.

The responsibility for development of monitoring systems and frameworks for NZP-implemented programmes resides with ISG. While capacity for this work may exist at the ISG level, the evaluation saw little evidence of this capacity translating to meaningful monitoring and reporting systems at the programme level. The evaluation notes the individual efforts of the former and present Strategic Planning and Development Advisers, and other BCPP advisers, who have tried to make improvements, but these efforts have been affected by many of the issues noted above. While the responsibility for implementing sound monitoring and reporting arrangements has resided with ISG, MFAT is responsible for monitoring the overall effectiveness of New Zealand support to policing in Bougainville. There is little evidence MFAT has engaged directly with ISG to adequately address issues with monitoring and reporting evident throughout Phase 5.

In addition to ensuring the basic elements outlined above are included in any M&E arrangements in a future phase of the BCPP, the evaluation suggests the following actions be taken:

occur, and the proposed review was rescheduled for 2018 [Source: BCPP 2017 Annual Report]. The evaluation team notes this review did not occur in 2018.

⁴⁰ The scale is used to assess individual performance of BPS officers, it is not relevant as a scale to assess the progress towards outputs. These assessments should be based on implementation of work plan activities and indicator data.

- › The BCPP provides regular progress reports to Steering Committee. A first step would be the circulation of the 2018 Annual Report (when available).
- › MFAT and NZP jointly develop a concise communications strategy for the BCPP.
- › MFAT be more proactively engaged in monitoring the effectiveness of the BCPP. This may include MFAT providing M&E expertise to the BCPP either through MFAT staff or an external provider.

Findings

- › While efforts to improve data collection and reporting have been made by BCPP in this current phase, structural flaws in the monitoring and reporting arrangements remain. This has negatively impacted BCPP's ability to share important information for decision-making with BPS. It also hinders NZP, BPS and MFAT from being able to communicate what difference the BCPP is making for the BPS and people of Bougainville.
- › The evaluation team found no evidence of a documented approach or strategy for communications for the BCPP. Similarly, the evaluation team found no evidence of BCPP reporting its programme achievements and results with stakeholders or basing its work planning on an understanding of what had been achieved to date.

3.3 Lessons learned

3.3.1 What improvements could be made to increase programme effectiveness and relevance?

Full details of lessons identified during the evaluation is at Appendix H, which is intended to be a supporting document for the design of a next phase of the BCPP.

The lessons are derived from a review of key documents and stakeholder interviews during the evaluation. A summary of the lessons is provided below.

Specific recommendations for attention now, or in the lead-up to a new design, are provided in section 5.

Key lessons include:

- › The multiple roles undertaken by NZP in ARB may be detracting from a dedicated focus on effective programme delivery and supporting improvements in BPS performance. Clearly defining, and where appropriate separately resourcing, the agreed functions to be provided by NZP could be helpful.
- › Dialogue between MFAT, NZP, BPS and ABG on how the BCPP can contribute to greater community confidence in, and legitimacy of, the BPS would be beneficial to a future NZP/BPS partnership.
- › International and NZP experience of organisational development good practice can assist a future phase of BCPP to better support BPS organisational needs.
- › High-performing advisers with strong interpersonal and development skills need to be enabled to do their advisory role to the best of their ability.
- › A detailed review of the financial sustainability and management arrangements of the community auxiliary policing programme will aid the transition process.
- › The next phase of the BCPP would benefit from being implemented under a long-term vision rather than as a 'standalone' five-year project.

- › A variety of skills are needed in an advisory team to effectively implement a capability development programme in a policing organisation.
- › Policing in Bougainville requires a multi-stakeholder and sector-wide approach to community engagement.
- › Community awareness activities can go beyond their current focus to engage systematically in community safety dialogue to enhance community safety outcomes.

4 Conclusions

Many of the stakeholders consulted in Bougainville referred to New Zealand and NZP as a friend of Bougainville. The tremendous goodwill towards New Zealand and NZP, built up over the past nearly two decades, was evident in all discussions.

A common refrain from those consulted was that they were not sure exactly what NZP officers do in their roles in Bougainville, but the presence of NZP, the uniform and visibility is welcomed by almost all stakeholders. On face value this appears a positive message for the relationship between New Zealand and Bougainville. It does however suggest an underlying issue of actors across the law and justice sector within which the BCPP is placed (including some BPS officers) not understanding what they can expect from the BCPP and where there are opportunities for much needed coordination.

There is evidence that the BCPP has changed some elements of its implementation approach during this current phase – the most noteworthy is the successful establishment of an operational base in Buin which has shown some potential for success in the longer term. Other changes to BCPP's implementation practice have been minimal or involved activities that have started but not been sustained. Attempts in the early stages of Phase 5 of the BCPP to bring about a stronger programmatic and development focus have not been sustained throughout the entire five years. The context in which the BPS operates is dynamic and demands a level of flexibility and adaptability on the part of BCPP to ensure its efforts remain relevant. The lack of a functioning Steering Committee mechanism for BCPP has meant there is no joint oversight by the relevant stakeholders of whether BCPP is consistently delivering a work plan that is most relevant to the long-term organisational change aspirations of BPS. In practice, the overall approach and focus of this current phase does not appear to be markedly different from previous phases, despite the design document articulating a change in direction. Differences between the phases of the BCPP were not discernible to law and justice stakeholders.

The BCPP design document sets out expectations for initiatives to strengthen leadership, management and technical policing (including community policing, and information use and management) capacity within the BPS, on the assumption those areas must be strengthened *before* the management of community auxiliary officers could be effectively integrated within the BPS. There is evidence that the BCPP's focus on continued management of the auxiliary officers has been at the expense of a systematic, collaborative and strengths-based approach to capability building within the BPS. In addition, the BCPP does not appear to have been effective in putting in place systems and processes for the management of auxiliary officers that can be easily transferred to BPS in a sustainable manner. This suggests a need for a new approach for transitioning the management and oversight of auxiliary officers from the BCPP to the BPS.

5 Recommendations

In making these recommendations the evaluation is cognisant that past evaluations have touched on similar issues and delivered similar findings to the ones presented in this report. It appears that recommendations and lessons from previous evaluation reports have either not been implemented or not implemented enough to bring about shifts in programme delivery that were deemed needed by those evaluations.⁴¹ The following recommendations are offered in the spirit of ensuring that the BCPP becomes a fit-for-purpose, flexible and consultative programme of support to assist policing in Bougainville into the next decade. It is acknowledged some of the recommendations may require a shift in how MFAT and NZP resources (people, time and money) are used.

The following recommendations relate to actions that can be taken prior to, or in conjunction with, a design phase for a future phase of policing support to Bougainville. Appendix H contains suggestions for the application of lessons learned in a future phase.

Recommendations:

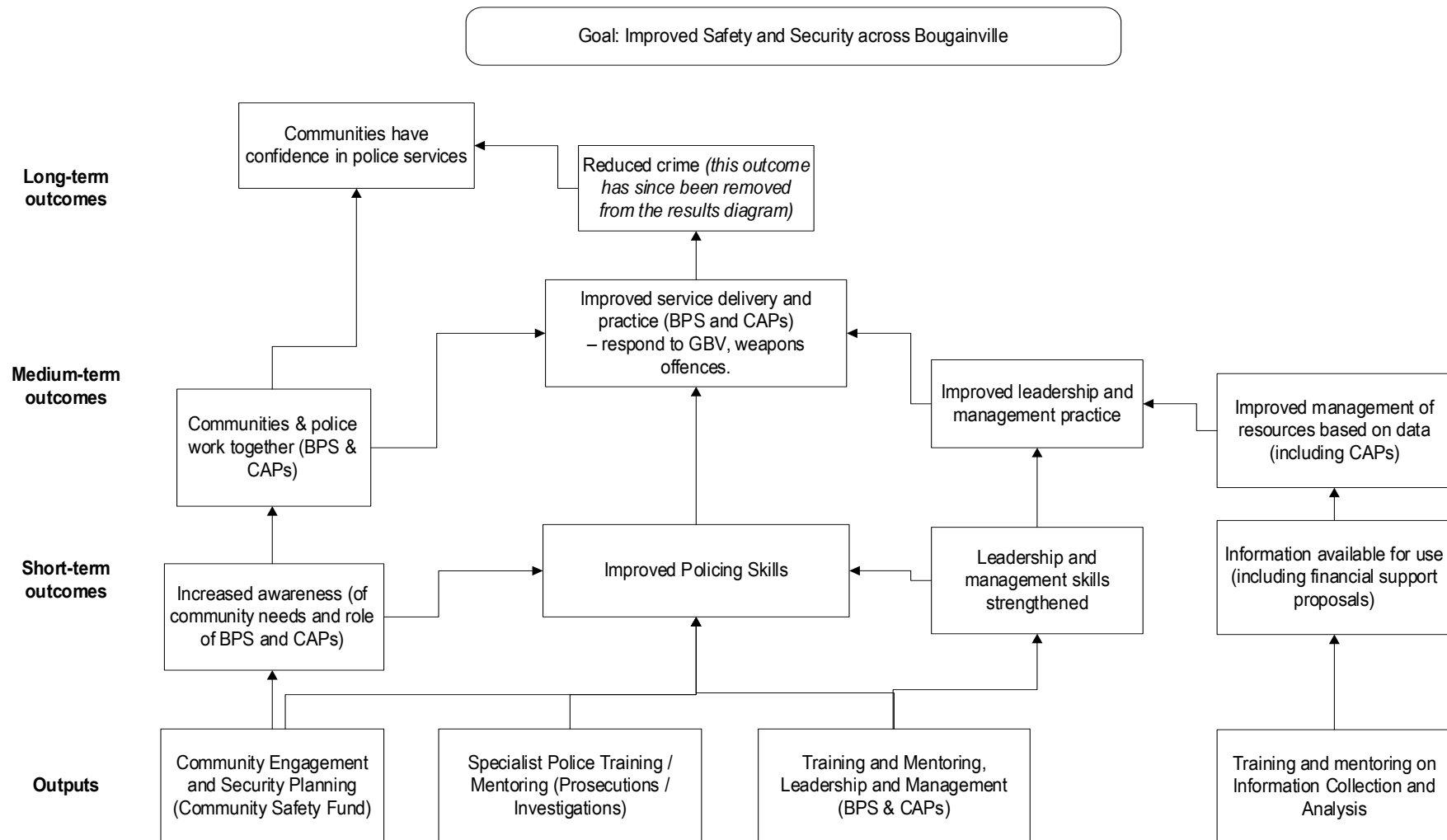
1. MFAT be more directly engaged with the management and delivery of the programme. This engagement could usefully come in the form of technical or specialist support in areas such as monitoring and evaluation, development of capacity-building strategies and cross-cutting issues (for example, gender equality and human rights). More direct engagement would also assist MFAT to ensure alignment of programme implementation with the MoU and stakeholder needs, as well as ensure management and governance mechanisms are functional.
2. MFAT, in consultation with NZP, to engage with ABG, RPNGC and BPS on the BPS transitional organisational structure and on commitments to the transition of the auxiliary community policing programme. It is anticipated this would be a series of conversations, informed by the findings of this evaluation, and influencing the design of a future phase of the BCPP.
3. A staged design process be undertaken for a future phase of the BCPP in recognition that strategic conversations between the ABG, RPNGC and BPS will take some time, as will discussion between MFAT and NZP on implementation modalities. It is unlikely a more traditionally contracted design process and timeline will be sufficient to make a step change in how the programme is being implemented.
4. NZP shift its work planning practices to include consultation within the BCPP team and with the BPS to demonstrate a clearer matching of programme resources (human and financial) to BPS priorities.

⁴¹ The following recommendations and lessons from the 2013 Evaluation do not appear to have been addressed: involve the ABG in selection process for new BCPP team leader; engage an M&E practitioner; commence applied research in order to inform future programmatic design; assist Bougainville with elaborating a distinct Bougainville police model; the need for police programs to engage development practitioners; the necessity of engaging expatriate police officers on longer contracts; and, the value of having local Bougainvilleans work on the program.

5. MFAT and NZP jointly develop a concise communications strategy for the BCPP. This should encompass the role of the BCPP and NZP in ARB and include key messages on building BPS profile and trust in ARB, on auxiliaries and regulars as one cohesive police service and on increased and systematic engagement with wider law and justice sector in community security and awareness messaging.
6. Consider opportunities for doing things differently to better address gender inequality, including:
 - a. Coordinating and working with the wider sector on issues of family and sexual violence;
 - b. Working with BPS to increase the presence of women in policing; and,
 - c. Developing a gender equality and social inclusion strategy within the BCPP.
7. M&E recommendations:
 - a. The BCPP provides regular progress reports to Steering Committee. A first step would be the circulation of the 2018 Annual Report (when available).
 - b. MFAT and NZP jointly develop a concise communications strategy for the BCPP.
 - c. MFAT be more proactively engaged in monitoring the effectiveness of the BCPP. This may include MFAT providing M&E expertise to the BCPP either through MFAT staff or an external provider.
8. MFAT and NZP to commission a review (preferably with expertise from within Bougainville) of awareness activities undertaken by the BPS and supported by the BCPP to: (i) explore in-depth how/where the activities are effective; (ii) the extent to which activities are focusing on behaviour change communication, relevance of messaging and approaches; and (iii) what a schedule of sustainable awareness activities would look like post transition of the management of the auxiliary programme to the BPS.

Appendix A: BCPP Results Diagram

Figure 2 BCPP Results Diagram



Appendix B: Evaluation Methodology

The evaluation was conducted in two phases; a briefing and planning phase, followed by data collection (document review and field work), data analysis and report writing.

Approach

The evaluation is both summative (assessing the extent of progress towards results) and formative (with a particular focus on learning what has underpinned successes and deriving lessons to inform adaptive learning in any future programme).

Consideration of the differential experiences of, and impacts on, men and women was integrated throughout data collection and analysis as much as possible.

Methodology and tools

The evaluation plan put forward a theory-based methodology to test the appropriateness and implementation consistency of the BCPP design as articulated in the Activity Results Framework. It was anticipated a contribution analysis methodology would be used to identify what changes have occurred in professional capabilities and organisational capacity of BPS, and BCPP's contribution to those changes. However, following the document review it became apparent a contribution analysis methodology was unlikely to be feasible as there was insufficient evidence as to the cumulative nature of activities undertaken by BCPP over this current phase. This initial assessment was later confirmed during the consultation phase. The methodology therefore used was a content analysis against the evaluation questions.

This evaluation report synthesises and presents the key lessons related to this phase of BCPP which are identified during the evaluation. Lessons were derived from a review of key documents and stakeholder consultations. Lessons are categorised into themes and documented along with an explanation of the context in which the lesson was made and suggested actions to ensure the lessons are applied in future.

The key tools that guided the evaluation include, among others: the evaluation framework (Table 1); interview guides to support data collection; an online survey of past BCPP advisers; analysis matrices; and NVivo (a qualitative research software) to support the analysis of data collected.

Phase one: briefing and planning

The evaluation team held brief initial discussions with MFAT and NZP on 7 February 2019 to confirm the emphasis of the evaluation, discuss roles and responsibilities and potential risks. More

detailed planning with MFAT, NZP and BPS occurred throughout February to ensure the evaluation focus and process was appropriately supporting decision-making and policy and performance discussions between relevant stakeholders.

Phase two: data collection and analysis

A review of key programme documents and implementation data was undertaken to:

- › Identify expected results and unanticipated effects as reported by BCPP.
- › Identify the professional capacity and organisational capacity standards/expectations (for further clarification during the data collection phase).
- › Provide an overview of contextual factors related to BCPP.
- › Describe the capacity building strategies applied and any challenges experienced.
- › Identify key lessons
- › Inform the lines of enquiry and further sources of information for the data collection phase of the evaluation.
- › Verify and triangulate data collected through the evaluation.

Key documents reviewed included MFAT/NZP policy and strategy documents, BCPP Activity Design Document (including its Results Framework), BCPP progress reports from NZP, MFAT Activity Monitoring Assessments of BCPP, BCPP Steering Committee meeting minutes, surveys, previous reviews and evaluations.

Data collection

The evaluation team collected, analysed and triangulated data through interviews and focus group discussions with identified contacts in Port Moresby, across Bougainville and New Zealand.

Phone and/or face-to-face interviews were conducted with the following stakeholders in New Zealand in late February/early March 2019:

- › MFAT PNG Programme and Activity managers and other relevant MFAT staff
- › New Zealand Police – International Services Group (ISG) staff, BCPP Team Leader and past advisors

The evaluation team travelled to Port Moresby and Bougainville (Arawa, Buin and Buka) from 11 – 22 March 2019. The focus of the field work was:

1. Exploring the extent to which BCPP is achieving its intended outcomes and contributed to: strengthened professional capability and organisational capacity in key policing skills; improved planning, management and delivery of policing services; improved cohesion between Regulars and Auxiliaries, and better community engagement;
2. Assessing how BCPP has delivered on the expectations of key stakeholders;
3. Examining progress and assessing monitoring and evaluation arrangements; and,

4. Understanding possible changes in policing context over next five years.

Data collection and validation during field work included:

- › Meetings with the staff at New Zealand High Commission in Port Moresby.
- › Focus group discussions with BPS. In-depth group discussions were held with 37 BPS officers (9 female/28 male) across three locations:
 - » Buka: 6 regular officers (4 female/2 male). 5 auxiliary officers (1 female/4 male).
 - » Buin: 5 regular officers (1 female/4 male). 4 auxiliary officers (2 female/2 male)
 - » Arawa: 5 male regular officers. 12 auxiliary NCOs (1 female/11 male).

The group discussions with the BPS regular officers centred around the following four questions and a general discussion on their experiences of BCPP support:

1. Describe the assistance you, or your team, has received from BCPP/NZP adviser
2. How has the assistance helped you do your job differently?
3. Is there something BCPP/NZP advisers could have done differently?
4. What kind of role do you think NZP advisers should have in future?

The group discussions with the BPS auxiliary officers were conducted in Tok Pisin and centred around the following three questions and a general discussion on their experiences of BCPP support:

1. What has been your experience as a community auxiliary police to date?
2. What issues do you come across as a community auxiliary police and how do you deal with them?
3. What would one Bougainville Police service look like and how do you see yourselves as auxiliary police under an integrated police service?

- › Semi-structured interviews with BCPP team leader and advisers, Government of Papua New Guinea and Autonomous Bougainville Government (Ministers and officials), Justice Services and Stability for Development Program (JSS4D) team leaders in Bougainville; and non-state actors in Bougainville. Interview guides will steer the semi-structured interviews, which will be conversational in nature. The guides will act as prompts to ensure major topics are explored and will be adjusted throughout the process to pick up new trails of data, where they emerge and test them in subsequent interviews.
- › Meetings with staff of relevant Australian Aid Program funded programs in Port Moresby and Bougainville.

At the conclusion of the field work in Bougainville the evaluation team debriefed BPS and BCPP (Strategic Planning and Development Adviser). Two separate debriefs were conducted with MFAT staff at New Zealand High Commission in Port Moresby and MFAT staff in Wellington.

An online survey was sent to 16 previous advisers, of which 11 responded (5 female/6 male), with five (1 female/4 male) opting for a follow-up phone interview.

Data analysis

Analysis of the data occurred on an ongoing basis during the data collection phase. The evaluation team recorded and tracked major observations, impressions and emergent sense-making of the data during the data collection phase. They set aside time during the in-country consultations to discuss emerging themes and lines of enquiry for further consultation. Where possible emerging themes from interviews were tested in subsequent interviews.

Following the field work, the evaluation team gathered further data through an online survey with previous BCPP advisers and conducted phone interviews with Bougainville stakeholders who were not available to meet in person.

A final analysis of the data was then undertaken against: (i) the key evaluation questions; and, (ii) emerging themes. NVivo (a qualitative research software) was used to code responses from interviews against the key evaluation questions. This helped manage large quantities of interview data and simplify the process for identifying emerging themes and gaps and drawing out findings and lessons.

Reporting

The draft evaluation report was reviewed by MFAT staff and the Evaluation Steering Group. A feedback session was held for members of the Evaluation Steering Group prior to finalisation of the evaluation report.

To support use of the findings and transparency, the evaluation report has been written in anticipation of being widely disseminated among MFAT, NZP, ABG, BPS, Papua New Guinea Government, RPNGC, and all stakeholders consulted during the evaluation.

Communicating Evaluation Findings

Opportunities to discuss and disseminate evaluation key findings, conclusions and recommendations to relevant stakeholders included:

- › Debriefs with the BCPP, BPS and MFAT staff at the conclusion of the in-country consultations.
- › A workshop with MFAT and NZP (following the submission of the draft report) to collaboratively test out the key findings, conclusions and recommendations.
- › A final report, complete with an abstract suitable for publishing on the MFAT website. A one to two-page evaluation fact sheet identifying the evaluation's key findings, recommendations and lessons learned will be produced.

- › MFAT will publish the evaluation plan and report and its management response on its website (along with a management response to the evaluation's findings, conclusions and recommendations).

Table 1 Evaluation framework

Question	Information required	Information source	Collection methods	Analysis
Objective 1: Examine the relevance and effectiveness of the Bougainville Community Policing Programme.				
1. To what extent has the programme been implemented as intended over 2014-18? If not, why not?	Evidence of workplan implementation and progress towards outcomes.	Key BCPP documents: annual work plans, adviser reports, regular progress reporting. Stakeholders: MFAT; NZP; BPS (Executive, Regular and Auxiliary Police); BCPP team leader and advisers (past and present); Autonomous Bougainville Government (Ministers and officials); non-state actors in Bougainville.	MFAT/NZP to provide key documents. Individual and group interviews (face-to-face, telephone). Focus group discussions with BPS personnel.	Document review. Content analysis against the BCPP results framework. Descriptive analysis. Statistical analysis to be determined based on availability and reliability of data sourced
2. To what extent has the BCPP contributed to: o Strengthened professional capability and organisational capacity in key policing skills within the Bougainville Police Service o Improved BPS leadership to effectively plan, manage, and deliver policing services (including investigations, prosecutions, and responding gender-based violence) o Improved Cohesion	Understanding of changed organisational context. Community views on engagement with BPS.	Key documents: BPS documents: Knowledge, Attitudes and Practices survey reports. Strategic and operational plans. BCPP documents: annual work plans, adviser reports, regular progress reporting. Community Perceptions Survey (CPS) Stakeholders: MFAT; NZP; BPS (Executive, Regular and Auxiliary Police); BCPP team leader and advisers (past and present); Autonomous Bougainville Government (Ministers and officials); non-state actors in	BPS approval required for access to KAP survey reports. NZP to provide key BCPP documents. JSS4D approval required for access to CPS report. Individual and group interviews (face-to-face, telephone). Focus group discussions with BPS personnel. Focus group discussions with civil society, non-state actors and select community groups (to be discussed with BCPP).	Content analysis against the professional capacity and organisational capacity standards/expectations. Statistical analysis to be determined based on availability and reliability of data sourced. Content analysis to determine what has changed and extent to which BCPP has contributed to the identified changes (contribution analysis).

Question	Information required	Information source	Collection methods	Analysis
between Regulars and Auxiliaries o Better BPS community engagement.		Bougainville.		
3. To what extent has the BCPP been informed by views of stakeholders and the changing context and adapted its approach accordingly?	Stakeholders perceptions of BCPP relevant and adaptability. Evidence of stakeholder views influencing decision-making.	Stakeholders: MFAT; NZP; BPS (Executive, Regular and Auxiliary Police); BCPP team leader and advisers (past and present); Autonomous Bougainville Government (Ministers and officials); non-state actors in Bougainville. Key documents: programme management documents.	MFAT/NZP to provide key documents. Individual and group interviews (face-to-face, telephone). Focus group discussions with BPS personnel.	Content analysis against evaluation question.
4. To what extent has New Zealand Police presence in Bougainville made a broader contribution to peace and stability in Bougainville?	Perceptions of peace and stability.	Stakeholders: BPS (Executive, Regular and Auxiliary Police); Autonomous Bougainville Government (Ministers and officials); non-state actors in Bougainville. Key documents: CPS	MFAT/NZP to provide key documents. JSS4D approval required for access to CPS report. Individual and group interviews (face-to-face, telephone). Focus group discussions with BPS personnel.	Content analysis to determine what has changed and extent to which BCPP has contributed to the identified changes (contribution analysis).
Objective 2: Assess current BCPP monitoring and evaluation arrangements and key stakeholder needs to make recommendations to improve the quality of future data and reporting.				
5. What improvements could be made to any future data collection and reporting which take into account capabilities and needs?	MFAT, NZP and BPS views on the quality and utility of information/data generated by BCPP.	Stakeholders: MFAT; NZP; BPS (Executive, Regular and Auxiliary Police); BCPP team leader and advisers (past and present); Key BCPP documents: annual work plans, adviser reports, regular progress reporting.	Interviews with MFAT, NZP and BPS (grouped by organisation). Key documents to be provided by MFAT and NZP.	Document review. Content analysis against M&E quality and utility assessment matrix.

Question	Information required	Information source	Collection methods	Analysis
		Documents (minutes) from governance and management committee meetings: Steering Committee; Programme Management Committee; BCPP implementation committee		
Objective 3: Identify lessons learned for a future phase of the Bougainville Community Policing Programme				
6. What improvements could be made to increase programme effectiveness and relevance?	Lessons (and context in which the lesson was made) identified.	Stakeholders: MFAT; NZP; BPS (Executive, Regular and Auxiliary Police); BCPP team leader and advisers (past and present); Key BCPP documents: annual work plans, adviser reports, regular progress reporting.	Interviews with MFAT, NZP and BPS (grouped by organisation). Key documents to be provided by MFAT and NZP.	Discussions with MFAT, NZP and BPS to confirm the lessons that had been captured throughout the data collection phase of the evaluation. Also identify actions to ensure lesson are applied in future.

Appendix C: Stakeholders Consulted

Name	Position	Organisation
Autonomous Bougainville Government (ABG)		
Hon. Raymond Masono	Vice President	
Thomas Lugabai	First Secretary to Minister of Police	
Bruce Tasikul	Senior Provincial Magistrate	
Kearneth Nanei	Secretary	Department of Police, Corrections and Justice
Dennis Kaiu	Acting Secretary	Department of Peace Agreement Implementation
Donna Pearson	Director, District and Community Government Management	Department of Community Government
Peter Kamuai	Buin Executive Manager	
Augustine Barkson	Chair	Arawa Urban Community Government
Genevieve Korokoro	Deputy Chair	Arawa Urban Community Government
Mark Sivutare	Arawa Town Manager	
Bougainville Police Service (BPS)		
Francis Tokura	Deputy Commissioner, Royal Papua New Guinea Constabulary and Chief of Bougainville Police Service	BPS
Superintendent Joanne Clarkson	Assistant Commissioner of Police	BPS
Chief Inspector James Pias		BPS
Chief Sergeant Emmart Tsimes	Regional Commander Southern	BPS
Chief Sergeant Herman Birengka	Regional Commander Central	BPS
Sergeant Joyce Tseraha	Police Station Commander, Buka	BPS
Senior Sergeant Lynn Bomai	Police Station Commander, Arawa	BPS
Alex Rogkonu	OIC Community Policing	BPS
Damian Kokorus	Community Auxiliary Police NCO - Buka	BPS
McLean Kaleva	Community Auxiliary Police NCO – Arawa	BPS
Lawrence Ampa	Community Auxiliary Police NCO - Buin	BPS
New Zealand Police (NZP)		
Steve Dunn	Manager: Overseas Assistance Programmes	International Services Group
Deborah Scott	Overseas Programme Officer	International Services Group
Mariska Kecskemeti-Zhu	Team Leader: Monitoring & Evaluation International Strategy & Planning	International Services Group
Steve Kose	Team Leader, Buka	BCPP

Name	Position	Organisation
Leah Everest	Strategic Planning and Development Adviser	BCPP
Les Paterson	Former Team Leader	BCPP
Tracy Anderson	Former Strategic Planning and Development Adviser	BCPP
Catriona McLeod	Former Adviser, Buka	BCPP
Dave Campbell	Former Adviser/Senior Adviser, Arawa	BCPP
Adrian Kerin	Former Senior Adviser, Arawa	BCPP
Ian Campion	Former Senior Adviser, Buka	BCPP
Paul Gray	Former Adviser, Buka	BCPP
Gabby Nankin	BCPP Executive Officer	BCPP
Carol Penevi	CAP Office Manager	BCPP
Nigel Holi	CAP Office Assistant	BCPP
Craig Thorne	Senior Adviser, Arawa/Buin	BCPP
Jacob Wilson	Adviser, Buka	BCPP
Claire Haunuki	Adviser, Buka	BCPP
Mark Graham	Senior Adviser, Buka	BCPP
David Christoffersen	Senior Adviser, Buin	BCPP
Kelly Brown	Adviser, Buin	BCPP
Brendan Ngata	Adviser, Buin	BCPP
Paul Tricklebank	Senior Adviser, Arawa	BCPP
Karen Murphy	Adviser, Arawa	BCPP
Owen Arapai	Adviser, Arawa	BCPP
New Zealand Ministry of Foreign Affairs and Trade (MFAT)		
John Capper	Divisional Manager, Pacific Bilateral – Melanesia and Micronesia Division	Pacific and Development Group
Nicci Simmonds	Unit Manager – Papua New Guinea, Solomon Islands and Nauru	Pacific and Development Group
Marni Gilbert	Development Officer – Papua New Guinea and Nauru	Pacific and Development Group
Kathleen Pearce	Former Development Counsellor	New Zealand High Commission Port Moresby
Chesna Cocker	Acting High Commissioner	New Zealand High Commission Port Moresby
Davene Vroom	Development Counsellor	New Zealand High Commission Port Moresby
Alicia Kotsapas	First Secretary, Development	New Zealand High Commission Port Moresby
Michelle Kopi	Development Programme Coordinator	New Zealand High Commission Port Moresby
Autonomous Region of Bougainville (ARB) civil society and non-state actors		

Name	Position	Organisation
Helen Hakena	Founder	Leitana Nehan Women's Development Agency
Grayleen Peter	Shelter coordinator	Leitana Nehan Women's Development Agency
Rachel Tsien	President	Bougainville Women's Federation
Judith Oliver	Executive Officer	Bougainville Women's Federation
Laura Ampa		Meri Seif Haus, Buin
Magdalene Toroansi		Nasioi Peacebuilding Association
John Becks		Central Bougainville SME
Sister Lorraine Garasu	Founder	Nazareth Centre for Rehabilitation
Australian Government Department of Foreign Affairs and Trade (DFAT) and Australian Aid Program		
Gina Wilson	Counsellor, Development Cooperation Law and Justice	Australian High Commission Port Moresby
Edwina Kotoisuva	Team Leader	Justice Services and Stability for Development (JSS4D)
Bill Lawrie	Deputy Team Leader, Community Safety	JSS4D
Pat Palmer	Team Leader - Buka	JSS4D
Luke Clancy	Law & Justice Adviser	JSS4D
Adrian Nessel	Police Adviser	JSS4D
Pauline Webb	Community Government Adviser	JSS4D
Paul Bedggood	Team Leader - Buka	Bougainville Partnerships

Appendix D: Assessment of Output Implementation

NZP has the primary responsibility for the implementation of all BCPP components and for the financial management of all funding provided under the Memorandum of Understanding. The status of implementation against the expectations and requirements of each output is summarised in the tables below.



Implemented as intended










Some implementation evident















Minimal or no implementation

Table 2 Assessment of output implementation

Expectation/requirement	Comment	Status
Output 1: Leadership and management development (BPS and CAPs)		
Provide accompaniment, mentoring and on-the-job training for mid-level managers by modelling professionalism and best practice.	Mentoring and accompaniment is being provided by advisers. The time spent on mentoring BPS regular officers varied across the adviser cohort but is on average 30 – 50 per cent of an adviser's deployment.	
Review mid-level management approaches and systems with a focus on training needs for managers of specialist services (community policing, prosecutions/investigations, and corporate services).	Leadership and management systems have not been reviewed. Some individual adviser's recommendations have been made to individuals with support from those individual advisors to implement recommendations (the intent of this output though is on).	
Develop a competency-based BPS-internal Police Leadership Development Programme (PLDP).	A competency-based learning development programme does not appear to have been developed	
Facilitate leadership development opportunities including learning exchanges to NZ and within Melanesia.	Leadership development opportunities have been given to the Chief of BPS although there is no programmatic or learning focus to these. A learning exchange was undertaken in the early years of the programme although no structured support was undertaken to follow up on this and no one in the current team was able to talk to this with any authority.	
Assist BPS Leadership to adapt the Royal Papua New Guinea Constabulary (RPNGC) Police Commissioner's Standing Orders.	The has been no support to the adaption of the RPNGC standing orders.	

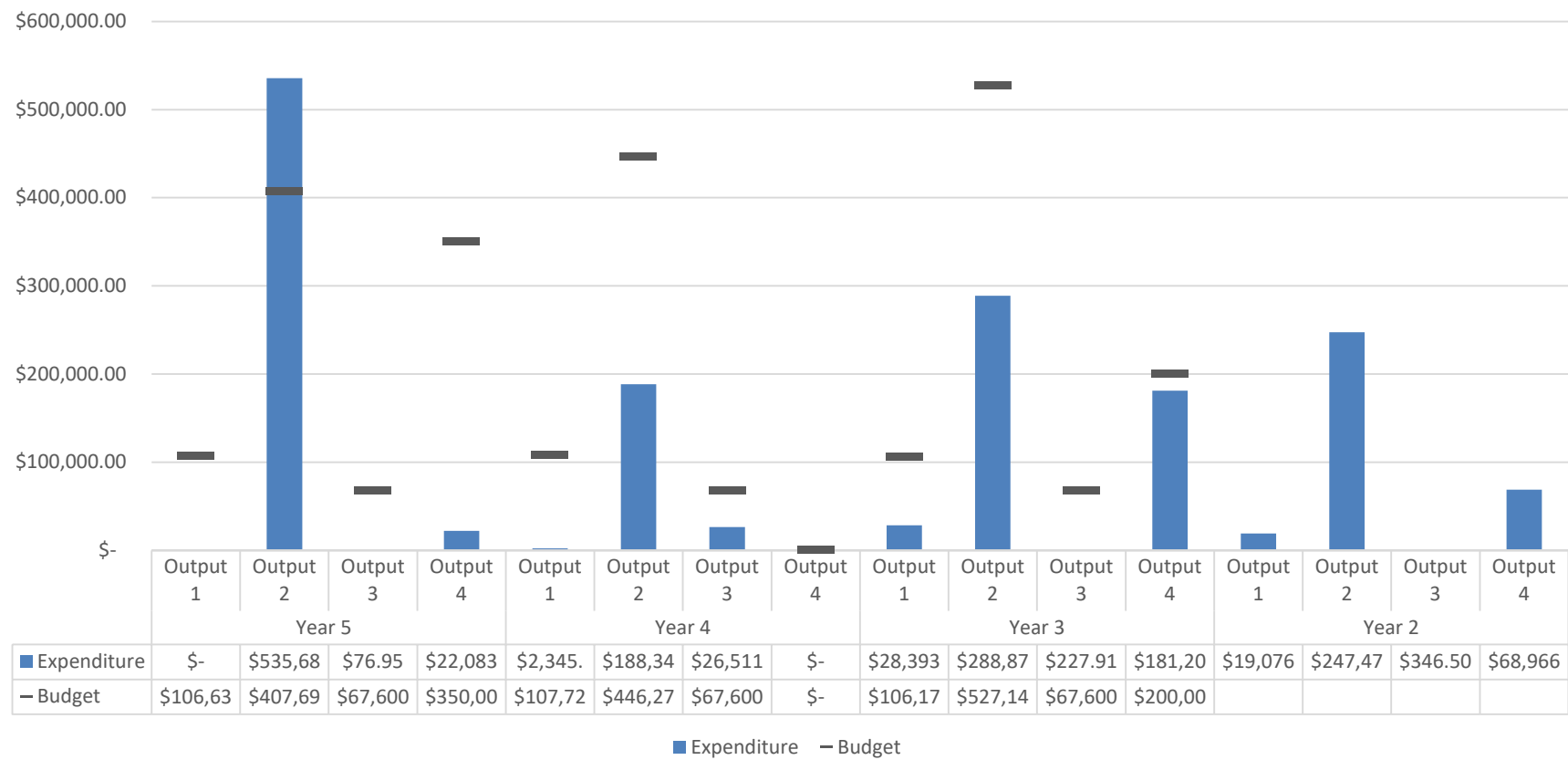
Support the development of funding proposals to acquire necessary resourcing for the BPS.	BCPP/MFAT engaged with ABG to take on allowances was provided, and this was seen a major success of BCPP in this phase. There were no examples outside of this in supporting engagement. Resourcing support including to the GIF (now Bougainville Partnerships) as lessons learned provided in the design was not taken up.	
Output 2: Specialist police training and mentoring (community policing, prosecution/investigations and corporate services).		
Provide accompaniment, mentoring and on-the-job training for mid-level managers by modelling professionalism and best practice.	Mentoring and accompaniment is being provided by advisers. The time spent on mentoring BPS regular officers varied across the adviser cohort but is on average 30 – 50 per cent of an adviser's deployment.	
Review mid-level management approaches and systems with a focus on training needs for managers of specialist services (community policing, prosecutions/investigations, and corporate services).	Leadership and management systems have not been reviewed, although through individual adviser's recommendations have been made to individuals with support from those individual advisors to implement recommendations.	
Develop a competency-based BPS-internal Police Development Programme (PDP), targeting mid-level management of specialist areas	A competency-based learning development programme does not appear to have been developed	
Facilitate management development opportunities including a study tour to New Zealand	Leadership development opportunities have been given to the Chief of BPS although there is no programmatic or learning focus to these. A learning exchange was undertaken in the early years of the programme although no structured support was undertaken to follow up on this and no one in the current team was able to talk to this with any authority.	
Provide training and mentoring support at new recruit and in-service levels to increase competencies in core policing skills (community policing, prosecutions/investigations, evidence collections, report writing) and corporate services	Some training has been provided to increase competencies in areas such as driver training and addressing FSV. A comprehensive training package based on a needs assessment did not form part of the BCPP.	
Maintain training and logistical support of the CAPs programme.	Maintaining of training and logistical support to the CAP programme has occurred.	
Output 3: Community engagement and security planning (Community Safety Fund and CAPs)		

Establish a competency-based CAPs Transition Plan and build capacities within the BPS to meet CAPs programme management competency benchmarks.	A transition framework (one-page diagram) has been developed. No competency-based CAPs transition Plan was sighted.	
Assist BPS officers to conduct community visits and facilitate dialogue about community safety solutions.	BPS regulars have been supported to undertake community visits and undertake awareness on specific issues in a community. Facilitation of community dialogue on community safety is less evident and no consistent evidence has been seen of structured community dialogue.	
Finalise arrangements relating to the establishment of a Community Safety Fund (CSF), its administration procedures, principles, and accountability procedures.	A terms of reference for the CSF was developed.	
Trial the CSF to support the planning and implementation of community safety initiatives.	Funding was approved for one CSF grant. There was no review/lessons learned and the activity stopped at the exit of the adviser.	
Conduct a BPS community engagement study visit to New Zealand.	A BPS community engagement study tour was not undertaken.	
Provide community policing training and mentoring support as part of new recruit and in-service training, including prevention and response to domestic violence as an integral part of the training programme.	Community policing training and in-service training for new recruits has occurred on a regular basis. This has included prevention and response to domestic violence.	
Provide training and mentoring support to improve knowledge, attitudes, and police practices in relation to domestic violence and engage with Communities to encourage and support better reporting of domestic violence.	Training and supporting of police to improve KAP of police practices in FSV has been provided. Awareness activities with communities have included encouragement and support for reporting domestic violence.	
Output 4: Training and mentoring on information collection and analysis		
Review BPS internal and external reporting systems and processes, make recommendations for improvements and support the implementation of the recommendations. Including, but not limited to, crime incidence reporting, CAPS reporting to BPS, and internal reporting systems in specialist areas (i.e. professional conduct, investigations and prosecutions).	BCPP advisers have spent time assisting stations with their occurrence books.	

Conduct baseline and follow up surveys, specifically the BPS self-perception survey (Years 1 and 5), Community Perception Survey (Years 1 and 5) and Annual Crime Incidence Surveys.	JSS4D conducted a community perception survey in 2018 and shared results with NZP negating the need for NZP to complete this activity. BPS 2016 KAP completed. BPS 2018 KAP completed – results not shared with BPS.	
Provide training and mentoring on developing and utilising quality information systems and on drafting evidence-based budget submissions and funding proposals to donors.	Nil activity noted.	
Contribute towards improved data collection, analysis and internal reporting across all specialist areas and corporate services, and collation of crime statistics and improved results reporting.	Progress reports note Crime statistics database in Arawa no longer in use.	
Contribute towards the emergence of a more accurate picture of crime incidence and type and ways that BPS and CAPs can respond.	The 2016 crime incidence and community perceptions survey was completed.	

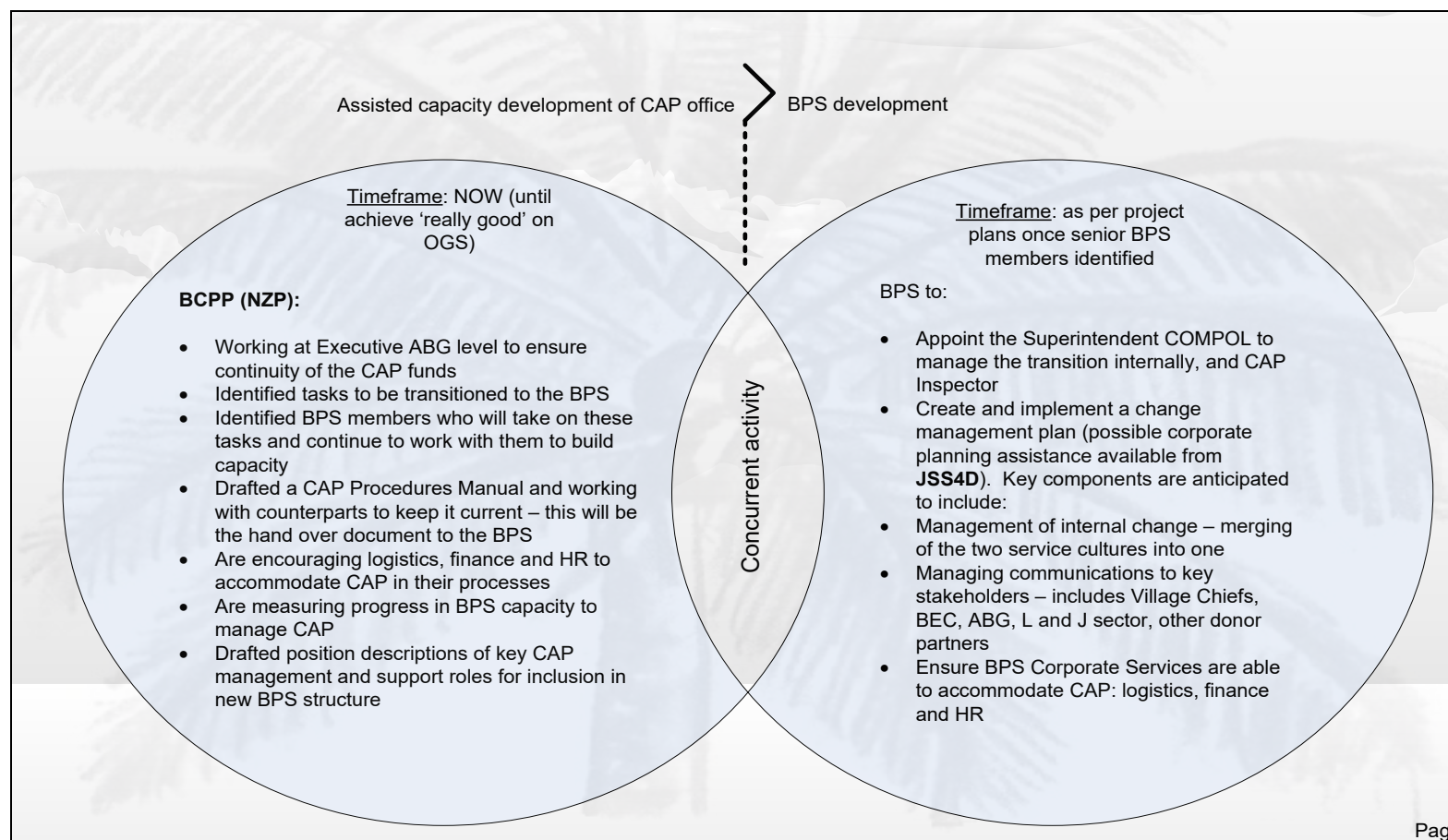
Appendix E: Expenditure Summary

Figure 3 Activity Costs, Years 2-5: expenditure compared with budget



Appendix F: Community Auxiliary Police Programme Transition Diagram

Figure 4 Key activities and responsibility for components of community auxiliary police programme transition



Appendix G: Organisational Growth Scale

Figure 5 Organisational Growth Scale: Adviser to Counterpart

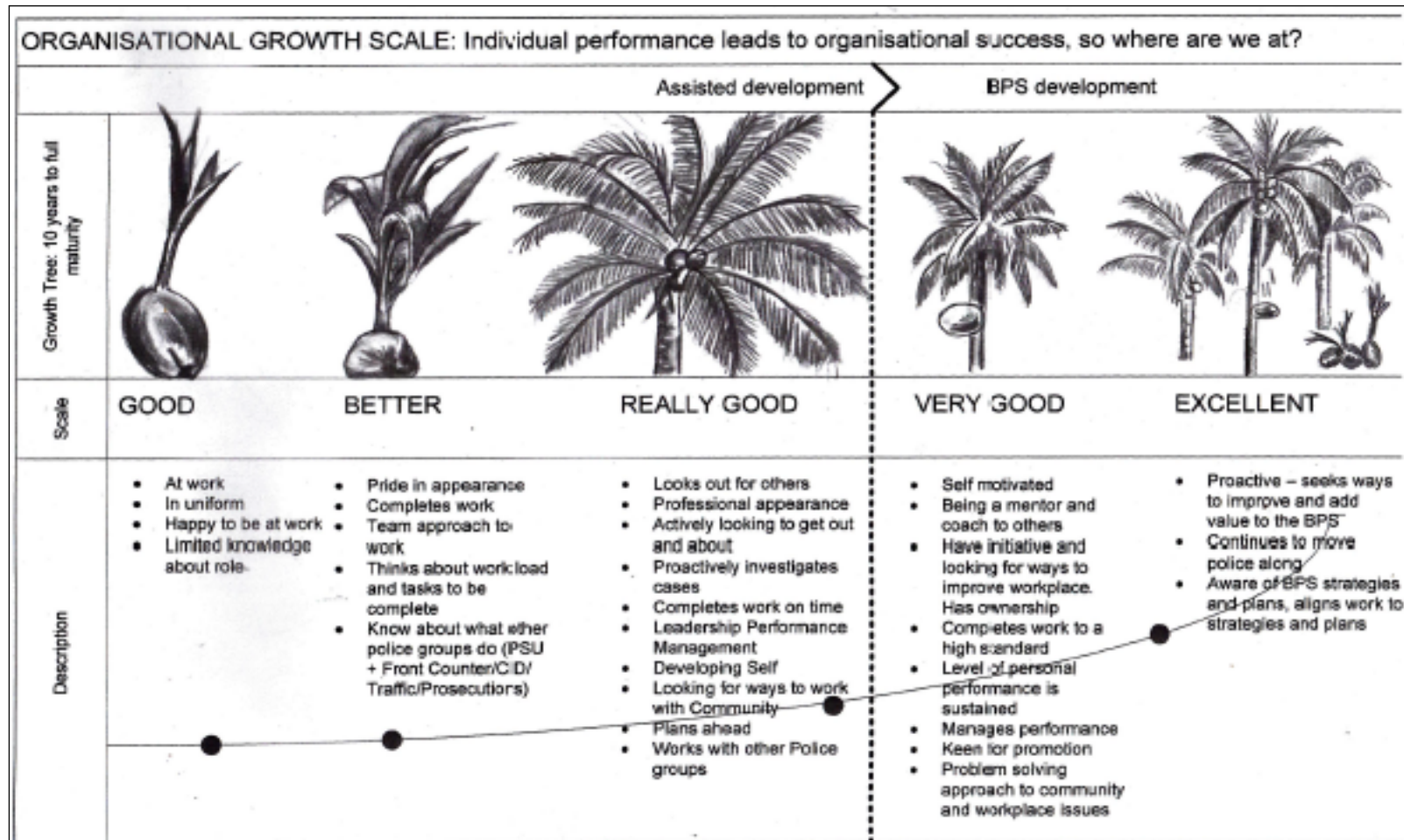
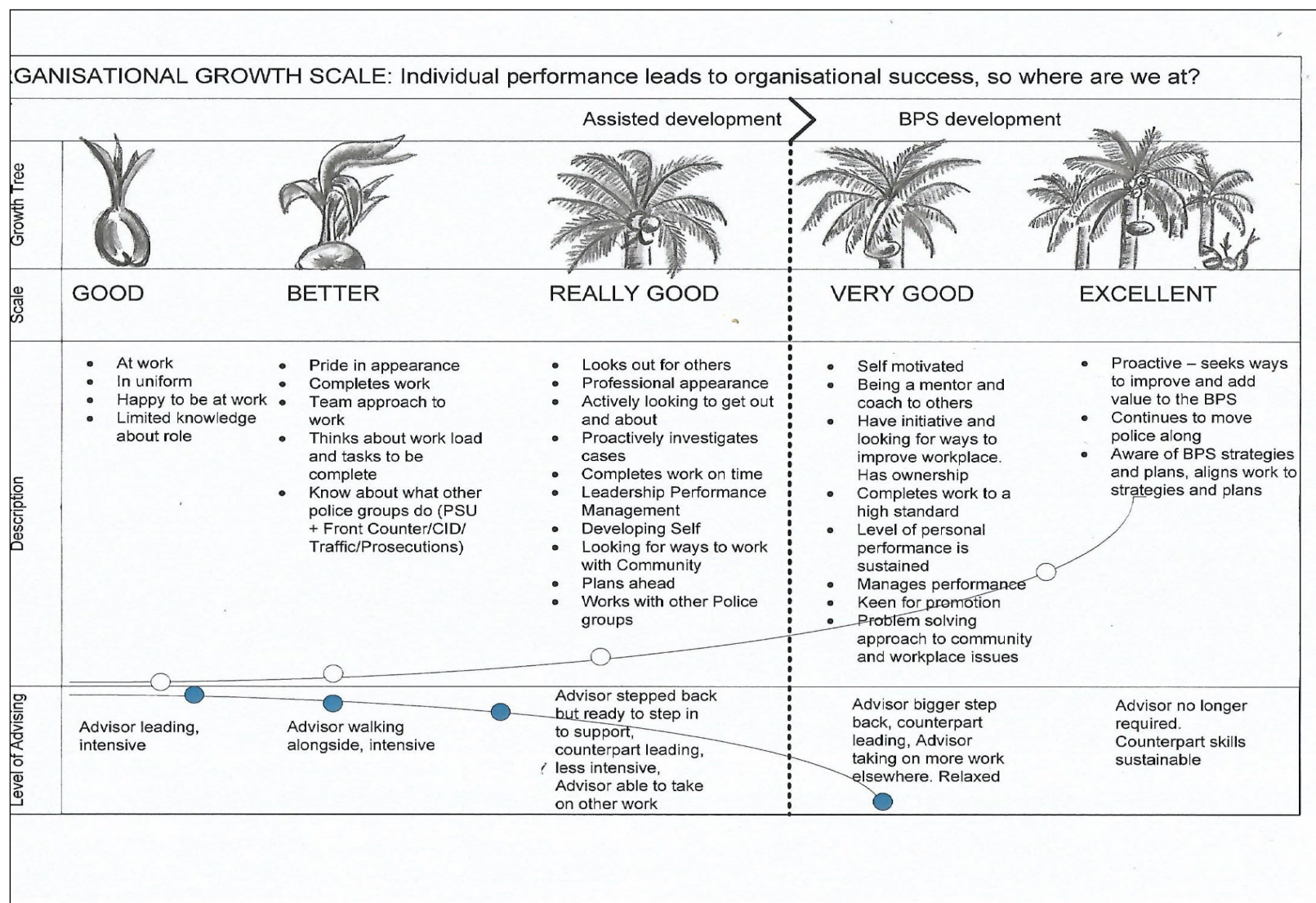


Figure 6 Organisational Growth Scale: Adviser to Adviser



Appendix H: Lessons learned

The purpose of this appendix is to synthesis and present the key lessons identified during the evaluation. It is intended to be a supporting document for the design of a next phase of the BCPP. MFAT, BPS and NZP are encouraged to add to this document.

The lessons are derived from a review of key documents and stakeholder interviews during the evaluation. It is anticipated the lessons will be discussed at the evaluation report feedback session with MFAT and NZP.

The lessons are categorised into three themes: strategic; design and implementation. The tables below provide analysis of the lessons. An effort is made to explain the context in which the lesson was made and identify actions that are necessary to ensure the lessons are applied.

Strategic

Lesson	The multiple roles undertaken by NZP in ARB may be detracting from a dedicated focus on effective programme delivery and supporting improvements in BPS performance. Clearly defining, and where appropriate separately resourcing, the agreed functions to be provided by NZP could be helpful.
Context	<p>NZP officers have been performing roles in addition to the management and implementation of the BCPP. For example: logistical and security support for MFAT and others in the international donor community; security contact point for volunteer programmes such as Volunteer Services Abroad; and, a source of security-related information. While these were noted as valued and appreciated services to the international community, and good for raising New Zealand's profile in the ARB, it is possible these activities may come at an opportunity cost for a dedicated focus on effective programme delivery and supporting improvements in BPS performance.</p> <p>Defining and separating foreign affairs representation, wider NZ government aid program engagement/ representation, peacebuilding and police liaison and representation under the BPA, and support to civil society and other New Zealand citizens will allow NZP to undertake the work the ABG has requested MFAT and which NZP is contracted to deliver.</p>
Application	MFAT lead a process of defining strategic roles and responsibilities for MFAT and NZP in ARB. This could be included in phase 6 design and monitored through on-going coordination processes.
Lesson	Dialogue between MFAT, NZP, BPS and ABG on how the BCPP can contribute to greater community confidence in, and legitimacy of, the BPS would be beneficial to a future NZP/BPS partnership.

Context	<p>There is a strong desire across all stakeholders for the BPS to be seen as a capable organisation, delivering policing services to the people of Bougainville.</p> <p>BPS visibility in communities, linked to community safety dialogue, is key to building confidence, as is being seen to be responding to major crime incidents.</p>
Application	MFAT and NZP progress opportunities for dialogue with the BPS and ABG in the coming months.
Design	
Lesson	International and NZP experience of organisational development good practice can assist a future phase of BCPP to better support BPS organisational needs.
Context	<p>International best-practice tells us that police capacity-building and development is a long-term effort that must reach all levels of an institution, from individual police personnel, to groups or units of individuals within an organisation and whole institutions.</p> <p>Organisational challenges faced by BPS were described as covering a range of areas, including staff vacancies, leadership and supervision, lack of resources, staff disciplinary issues. This phase of BCPP has been limited in the kinds of support it offers to assist BPS address these challenges/constraints across all levels of the organisation.</p> <p>BCPP processes to date have not supported a programmatic approach to collaborative planning, implementation and monitoring.</p> <p>NZP has internal expertise related to lessons learned from delivering organisational development programmes in other countries. These lessons, and how to apply them, could usefully inform the design of a future phase of support.</p>
Application	The design for a future phase of the BCPP to include a considered, consistent programmatic approach from strategic direction, coordination through to work plan development and implementation.
Lesson	High-performing advisers with strong interpersonal and development skills need to be enabled to do their advisory role to the best of their ability.
Context	Clear organisational development frameworks and strategies are required to ensure consistency and continuity between advisers, particularly when they have limited deployment durations in which to develop good relationships and contribute to sustained change. The current phase of the BCPP did not have such frameworks and

	strategies. As a result, a common experience of advisers during phase 5 was to feel like they were 'reinventing the wheel'.
Application	The design for a future phase include clear guidance on expectations that programmatic delivery is based on sound organisational development frameworks agreed with the BPS. This may require technical expertise, additional to NZP resources, to assist.
Lesson	A detailed review of the financial sustainability and management arrangements of the community auxiliary policing programme will aid the transition process.
Context	<p>The BCPP has directed significant funds and advisory support into the community auxiliary policing programme management and administration, including an annual contribution for auxiliary officer allowances, funds for transport, uniforms, training, fuel/sports equipment for awareness activities.</p> <p>Evaluation feedback included questions over the community auxiliary policing programme systems working in parallel to BPS, of community approaches not being updated to current context, of core approaches such as transport reimbursement at a scale and methodology that are unsustainable and overall affordability of the program for BPS.</p> <p>Provides opportunities to relaunch the cohesion process between auxiliaries and regulars</p> <p>Opportunity to address risks that have developed in the CAPS program including retirement, recruitment, decision making, behaviour of auxiliaries, gender and diversity approaches,</p>
Application	<p>NZP to provide financial information on funding to the community auxiliary policing programme over this current phase to inform discussion with the BPS and ABG about the on-going sustainability of the community auxiliary policing programme as it is currently implemented.</p> <p>MFAT and NZP to agree on a process with the BPS for a detailed review of the financial sustainability and management arrangements of the community auxiliary policing programme.</p> <p>MFAT and NZP to engage with ABG and BPS on the transition of the auxiliary community policing programme.</p> <p>The design of a future phase of the BCPP consider a multi-stakeholder transition plan (with clear monitoring arrangements) including RPNGC, BPS, ABG, BCPP and other law and justice sector agencies.</p>

Lesson	The next phase of the BCPP would benefit from being implemented under a long-term vision rather than as a 'standalone' five-year project.
Context	<p>The current phase of the BCPP has effectively been an annual cycle of support provided over five years, rather than a programme implemented in line with a long-term vision.</p> <p>Short term NZP advisor, or BPS auxiliaries or regulars have no connection to a longer-term transition or a wider organizational development process</p>
Application	<p>The design of a future phase of the BCPP be placed within in a longer-term approach. This would give increased clarity to implementors and project beneficiaries on where the phase is contributing on a timeline of 10 years+ of New Zealand support to policing in ARB.</p>
Implementation	
Lesson	A variety of skills are needed in an advisory team to effectively implement a capability development programme in a policing organisation.
Context	<p>NZP deployment criteria focuses on generalist policing skills, not on the full range of skills sets required. These skills sets include, but are not limited to: strategic planning, M&E, change management/organisational development, team leadership, HR / financial management skills, generalist and specialist policing skills. NZP support is limited by its inability to recruit externally.</p> <p>International expertise should also complement a BCPP program that has a mixture of internationally recruited expertise, locally recruited expertise and NZP recruited expertise. Regular use of specialist inputs can be considered when linked with wider program planning</p> <p>Internationally recruited specialist in gender equality/ GBV and in behaviour change communication</p>
Application	<p>MFAT utilise additional modalities to source these skills sets. For example, direct recruitment of advisers, expanded locally-engaged team, and/or a managing contractor to source skilled advisers on MFAT's behalf.</p>
Lesson	Policing in Bougainville requires a multi-stakeholder and sector-wide approach to community engagement

Context	Progress across the government and within law and justice sector is focused on developing cohesion and inclusivity across the ABG. Such ways of working will require new types of programming skills in BCPP in supporting auxiliary and regular police approaches to working in communities. Engagement and support from wider law and justice networks will help ensure international and Bougainville best practice.
Application	The design of a future phase of the BCPP be an inclusive/staged design process which utilises a wide range of skills, experience and expertise.
Lesson	Community awareness activities can go beyond their current focus to engage systematically in community safety dialogue to enhance community safety outcomes
Context	Stakeholders in the law and justice sector are looking to BPS for increased engagement in law and justice processes. There is enthusiasm across the sector for all stakeholders to take a co-ordinated approach to supporting community safety. ABG systems and processes into which BPS can contribute are developing. For example, community government structures and ward planning.
Application	<p>The design of a future phase of policing support to Bougainville consider how BPS could be supported to engage systematically in community safety dialogue.</p> <p>Review awareness program design and implementation in conjunction with law and justice stakeholders to move awareness away from a policing activity to that of contribution towards a coordinated community safety approach.</p>

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