



# Women Peace Building Initiatives (WPBI)

## Final Report

December 14, 2015

Period of Performance: September 30<sup>th</sup>, 2013-September 29<sup>th</sup>, 2015

---

**Submitted To:** USAID/Philippines

**Associate Cooperative Agreement:** AID-492-LA-13-00001  
**LWA Cooperative Agreement Number:** DFD-A-00-09-00141-00

**Grantee:** Counterpart International

**Contact:** Belma Ejupovic, Vice President, Programs  
Email: [bejupovic@counterpart.org](mailto:bejupovic@counterpart.org)

2345 Crystal Drive, Suite 301

Arlington, VA 22202  
Tel: 571-447-5700  
Fax: 703-412-5035

## Table of Contents

- I. **Executive Summary**
- II. **Program Description and Activities**
  - Description of Activities
  - Significance of Activities
- III. **Program Methodologies**
  - Methods of Assistance
  - Pros and Cons of These Methods
- IV. **Program Results and Indicators**
  - Life-of-Project Results
  - How Indicators Illustrate Project Impact
- V. **Program Accomplishments**
  - Accomplishments and Unmet Targets
  - Institutions Created and Expected Future Activities
  - Host Country and International Organizations; Leveraging Assistance
- VI. **Issues, Challenges, and Lessons Learned**
  - Issues and Problems
  - Lessons Learned and Recommendations
- VII. **Annexes**
  - Contacts: Host Country & International Organizations
  - Documents: Reports and Information Products
  - Finances: Budget and Disbursement Activity

## **I. Executive Summary**

Counterpart International's USAID-funded Women's Peace Building Initiative (WPBI) project, valued at \$1.5 million, was introduced in October 2013 in the Autonomous Region of Bougainville (ARB), Papua New Guinea. The overall goal of the two-year WPBI project was to help the ARB to achieve sustainable peace, security, and development by building the capacity of women as effective change agents, and by assisting the ARB to implement its National Action Plan on Women, Peace, and Security (ARB-NAP). To support this goal, WPBI had two objectives: to help ex-combatant civilians, particularly women and youth, to overcome trauma caused by the Bougainville conflict; and to build the organizational capacity and leadership skills of women's organizations to enable them to enhance and implement the ARB-NAP and prevent domestic and sexual violence against women and protect women survivors.

By the end-of-project, WPBI's six partner CSOs succeeded in, among other things: (i) Providing trauma counseling services to 1,841 individuals, of which 501 were specifically affected by gender-based violence; (ii) Reaching 391,552 individuals with messages raising awareness on promoting gender equality, preventing gender-based violence and/or on the topic areas of the ARB-NAP; (iii) Engaging 24 key women leaders to play substantive roles in peace-building activities; and (iv) Increasing awareness of Bougainville's GBV and trauma counseling services. To support WPBI's partners, Counterpart approved \$288,641 in grant funds (through Fixed Obligation Grants [FOGS]) and provided extensive capacity building, training, and technical assistance. In addition, the project played an important role in the development of two key networks aimed at improving joint planning and coordination between the members of the Women, Peace, and Security Technical Working Group (WPS-TWG), and the Family and Sexual Violence Support Working Group (FSS-WG).

Key challenges confronted during the life-of-project included: (i) Very low to moderate levels of organizational capacity on the part of local CSOs in Bougainville; (ii) Nonexistent to very limited experience on partners' behalf in managing grants; (iii) Extensive problems in registering subgrantees in the U.S. Government Sub-Award Management System (SAM); (iv) Infrastructure-related issues related to poor Internet connectivity and mobile communications; and (v) Disruptive scheduling issues in May-June 2015 linked to the demands of the presidential and parliamentary election process on the time of many of WPBI's partners. In response to these issues, Counterpart invested a significant amount of time, energy and effort in its training and technical assistance of its partners; developed a variety of contingency plans to be in a position to respond to predictable and unexpected developments; and scheduled activities as best as possible around the 2015 election season.

Moving forward, WPBI's partners are well positioned to continue in their efforts to advance the Women, Peace, and Security agenda. Their organizational and technical capacity has increased (by an average of 37% overall), and their grant management capabilities have been significantly improved based on their experience with FOGS through WPBI funding. In addition, the program's partners have or will develop key partnerships with important local and international organizations (e.g., Nazareth Rehabilitation Center [NRC]; Papua New Guinea Law and Justice

Program [PALJP]; Plan Australia [PLAN]; UN Women [UNW]) due in good measure to the success and exposure resulting from their association with Counterpart’s WPBI program.

## II. Program Description and Significance of Activities

### *Description of Activities*

Bougainville’s post-conflict social and economic development has been seriously hindered by problems linked to excessive gender-based violence, limited education and literacy rates, inadequate law enforcement and health-care infrastructure, and a civil society characterized by too few local organizations capable of assisting the region’s most vulnerable populations in a comprehensible, sustainable manner.

Within this context, Counterpart International—with the support of the U.S. Agency for International Development’s (USAID) Women, Peace, and Security Incentive Fund—designed an integrated program, including subgrants, aimed at assisting women-led organizations well positioned to affect the provision of critical services positively. The targeted focus-areas included gender-based violence-related support services; mental health and trauma counseling; and advocacy and awareness activities aiming to raise the profile of the goals, objectives, and activities of the National Action Plan for Women, Peace, and Security (NAP-WPS).

To enhance the sustainability of the Women Peace Building Initiatives Program, Counterpart implemented several methods to position its partners for continued success following the end of the award. Counterpart provided intensive, individualized training and technical assistance to assist with the organizational development of each local partner, better preparing them for future work with international donors. In addition, WPBI supported the work of three local networks dedicated to the women, peace and security agenda, family and sexual violence prevention and support, and mental health and trauma counseling. Finally, the program leveraged USAID assistance through efforts to promote linkages between WPBI’s partners with key international organizations, such as Australia’s Department of Foreign Affairs and Trade (DFAT), UN Women (UNW), UN Development Program (UNDP), the DFAT-supported Papua New Guinea Law and Justice Program (PALJP), and Plan International Australia.

Please refer below to WPBI’s Program Framework, which details the project’s link to USAID’s Strategic Objective 2, Goal, Objectives, Activity Areas, and Results Indicators.

**Table 1: Program Framework**

<b>Women Peace Building Initiatives Program (WPBI): Program Framework</b>
<i>USAID Strategic Objective 2: Governing Justly and Democratically</i> Program Area 2.4 Civil Society Program Element 2.4.1 Civic Participation Sub-Element 2.4.1.2 Civil Society Capacity for Democratic Processes
<i>WPBI Goal: Help the ARB to achieve sustainable peace, security and development by (1) building the capacity of women as effective change agents; and (2) assisting ARB to implement its National Action Plan on Women, Peace and Security (ARB-NAP).</i>
<i>WPBI Objectives:</i>

<p>a. Help both ex-combatants and civilians, particularly women and youth, to overcome the trauma caused by the conflict;</p> <p>b. Build the organizational capacity and leadership skills of women’s organizations to enable them to enhance and implement the ARB-NAP, and prevent domestic and sexual violence against women and protect women survivors.</p>	
Activity Areas	Results Indicators
<p>1. <i>Strengthen</i> and assist women CSOs to enable them to offer the following services: quality trauma counseling services; and integrated services (including prevention initiatives) for women survivors of domestic and sexual violence.</p>	<p>1.1 Strengthen up to seven (7) women’s CSOs’ organizational and technical capacities</p> <p>1.2 Twenty-five thousand (25,000) people receive messaging on preventing gender-based violence</p> <p>1.3 One thousand (1,000) women survivors of domestic/sexual violence receive treatment, counseling or support</p>
<p>2. <i>Assist</i> women’s organizations to enhance and enforce implementation of the ARB-NAP, jointly with the PNG/ARB governance structures at the local (ARB) and national (PNG) levels in order to generate support</p>	<p>2.1 Up to seven (7) CSOs participate in advocacy and/or legislative efforts to support ARB-NAP awareness and implementation</p> <p>2.2 Two laws, policies or procedures drafted, proposed or adopted to promote gender equality as outlined in the ARB-NAP</p>
<p>3. <i>Advocate</i> for pro-women policy and increased awareness of ARB-NAP and corresponding services provided by women CSOs</p>	<p>3.1 Proportion of target population reporting increased agreement with the concept that males and females should have equal access to social, economic and political opportunities.</p> <p>3.2 Two (2) advocacy campaigns on ARB-NAP priorities.</p>

**Component 1:** Strengthen and Assist Women’s CSOs to Provide Quality Trauma Counseling and Prevention and Support Services for Survivors of Domestic and Sexual Violence

Counterpart’s multifaceted approach to developing, improving and strengthening its CSO partners included organizational development support and project funds provided through subgrant mechanisms; in this case, via Fixed Obligation Grants (FOGS). With respect to Organizational Development (OD) services, Counterpart conducted three participatory OD assessments with each of the project’s six partners, to measure baseline, midterm, and final development progress. Each assessment measured the status of a CSO with respect to its stage of development vis-à-vis criteria in each of Counterpart’s key functional business areas: Leadership and Strategic Management; Program Management and Quality Control; Accounting and Financial Management; Financial Sustainability; Human and Material Resources; and External Relations and Communications. The quantitative information collected from these assessments, which included conversations with key organizational staff and document reviews, facilitated an analysis of each organization’s strengths and weaknesses; areas in need of targeted training and technical assistance activities; and progress from one stage to the other. Based on the baseline assessments, OD Action Plans were developed to prioritize each partner’s OD goals and guide the partner and Counterpart on what areas to concentrate on and which types of assistance were most needed and valued. Throughout the implementation period, in addition to their technically-focused, grant-funded activities, the partners worked with dedicated OD budgets (a requirement for receiving a WPBI subgrant) to implement their OD Action Plans and achieve the goals that they set. By the end of project, each partner received copies of its final

assessment scores and reports, which included comments and recommendations from the WPBI team on areas of focus and improvement moving forward.

To support the ability of CSOs to provide quality trauma counseling services, WPBI awarded two subgrants to organizations supporting these services. The two WPBI subgrantees that focused on Mental Health and Trauma Counseling included the Family Support Center (FSC) and the Leitana Nehan Women's Development Agency (LNWDA).

WPBI approved a \$40,000 subgrant to the Family Support Center (FSC) to support its project entitled "Establishment of Comprehensive Community-Based Mental Health Services." FSC's project goal was to "expand mental health and trauma counseling services to underserved areas and meet the grave need for these services." The project objectives included enabling community health workers to provide comprehensive mental illness case management to communities, including counseling and treatment, and using networks of ex-combatants and women's organizations to mobilize and sensitize families in underserved communities to the issue of mental illness and the availability of mental health services. FSC's key project activities included a 5-day workshop, facilitated by a Psychiatric Doctor from Port Moresby, on mental health and trauma counseling for Community Health Workers (CHW). The CHWs in attendance represented North, Central, and South Bougainville, and they learned about identifying and treating common symptoms of minor mental illness, potential causes and effects of mental disorders, and managing symptoms. FSC also provided technical assistance visits to each CHW's health clinic to follow up on the skills learned during the workshop and assist the workers with the practical application of those skills. In addition, the subgrantee conducted mental health public awareness sessions for the local communities linked to the health clinics served by the training activities, including where they could seek assistance and treatment.

LNWDA's subgrant from Counterpart, also valued at \$40,000, was entitled "Strengthening Communities for Peace through Counseling." This project's goal was to "promote justice, peace, gender equality, and community empowerment in Bougainville" by providing core trauma counseling services, welfare and referral services, raising awareness of domestic violence issues, human rights, and gender equity, and advocacy work. With their grant funding, LNWDA aimed to expand its services, which include trauma counseling and GBV support and referral services, to more remote districts. In addition, the organization wanted to improve its ability to work with men and conduct training-of-trainers for its District Counselors so that they could serve as trainers on mental health and GBV in addition to providing their counseling services. LNWDA's core activities consisted of the provision of trauma counseling services on a variety of topics, as needed by their patients, including counseling for victims of family and sexual violence (FSV) and/or gender-based violence (GBV). In addition, LNWDA developed and delivered radio programs on several important WPS topics, including FSV/GBV, gender equality, and human rights. In an effort to improve and expand its trauma counseling services, LNWDA also focused on the management, development, and monitoring of its District Counsellors, who were responsible for providing direct counseling services to those in need throughout Bougainville, by conducting periodic monitoring and mentoring check-ins at its Buka-based facility.

In addition to its work on strengthening trauma counseling and mental health services, WPBI awarded two grants aimed at strengthening prevention and support services to victims of domestic and sexual violence. WPBI's two subgrantees that concentrated on Family and Sexual Violence prevention were the Bougainville Women's Federation (BWF) and the Tunaniya Open Learning Center (TOLC).

BWF's project, "Community-Based Approaches for the Prevention of Family Violence against Women, Girls and Children," was supported by Counterpart with a grant of \$77,704. The project's goal was to "inspire leaders to become activists for peace and non-violence" and to inspire community leadership seeking to change community norms toward violence. To reach this goal, BWF sought to strengthen institutional capacity to provide services to the communities, as well as to provide key demographic groups with the skills and knowledge to become human rights defenders, speak out against violence, and develop a culture of peace and reconciliation. Concentrating its efforts on a neglected, conflict-sensitive area of the country, Bana, South Bougainville, BWF, in collaboration with the Nazareth Rehabilitation Center (NRC), organized four special training programs for the community in this underserved area. The programs incorporated content on human rights, gender equality, and gender-based violence and addressed key demographic sectors of the local community to become leaders for violence prevention initiatives. The training programs were titled Leadership Skills for Male Advocates; Women's Leadership Training; Youth Leadership; and Family Harmonization. BWF also conducted follow-up visits to community members that participated in the trainings to observe if and how they were applying the information learned.

With a WPBI subgrant of \$77,662, TOLC's goal for its "Family and Sexual Violence Prevention and Treatment" project was "strengthen, expand, and provide treatment to ex-combatants, women, and girls affected by the crisis and gender-based violence." To reach this goal, TOLC sought to inform communities about the dangers of FSV through awareness raising activities and to educate people about the criminality of family and sexual violence, including the importance of reporting its occurrence to strengthen prosecution of violent incidents. TOLC's project strategy aimed at reaching local rural communities with oftentimes very limited exposure to learning about Gender-Based Violence. The project started with training for local Council of Elders (COE) leaders, who then participated with TOLC's team of trainers in public awareness activities throughout Central Bougainville; in effect, the project encouraged public ownership for addressing the GBV problems within the community leaders' own communities.

Network-related objectives linked to this project component included WPBI's support for the Mental Health Steering Group (MHSG) and the Family and Sexual Violence Services Working Group (FSS-WG). With respect to the MHSG, WPBI's objectives were to support the development of and advocacy for, a Mental Health and Trauma Treatment Framework, with the assistance of external experts. Counterpart fulfilled this objective, working with three mental health experts to design a three-tiered approach to mental health and trauma treatment in Bougainville, including a multi-level referral system that addressed the varying levels of case complexity and health worker capacity. The framework was developed through a consultative process involving meetings with more than 40 key individuals, including the ABG President and the Minister of Health. The ABG Mental Health Steering Group (MHSG), a major partner in the creation of the framework, presented the complete framework to the ABG, including ABG

President, Honorable John Momis; Vice President, Honorable Patrick Misirari; and Minister for Health, Honorable Rose Pihei. Dr. Anthony Pumpara, Chairman of the MHSB and CEO of the Department of Health, began reviewing the framework in detail with his team and consulting lawyers to draft a policy for submission to the ABG, which could lead to new laws and government support for mental health and trauma services throughout Bougainville if endorsed by the Bougainville Executive Council. However, early in 2015, a shift in cabinet leaders led to a change in personnel in these key positions, and the June 2015 elections created further parliamentary change, which set back the framework's parliamentary review. By the end of the project, however, FSC had plans to reengage with the new Ministers and parliamentary representatives to advocate for support of a ABG-wide mental health services program.

Concerning the FSS-WG, WPBI's specific objective was to facilitate the development of coordinated prevention and treatment efforts among the key entities engaged in such efforts. In support of this objective, WPBI provided logistical support and technical advice to members of the working group to support its revitalization, as the group was established, yet inactive at the start of WPBI. The meetings served to connect local CSO leaders, international organizations, government, and law enforcement representatives to connect and coordinate their efforts on violence prevention strategies.

***Component 2:*** Assist Women's Organizations to Enhance and Enforce Implementation of the ARB-NAP

Increased awareness of the Women, Peace, and Security National Action Plan's goals, objectives, and priority activities is critical to ensuring its eventual success. Much work remains to be done at the national, regional, district, and village levels. Having said that, under WPBI, a positive first step in that direction was undertaken by a newly created local nongovernmental organization/association, the Buin District Women's Federation (BDWF). The organization, based in Buin, South Bougainville, a challenging post-conflict environment, focused on conducting awareness activities at the local village level.

BDWF's project, entitled "ARB-NAP Awareness and Implementation Project," was supported by WPBI with a grant for \$45,000. BDWF's goal was to "raise awareness on key women's issues stated in the ARB-NAP and create an environment for stakeholders to come together and [implement] the NAP to improve and strengthen gender equity at all levels of government and in all sectors of the communities." The organization aimed to implement a targeted awareness drive about components of the ARB-NAP by conducting village-level awareness training workshops on gender and gender-based violence in Buin District. In addition, the workshops included human rights content and sought to provide an interpretation of the Bougainville Peace Agreement to ensure that the content was accessible, especially to women and girls, to encourage their involvement in peace building and NAP implementation. To fulfill these objectives, BDWF's members underwent intensive training linked to its organizational development and technical knowledge of the National Action Plan, followed by a set of seven local community/village-based NAP awareness sessions in South Bougainville, reaching populations with a previously limited knowledge of the NAP's content and importance.



### ***Component 3: Advocate for Pro-Women Policy and Increased Awareness of ARB-NAP and Services Available to Women***

Using a practical, step-by-step approach to advocacy and policy development, the Kominiti Empowerment Development Services (KEDS)—operating in Arawa, Central Bougainville—created a coalition of local leaders committed to advocating for increased women’s leadership at all levels of government, within the context of the National Action Plan’s own objectives in this area. Similar to BDWF, KEDS is a relatively new organization in Bougainville that, because of the exposure it received as a Counterpart partner, has attracted the interest of other organizations wishing to work with it.

Counterpart awarded KEDS \$9,275 to implement its project, titled “Women's Policy Development on Promoting Women in Leadership Roles at all Levels of Government.” The project’s goal to promote women in leadership roles at all levels of Government was framed by three objectives. First, the project aimed to establish women's awareness on issues, concerns, and options affecting women in leadership. The project also sought to target ABG Ministers and Parliament members, especially in Central and South Bougainville, to gain their support increasing leadership opportunities for women, and finally, to establish a media campaign to in support of women’s leadership.

Network support activities that advanced this component’s objectives concentrated on facilitating the meetings of the Women, Peace, and Security Technical Working Group (WPS-TWG). This group of women leaders and women-led NGOs is responsible for supporting the effective implementation of the WPS National Action Plan, and though it was established by the ABG prior to WPBI, the group was inactive prior to the project’s involvement. Counterpart’s support took the form of assisting with the organization of three quarterly meetings during the life-of-project, and encouraging the future support of UN Women in assuming Counterpart’s facilitative role moving forward. In addition to the WPS-TWG activities, WPBI organized a Technical Workshop on Advocacy and Leadership, equipping each of its partners with the knowledge and skills required to develop advocacy plans on WPS-related activities as individual organizations and as a group. At the end of this workshop, the participants decided to form a loose coalition to combine their strengths and work on new advocacy initiatives to advance the women, peace, and security agenda.

#### ***Significance of Activities***

Counterpart’s contribution, in partnership with six women-led CSOs, to advancing Bougainville’s Women, Peace, and Security agenda was quite significant. In particular, WPBI’s contributions in terms of organizational development support were essential to a group of key local organizations providing much-needed, post-conflict related services to needy, vulnerable populations. In addition, the program’s activities increased access to trauma counseling and mental health care services in rural, underserved community areas; and expanded knowledge in rural community areas of gender-based violence and services provided to victims/survivors of family and sexual violence.

### *Organizational Development.*

Counterpart played a unique role within the international community operating in Bougainville. It was the only external organization providing capacity building, training, and technical assistance to its partners, a point that was acknowledged in meetings with agencies such as UN Women (UNW), UN Development Programme (UNDP), the Papua New Guinea Law and Justice Program (PALJP), and Conciliation Resources (CR). WPBI's approach to capacity building was widely praised by the program's partners, as well as other donors, during the final program assessment. Close, in-person monitoring and relationship building coupled with a milestone structure for the grants were the hallmarks of the WPBI program's OD assistance. Every informant noted that all of the other active donors deal in lump-sum grants, making all funding available up-front. For organizations without basic administrative structures and systems, such large infusions of cash can be difficult to manage. Using the milestone approach, with clearly defined technical and administrative deliverables, was noted as a key mechanism that assisted the partners in learning how to manage a project, as well as build up administrative systems. In addition to the tailored milestone structure, the project provided one-on-one technical assistance and mentoring to guide the organizations through program and financial management and reporting, improving their staff skills and internal capacity in these areas. The program also held several training events on specific skills, such as leadership, advocacy, and financial management, which were valued by the program's partners. In all, these activities had a significant impact for the partners, improving their average OD assessment scores by 37%. The organizations all expressed that because of Counterpart's OD support, they are better equipped to pursue other international donor funding sources and cope with the often rigorous reporting requirements, as well as better plan and manage their programs internally.

### *Trauma Counseling and Mental Health Care.*

Counterpart supported the development of a Mental Health/Trauma Treatment Framework—an important first step in the development of a Bougainville-wide Mental Health Policy, which is a prerequisite to additional resources being dedicated to this area by donors such as Australia's Department of Foreign Affairs and Trade (DFAT), as well as internal dedicated funding from the Autonomous Bougainville Government. FSC's success in implementing its innovative community health care project in North, Central, and South Bougainville was another significant activity, whose importance was reflected in a presentation that was made to, and well received by, the Psychiatry Specialty Meeting of the Medical Symposium in Port Moresby. FSC plans to use the positive attention from their project and feedback from the presentation as a platform to advocate for government support for mental health programming, presenting the strategy and program results to the new parliament representatives.

### *Family and Sexual Violence Prevention and Care for Victims/Survivors.*

WPBI, through support to its partners, increased awareness at the rural, local community levels of what gender-based violence is, the importance of respect for human rights and gender equality, and the services available to victims and survivors of family and sexual violence. Through concerted efforts and the provision of subgrant funding, WPBI's activities penetrated underserved and previously un-reached rural communities with violence-prevention messaging,

as well as raised awareness among the populations of the services that they can access. Because many of these communities are logistically difficult to reach, involving a lot of travel time with poor infrastructure and a great amount of expense due to the difficulty, these communities often are not reached by the efforts of local CSOs, and the communities are often unaware of the services available to victims or where to seek help. WPBI's activities specifically aimed to reach these underserved communities, so the FSV and GBV activities were especially significant in that they made information and services accessible to those who may not otherwise have had the opportunity to benefit from them.

### **III. Program Methodologies**

#### *Methods of Assistance*

To help achieve WPBI's goal of advancing peace, development, and security throughout Bougainville through support for Women, Peace, and Security-oriented civil society organizations and project-related activities (trauma, mental health counseling; support for victims/survivors of gender-based violence), Counterpart employed a variety of methodologies.

#### *Subgranting*

First, in line with Counterpart's philosophy of forging partnerships with local organizations to create locally-driven solutions and assistance, WPBI provided the majority of its assistance to the community through subgrants. Through a very open, transparent process, the WPBI project solicited grant applications from women-led organizations to implement projects aimed at providing trauma counseling and mental health support; family and sexual violence prevention and support services; and increased advocacy and awareness of the National Action Plan for Women, Peace and Security, with an emphasis on the practical application of its goal, objectives and activities. Counterpart succeeded in awarding six Fixed Obligation Grants (FOGS), valued at a total of \$288,641, to local organizations based throughout the country, with representation in all of Bougainville's regions, North (Buka), Central (Arawa, Kieta), and South Bougainville (Buin).

#### *Organizational Development*

Second, Counterpart provided Organizational Development (OD) assistance to each of its partners. This assistance followed Counterpart's organizational development approach, which began with participatory OD assessments. To conduct these assessments, WPBI visited each partner at its facility to conduct interviews with key staff, review documents, and gauge where each organization fell in terms of Counterpart's six key functional areas (Leadership and Strategic Management, Program Management and Quality Control, Accounting and Financial Management, Financial Sustainability; Human and Material Resources; and External Relations and Communications). The baseline findings were presented to the organizations in open sessions encouraging participation and discussion, and Counterpart made recommendations for areas of focus over the course of each organization's subgrant. After these presentations, each partner designed an OD Action Plan that prioritized its areas of focus developing, strengthening, and improving its capacity and outlined the specific goals that they wanted to achieve with

WPBI's OD support. In order to assist each partner with reaching their specified goals, the program provided dedicated OD funds through the grant mechanisms for partners to contract local specialists to conduct training on topics where the needs assessments highlighted areas of weakness. In addition, WPBI staff organized and conducted training sessions for all partners on topic that were beneficial across the board, such as Strategic Planning; Mission Statements; and Constitutions/Bylaws, and contracted experts for training on other topics, such as Advocacy and Leadership. Finally, an essential piece to WPBI's OD methodology included one-on-one, Counterpart-led technical assistance sessions on topics such as the development of project work plans, OD Action Plans, M&E plans, and training schedules, as well as financial and programmatic reporting requirements.

### *Working Group Coordination*

Third, to promote greater interaction, coordination, and partnerships between WPS-focused local CSOs, government entities, and international organizations, Counterpart took on a leadership role in coordinating WPS-focused working groups. WPBI organized three meetings of the Women, Peace and Security Technical Working Group (WPS-TWG) and one meeting of the Family and Sexual Violence Support Working Group (FSS-WG). The heads of local CSOs led the meetings, in order to keep them locally driven, sustainable initiatives, with Counterpart taking on a technical advisory role and facilitating meeting logistics. These meetings raised awareness of the critical work being performed in these areas, formed an understanding of where gaps exist in terms of support and coordination among existing work on the topics, and provided a platform for determining the next steps required for improved performance in targeted areas. A reflection of the importance of this networking, two organizations plan to continue Counterpart's support for these networks—UN Women (UNW) intends to help organize and fund the costs of future WPS-TWG meetings, and the Papua New Guinea Law and Justice Program (PALJP) plans to do the same with the FSS-WG network.

### *Pros and Cons of These Methods*

Given the limited resources within the Bougainville environment for social services (apart from those made available by the international community, which in turn are relatively few), grants offer an effective means of directing resources to address serious problems, such as gender-based violence, in an effective manner.

### *Subgranting*

WPBI's grant resources contributed significantly to increasing access to services provided by local CSOs, which most oftentimes had the technical expertise to provide services, but not the financial wherewithal to fund activities or expand their reach to underserved communities. A strength of the approach to implementing program activities via subgrants is that the local CSOs already have access and an established level of trust with the potential beneficiaries, which enables their efforts to reach more people and potentially give their messages more value to the community. Additionally, the use of a FOG mechanism for WPBI's grants was a strong approach, given the low institutional capacity of the partner organizations. In the program's final assessment, every informant noted that the grant structure including milestones with specific

deliverables attached to a small payment was extremely beneficial. It was noted that all of the other active donors deal in lump-sum grants, making all funding available up-front. For organizations without basic administrative structures and systems, and such large infusions of cash can be difficult to manage. Using the milestone approach, with clearly defined technical and administrative deliverables, was noted as key mechanism that assisted the partners in learning how to manage a project, as well as build up their administrative and financial systems.

Despite the mostly positive experience of implementing the majority of program activities through subgrant to local partner CSOs, there were a few cons to the methodology in the Bougainville context. One challenge for the partners was the USG requirement for organizations receiving assistance to register on the System for Award Management. Because the USG assistance was new to the partners, none of them had existing DUNS numbers or registration in the system, and because of the connectivity issues in Bougainville and relatively low capacity for working with technology, the partners struggled to work within the online systems to complete the registration requirements. As the requirements and systems were new to local staff, as well, they were unable to provide much support, and even with an immense amount of HQ support, the process was burdensome. The registration process ended up taking an overwhelming investment of time, energy, and effort from project staff, and as award activities and payments could not begin until the partners completed registration, this resulted in serious delays in program implementation, and therefore to the condensed program timeline. Secondly, while the subgrant amounts were relatively small, for partners such as those in Bougainville with limited financial management systems and receiving relatively little from donors, the awards were quite large. While WPBI successfully implemented FOGS to assist partners with program and financial management skills, the amounts of the grants resulted in a substantial amount of milestones in order to break up payments into sums manageable for the partners. Given that most of the partners had staff of only 3-5 people, producing the deliverables for multiple milestones could at times be challenging. Though the subgranting mechanism and use of FOGS was an overwhelmingly positive implementation strategy, for young and inexperienced CSOs like those in Bougainville, it may have been even more successful to award smaller sums to more organizations, or offer opportunities for supplemental funding based on initial performance.

### *Organizational Development*

WPBI's capacity building support played a crucial role in ensuring that each partner had the ability to implement their projects successfully, especially given the local context where the organizational capacity of local CSOs was generally very low. The group of WPBI subgrantees consisted of 2 very new women-led organizations with limited experience (the WPBI grant was their first), 3 developing NGOs (grant management experience included only the WPBI grant plus one or two other projects) and 1 mature NGO (with sufficient capacity to manage a project portfolio of three to five projects simultaneously). During the final assessment of the project conducted by Counterpart, the OD element of the project was widely praised by the beneficiaries themselves, as well as other international organizations and donors operating in Bougainville, as they recognized the positive changes in the local CSOs resulting from the assistance. Counterpart especially found the incremental assessment approach to be beneficial in Bougainville. The project's partners expressed at the presentation of results from the baseline

assessments that they appreciated seeing the perspective on where their strengths were, as well as which areas could use improvement. The recommendations from the baseline assessments helped ground the most pressing areas for improvement and guide the organizations in their action planning process. Additionally, showing the relative comparison between functional areas highlighted where there were large capacity gaps between areas, and seeing that helped the organizations channel their OD resources into the most-needed areas, which resulted in greater overall improvement in capacity. The method of following up the baseline assessment with a midterm and final assessment and meeting with each partner for a results presentation was also beneficial. It was a way for the partners to remain invested in the OD process, as they could see their successes in the form of improved scores in certain functional areas, and contributed to building the essential relationships between WPBI staff and the partners.

One of the few challenges with the OD methodology was implementing the OD Action Plans in tandem with the subgrantee's work plans, especially given the shortened implementation period, so that one track does not interfere with the other. This was not a serious problem, but could sometimes create difficulties, especially when Counterpart was planning an OD training activity to benefit multiple partners, most or all of which are operating at a low capacity level. This sometimes meant that attending the OD workshop could mean that no staff was available to continue the activity implementation under the subgrant workplans, so successfully implementing an OD program required careful timing and balance to ensure success on both tracks.

### *Working Group Coordination*

WPBI's networking support services to the WPS-TWG and FSS-WG groups played an important role in raising awareness of the work each partner is performing and increasing the likelihood of additional financial support for such activities. The strategy of working through these groups to revitalize the WPS and GBV prevention agendas was quite beneficial. Through the groups, the project was able to access the key women's CSO leaders and the government personnel essential to moving forward the agenda and policy related to the issues. In addition, working through these groups was a strength for the project's sustainability. The fact that the groups were composed mostly of local CSO leaders and ABG representatives, and that Counterpart took on an advisory and logistical role rather than leaving the agenda to be driven by local members fostered local ownership of the groups and increased coordination amongst the often fractured CSO landscape in Bougainville. In addition, Counterpart's inclusion of other donor and international organization representatives in the meetings increased the visibility of the working groups and the individual member organization's work, increasing interest in supporting the initiatives post-WPBI, as evidenced by UNW and PALJP's intentions to support these groups' work following Counterpart's end-September departure. Additionally, Counterpart's strategy to revitalize the working groups and increase coordination among members was a program strength in that it allowed critical review of existing approaches and collaboration to improve them. For example, the FSS-WG expects that moving forward, the GBV victims referral pathway will be assessed, critiqued and improved by a combination of direct service providers, including counseling, medical, police, and justice. Counterpart's leveraging of the group and the networking opportunity enabled the program to reach disparate sectors to coordinate on the important issues, which given Bougainville's remoteness and general lack of coordination among

even groups working on the same issue in the same sector (such as GBV-focused CSOs), may not have been possible.

Perhaps one downside to WPBI's work on supporting networking via sponsoring the technical working groups is that there is a risk of creating reliance on an external donor to keep the initiatives going forward. As evidenced by the fact that the working groups were established prior to WPBI, but were largely inactive until the program supported their revitalization, the groups already relied on an external presence. Because the groups are made up mostly of the leaders of CSOs that are conducting their own projects and initiatives toward the GBV or violence-prevention agendas, leading and maintaining the working groups may not always be the priority. In some ways, even though Counterpart made sure to leave leadership to the local women, the outside organization was the convening party that ensured regular meetings. While it appears that the groups are poised to continue beyond the project's term, this risk of reliance on international organizations to convene the working groups is a possible con of the implementation strategy. Additional challenges with this networking strategy can include scheduling meetings convenient for all key players; ensuring adequate funding for venues and travel; and helping to ensure that individual members or organizations follow-up on the action plans created at each meeting.

#### **IV. Program Results and Indicators**

##### ***Life-of-Project Results***

Details on the results of the Women Peace Building Initiatives Program follow in the text below and Table 2: Performance Indicators, Results, and Explanatory Notes.

##### **Project Component 1: Strengthen and Assist Women CSOs to Provide Quality Trauma Counseling and Prevention and Support Services for Survivors of Domestic and Sexual Violence**

*Number of CSOs using USG assistance to improve internal organizational capacity (F indicator): Target: 7; Actual: 6.*

WPBI provided OD capacity-building services directly to all six subgrantee partner organizations through one-on-one technical assistance sessions and several training activities, as well as indirectly via capacity building support contracted out by the partners with a dedicated pool of funds available in each organization's Fixed Obligation Grant. Although Counterpart solicited seven organizations for subgrant funding and the accompanying internal capacity building assistance, the quality and relevance of applications limited the pool of partners and led to the selection of only six subaward recipients. During the second round of RFAs for advocacy awards, the seventh CSO candidate, the Panguna District Women's Federation, decided not to submit a best and final offer in response to Counterpart's application review and comments on its initial proposal submission, and thus the organization did not receive an award. For these reasons, WPBI did not meet the target seven CSOs benefitting from capacity building assistance.

*Number of people reached by a USG funded intervention providing GBV services. Target: 1,000; Actual: 501.*

The Leitana Nehan Women's Development Agency (LNWDA)'s subgrant activities focused on the expansion of its trauma counseling efforts throughout its national network of District Counsellors. Over the life-of-project, LNWDA provided 1,841 individuals with psychosocial and trauma counseling sessions, of which 501 concentrated on Gender-Based Violence-related issues. The project's other grantees working on GBV, Tunaniya Open learning Centre and Bougainville Women's Federation, chose to focus their efforts on prevention messaging, awareness, and training for community members rather than GBV service provision, as the grant category was open to both prevention activities and service provision. While having only one partner providing GBV support services led to the program's inability to meet the target for this indicator, the other partners' work on awareness and training was beneficial to the community as well, as shown through following indicators.

*Number of WPBI activities aimed at establishing and improving trauma counseling services. Target: 20; Actual: 22.*

During the life-of-project, WPBI invited three mental health and trauma experts to Bougainville to meet with key stakeholder and create a trauma treatment framework for consideration by the ABG. In addition, the program's grantees implemented activities to establish and improve trauma-counseling services. These included a week-long mental health training for community health workers and 19 public awareness sessions throughout Bougainville, primarily for rural communities, implemented by the Family Support Centre; and a training of trainers session on trauma counseling conducted by LNWDA for its District Counselors.

*Increased organizational and technical capacity of WPBI partner CSOs. Target: 50.0%; Actual: 37.9%.*

Through technical assistance sessions organized by the WPBI team, special workshops on project planning, management, and reporting, and training activities organized by WPBI's partners themselves, capacity-building support was provided to the project's six CSO partners. Over the implementation period, the partners' capacity increased by 37.9%, a positive development given the unexpectedly limited time available given the concurrent pressure on meeting project implementation-related targets and deadlines.

*Decrease in the percentage of target population that views GBV as acceptable (F Indicator Modification). Target: 10%, Actual: 14%.*

In the baseline assessment, 38% of respondents viewed GBV as acceptable. However, in the final assessment, conducted near the conclusion of program activities, 24% of respondents indicated the same view, representing a 14% decrease in the percentage of the population that viewed GBV as acceptable. The program therefore exceeded its target of a 10% decrease over the life-of-project by 4%.



*Framework developed to establish a system for providing Trauma Counseling and Mental Health Services. Target: Yes; Actual: Yes.*

WPBI facilitated the creation of a Trauma Treatment Framework to help the ABG implement comprehensive trauma treatment and mental health referral systems throughout Bougainville. Based on meetings with 42 key stakeholders, including high-level government officials, CSOs, the mental health steering group, local health workers, and hospital administrators, three mental health and trauma-counseling experts gathered information about the unique challenges and opportunities of the Bougainville context. The resulting framework document outlined a plan for targeted research into mental health and trauma needs, and articulated a three-tiered approach to trauma treatment, including establishing a referral network amongst levels of treatment service providers from community health workers to professional psychiatric doctors. The ABG Mental Health Steering Group (MHSG) presented the complete framework to the highest levels of Government with the idea in mind of creating a formal policy document and related legislation that can garner national and international resources to fund projects and programs in this critical area.

### **Project Component 2: Assist Women's Organizations to Enhance and Enforce implementation of the ARB-NAP**

*Number of local women participating in substantive role or position in peace building process supported with USG assistance. Target: 24; Actual: 24.*

Per the PMEP's measurement criteria, twenty-four (24) key local women leaders participated in one or more of the three Women, Peace, and Security Technical Working Group (WPS-TWG) meetings facilitated by the WPBI team. Organizations represented at these meetings included WPBI's six partners, the Department of Community Development, the Nazareth Rehabilitation Center, the National Council of Women, the Papua New Guinea Law and Justice Program (PALJP), DFAT, USAID, and the US Embassy.

*Number of laws, policies, or procedures drafted, proposed or adopted to promote gender equality at the regional, national or local level. Target: 2; Actual: 1.*

KEDS, referred to above, developed a Joint Statement on promoting women's leadership at all government levels that was submitted to the President and other key political leaders. Because only one advocacy grantee was selected, as opposed to the planned two, only the one organization's proposed policies document was presented to the government, explaining the missed target for the indicator. An additional policy framework, the trauma Treatment Framework, was submitted to the ABG, though it specifically relates to mental health rather than promoting gender equality.

### **Project Component 3: Advocate for Pro-Women Policy and Increased Awareness of ARB-NAP and Available Services**

*Number of USG-assisted CSOs that participate in legislative proceedings and/or in advocacy with national legislature and its committees. Target: 3; Actual: 2.*

Advocacy grants were solicited and awarded in FY15. Though the program intended to award two advocacy grants, only one of the two proposals received was scored appropriately to receive funding, per WPBI's Selection Committee decision, in consultation with USAID. Therefore, one partner (KEDS) worked directly on advocacy for increased women's leadership at the local and national level. Another partner organization, FSC, worked on advocacy efforts with the national legislature for increased support for mental health initiatives throughout Bougainville.

*Number of CSOs receiving USG assistance engaged in advocacy interventions (F Indicator).*  
Target: 7. Actual: 5.

Only one advocacy grant was awarded out of the planned two, reducing the number of partner CSOs to six. Of the six, five grantees worked on advocacy interventions and efforts to raise awareness of the challenges of GBV and activities for the adoption of the NAP. FSC worked in advocacy for support of mental health programs and initiatives; KEDS in pro-women advocacy, specifically women's leadership; LNWDAs in pro-women radio programs, including topics such as health, GBV, and family violence; TOLC via local community public awareness activities on GBV and family violence, and BDWF on raising community awareness and support for implementation of the ARB-NAP, gender equality, and human rights.

*Number of people reached with messages raising awareness on ARB-NAP, promoting gender equality, and/or preventing gender-based violence.* Target: 25,000. Actual: 391,552.

In FY14 the WPBI team participated in 3 radio broadcasts reaching 3,000 individuals, two of which discussed the WPBI program goals, the issues necessitating a program with these goals, such as GBV, and the services and activities offered by the CSO partners; the third was an update on Counterpart's organizational development process with the CSOs. In FY15, an additional 388,552 people were reached through grantee awareness activities, including in Q4, 211,092 reached in Q4: 119 through BDWF's awareness efforts, 96 through FSC's outreach, 467 through LNWDAs's services and 210,375 through their radio programs, and 35 through the joint Pacific Partnership activities. In Q3, 118,516 individuals were reached: 66 through BWF's training workshops, 131 through BDWF's community outreach, 1,039 by FSC, 61 through KEDS community activities, 114,750 through LNWDAs's radio programs, and 2,469 through TOLC's workshops and outreach. Finally, in Q2, 58,944 individuals were reached: 30 by BWF, 57,375 through LNWDAs's radio broadcasts, and 1,539 through TOLC's workshops and outreach.

*Increased awareness of ARB-NAP among target population.* Target: 30%; Actual: 52%.

In the Baseline Assessment, there was a large non-response rate to the question addressing awareness of the ARB-NAP; only 1% of respondents indicated that they were aware of the ARB-NAP. The same question in the Final Assessment had a much higher response rate, and 53% of respondents indicated that they were aware of the ARB-NAP. This indicates an increase of 52% between Baseline and Final Assessment awareness of the ARB-NAP among respondents. The large variance between the target and actual change on this indicator is due in part to the greater number of respondents answering the question in the Final Assessment compared to the Baseline.

*Increased awareness among target population of available GBV and trauma counseling services offered by CSOs. Target: 30%; Actual: 45%.*

At the time of the Baseline Assessment, only 13% of survey respondents were aware of the availability of GBV and trauma counseling services offered by CSOs in Bougainville. In the Final Assessment, however, 58% of respondents were aware of GBV and trauma counseling centers, representing an increase of 45%. WPBI’s program partners conducted extensive outreach and in-person visits to remote, local communities to spread awareness of these services, which contributed to increased awareness figures. The large variance is also likely due in part to the larger sample size used for the Baseline Assessment.

*Percentage of target population reporting increased agreement with the concept that males and females should have equal access to social, economic, and political opportunities. Target: 5%; Actual: 3%.*

In the Baseline, 93% of the responses to questions addressing equal access to opportunities were in agreement, and on the Final Assessment, 96% of the responses were in agreement, representing a slight increase of 3%. This is below the target of 5% increase in agreement with the concept of equal opportunity for men and women, however, the baseline percentage in agreement with the concept was unexpectedly high, leaving little room for increase in any case. In the Baseline Assessment, there is 99% confidence that both genders in Bougainville are highly likely to agree that women and men should share the same rights, 90% confidence in the same in the Final Assessment. These results imply that agreement with equal access to opportunities for men and women is not the problem in Bougainville; perception of women's rights does not appear to be at the core of the inequality issue.

**Table 2: Performance Indicators, Results, and Explanatory Notes**

Performance Indicator	Partners	Target	Actual	Variance	Explanatory Notes
<b>Component 1: Strengthen and Assist Women CSOs to Provide Quality Trauma Counseling and Prevention and Support Services for Survivors of Domestic and Sexual Violence</b>					
1. Number of CSOs using USG assistance to improve internal organizational capacity (F indicator)	BDF, BDWF, FSC, KEDS, LNWDA, TOLC	7	6	-1	Six (6) grants awarded from 7 applications submitted; 7 OD assessments completed.
2. Number of people reached by a USG funded intervention providing GBV services	LNWDA	1,000	501	-499	LNWDA served 501 seeking counseling on GBV-related issues.
3. Number of WPBI activities aimed at establishing and improving trauma counseling services	FSC, LNWDA	20	22	2	In FY15 Q4, FSC conducted 2 mental health/trauma counseling public awareness sessions, LNWDA organized 1 training-of-trainers in counseling skills. In FY15 Q3, FSC conducted 17 sessions. In FY15 Q2, FSC

					conducted 1 one-week mental health training. In FY14 Q3, the Trauma Treatment Framework was created.
4. Increased organizational and technical capacity of WPBI partner CSOs	BDF, BDWF, FSC, KEDS, LNWDA, TOLC	50.0%	37.9%	-12.1%	Final OD Assessments: September 2015
5. Decrease in the percentage of target population that views GBV as acceptable (F Indicator Modification)	Target Populations in WPBI Areas of Operations	10%	14%	4%	Final Assessment Results: July/August 2015
6. Framework developed to establish a system for providing Trauma Counseling and Mental Health Services	WPBI Program	Yes	Yes	-	Document: Strategic Framework for Mental Health and Psychosocial Issues. WPBI (1)
<b>Component 2: Assist Women's Organizations to Enhance and Enforce implementation of the ARB-NAP</b>					
7. Number of local women participating in substantive role or position in peace building process supported with USG assistance	WPS-TWG Quarterly Meeting Participants	24	24	0	Local women meeting participants: 7 in FY15 Q4; 13 in Q2; 4 in Q1.
8. Number of USG-assisted CSOs that participate in legislative proceedings and/or in advocacy with national legislature and its committees	KEDS	3	2	-1	Subgrant awarded to KEDS during Q2; activities started in FY15 Q3. FSC also conducted advocacy activities on mental health at the national level.
9. Number of laws, policies, or procedures drafted, proposed or adopted to promote gender equality at the regional, national or local level	KEDS	2	1	-1	KEDS developed a Joint Statement on promoting women's leadership at all Government levels that was submitted to the President and other key political leaders.
<b>Component 3: Advocate for Pro-Women Policy and Increased Awareness of ARB-NAP and Available Services</b>					
10. Number of CSOs receiving USG assistance engaged in advocacy interventions (F Indicator)	KEDS, LNWDA, TOLC	7	5	-2	Only one advocacy grant was awarded out of the planned two, reducing the number of partner CSOs to 6. Of the 6, five grantees worked on advocacy interventions as and efforts to raise awareness of the challenges of GBV and the implementation of the NAP: FSC; KEDS; LNWDA; BDWF; and TOLC.
11. Number of people reached with messages raising awareness on ARB-NAP, promoting gender	BWF, BDWF, KEDS, LNWDA,	25,000	391,552	366,552	In FY14, 3,000 reached. In FY15: Q4, 211,092 reached: BDWF (119), FSC (96), LNWDA (467) LNWDA/Radio (210,375),

equality, and/or preventing gender-based violence	TOLC				Pacific Partnership (35). Q3: 118,516 individuals reached: BWF (66), BDWF (131), FSC (1,039), KEDS (61), LNWDA/ Radio (114,750), TOLC (2,469). Q2: 58,944 individuals reached: BWF (30), LNWDA/ Radio (57,375), TOLC (1,539).
12. Increased awareness of ARB-NAP among target population	Target Populations in WPBI Areas of Operations	30%	52%	22%	Final Assessment Results: July/August 2015
13. Increased awareness among target population of available GBV and trauma counseling services offered by CSOs	Target Populations in WPBI Areas of Operations	30%	45%	15%	Final Assessment Results: July/August 2015
14. Percentage of target population reporting increased agreement with the concept that males and females should have equal access to social, economic and political opportunities	Target Populations in WPBI Areas of Operations	5%	3%	-2%	Final Assessment Results: July/August 2015

### ***How Indicators Illustrate Project Impact***

To advance Bougainville's Women, Peace, and Security agenda, it is critically important that the local CSOs responsible for progress in this area continue to improve their knowledge and skills in management, reporting, and planning for financial sustainability. With organizational capacity increased by 37% because of this project's efforts, progress was made in this key area. As indicated above and in the final assessment results, the WPBI program's focus on institutional development and capacity building was perhaps the project's greatest impact. The assistance that the program provided to its partners was widely acknowledged as a success, and the partners themselves acknowledged how much this assistance had impacted the functionality of their organizations. The partners universally expressed that with their increased program and financial management skills, as well as the greater familiarity with the rigors of reporting to international donors, they felt more prepared to apply for and manage funding from USAID and others. With reference to the WPBI program's objective of enhancing CSOs' capacity to enhance and implement the NAP, prevent domestic and sexual violence against women and protect women survivors, the program's success in institutional capacity building makes each of the partner organizations a more qualified and attractive recipient to donors that can enhance their ability to provide these crucial services by providing further funding for their existing or future programs. Additionally, by strengthening internal organizational capacity, the WPBI program allowed partners to invest more time and resources into their activities addressing the critical issues, as they had better-established administrative and management systems that will enhance rather than hinder, their ability to implement programs and provide services.

WPBI's indicator showing that 24 women leaders are engaged in a substantial role in the peacebuilding process also speaks to the project's impact in terms of its objective of building the leadership skills of women's organizations to enhance and implement the ARB-NAP. While women leaders were individually working on separate initiatives related to implementing the NAP's women, peace, and security goals, the efforts were largely uncoordinated, and were somewhat disconnected from ABG priorities or attention. Revitalizing the WPS-TWG with WPBI's support offered an opportunity for coordination among the various women leaders and their efforts, strengthening their leadership efforts and fostering a collaborative process that can magnify efforts supported and planned by the entire group. The fact that more women leaders became engaged with the WPS working group with each subsequent meeting also indicates that as the group became more active, it was also increasingly viewed as a worthwhile investment and a viable body of leadership for women-led CSOs advancing the peace and security agenda. Additionally, looking at the number of WPS-TWG attendees and their organizational affiliations, including men as well as women, there is increased international donor and ABG interest in the group's activities. This indicates that key partners outside of the women-led CSO community are starting to look at the women leaders involved in the working group as key partners in advancing the WPS agenda in Bougainville, and suggests that there is high-level support to continue the work accelerated by the WPBI program. UN Women will henceforth support meetings of the working group, in Counterpart's absence. This indicator demonstrates that the project succeeded in strengthening women's leadership for NAP-related issues and the peacebuilding agenda, and it appears that the WPS-TWG has a promising future as a leader advocating for and implementing NAP priorities.

Finally, the final assessment results indicated that there were modest increases in awareness of the NAP and minor positive changes in perceptions of GBV and equal access to opportunities among men and women. These results show that the project's partners did have a positive influence in terms of their violence prevention and NAP awareness activities throughout rural communities in North, Central, and South Bougainville. Additionally, that LNWD provided trauma counseling assistance to 1,841 individuals, including 501 who suffered from GBV, with assistance provided through WPBI reveals the program's accomplishment of its objective to help ex-combatants and civilians to overcome the trauma caused by the conflict and to protect survivors of violence. The program's outreach activities also contributed to the objective of protecting survivors of domestic and sexual violence by spreading awareness of the availability of CSO-provided services for victims, thereby making them more accessible to the community. This impact was evident in the increase in the percentage of the population reporting awareness of service centers and the services they provide.

## **V. Program Accomplishments**

### ***Summary of Accomplishments***

By the end of project, WPBI made several important accomplishments. Perhaps the most significant accomplishment was the program's success with institutional capacity building of its six CSO partners. Counterpart's technical assistance, training, and ongoing participatory assessment process improved the organizational capacity of its partners to an extent noticeable by other donors and international organizations operating in Bougainville. Some of the most

noticeable improvements in the CSOs' capacity were in the development of their grant management capacity, particularly their financial and program management. The majority of the partners started with limited experience and familiarity with such instruments, and the knowledge that they gained through their capacity-building relationship with Counterpart is critical to the future development of the Women, Peace and Security agenda of this region, and opens opportunities for future support and funding from other international donors.

Secondly, the program successfully supported the provision of mental health and trauma counseling services to less advantaged, vulnerable populations affected by the Bougainville Crisis through its subgrant assistance and outreach efforts. Though CSOs were providing these services prior to WPBI, the more remote regions were rarely targeted by the efforts, even though these communities are often the most in need, because of the significant time and expense to reach them. WPBI's assistance enabled the service providers to target remote communities, such as Bana District, and provide much-needed services and information. In addition, the project's activities increased awareness of GBV, mental health issues and support services, and the WPS National Action Plan in rural areas. Though the results of the final program assessment show that these increases are small to modest, the baseline assessment showed that there was such little awareness of these critical services and initiatives prior to the program that it is a mark of accomplishment for the program that an increase was measurable.

Finally, another of WPBI's notable accomplishments was the creation of linkages between WPBI's partners and networks and other international institutions. These relationships are critical to the sustainability of the initiatives supported by WPBI and the advancement of its partners' work. Counterpart's relationship with local organizations and networks helped them gain interest from other institutions, which resulted in sustained relationships after the close of WPBI. A few examples include LNWD's support from Plan Australia; UN Women's commitment to take over support and coordination of the WPS-TWG; and the Australian Department of Foreign Affairs and Trade-funded PALJP program's commitment to advancing and sponsoring FSS-WG meetings.

### ***Unmet Targets***

While Counterpart believes that the program's accomplishments speak to a mostly positive overall program outcome, the persistent implementation challenges did mean that some of the program's targets were unmet. In terms of activities anticipated in the program description, WPBI did not succeed in facilitating the organization of the next meeting of, and leadership training for, the Mental Health Steering Group (MHSG). Though the project contacted the group members and attempted to schedule a meeting and arrange a leadership training, the members expressed that they could not meet on the suggested dates, which continued to push the meeting and training back. The project was forced to tell the working group leaders that due to the project's critical close-out activities, it would not be able to coordinate a meeting and training beyond mid-August. The group was unable to convene prior to this, so the project was unable to implement the training for the group or sponsor the next meeting.

Regarding the program's PMEP indicator targets, despite its best efforts, the program was unable to meet all of the targets. For example, WPBI originally intended to partner with seven CSOs to

implement activities and implement internal capacity building. However, the quality and quantity of applications received from potential partners meant that only six partners were selected, meaning that the program did not reach its target of providing capacity building assistance to seven CSOs. Similarly, the fact that the program did not receive qualified applications from the target seven CSOs meant that some of the other targets were not met. For example, the program was missing one grantee to implement advocacy activities for women-focused and NAP policy implementation, as of the two applications that the program received, the selection committee only felt one was appropriate for funding. Therefore, instead of the intended two advocacy grantees, the program only worked with one in this subject area. This meant that the program fell one short of its target to engage three CSOs in legislative proceedings and national level advocacy, and that only one, instead of the intended two, draft policy was proposed. Similarly, of the six grantees, only five worked on advocacy efforts or awareness raising campaigns, as the sixth grantee provided trauma counseling services. This meant that the program did not meet the target of engaging seven CSO partners in advocacy or GBV-awareness initiatives.

Finally, the previously discussed program implementation delays that resulted in a condensed timeframe for substantive activities had an effect on the program's ability to meet a few of its targets. Instead of its target 5% increase in the percentage of the population reporting agreement with equal access to opportunities for men and women, the final assessment showed an increase of 3%. Part of the reason for the smaller than targeted increase may be attributed to the fact that social change, such as views on gender equality, can take generations to shift in a meaningful way. Even the original implementation timeframe of just over a year from subgrantee activities would likely not have been sufficient to achieve significant change in the collective mindset. In addition, the baseline and final surveys already showed an overwhelming majority of respondents (93% in the baseline and 96% in the final) expressing agreement with the concept of equal access for men and women, leaving little room for growth. This also suggests that a change in mindset is not necessarily the hindrance to equality in Bougainville, but that other factors hinder the realization of equality in practice in Bougainville.

Another unmet target potentially affected by the condensed program timeline was the increase in organizational capacity among partners receiving assistance. The program increased capacity by an average of 38%, falling 12% short of its target 50% increase. This is likely due to the fact that partners had to balance OD work with implementing their activities in a shorter than expected timeframe, leaving less time for additional OD work that a longer performance period may have allowed. However, the WPBI team invested a large amount of time and resources into the organizational development of its partners, and despite not meeting the target, the still significant improvement was widely acknowledged and praised by the partners as well as other actors in Bougainville. The program's final unmet target was the number of people reached by USG funded GBV services. While the program provided psychosocial counseling services to 1,841 people, via partner LNWDA's counseling program, only 501 of those individuals sought counseling specifically on GBV. The number of people requesting GBV assistance may have increased with a longer period of performance, but at the same time, the number of people in need of or requesting GBV services is somewhat out of the program's control. The counselors can offer the services, but there is no guarantee that the people that make use of the counseling will do so for GBV support, specifically. Additionally, the final survey showed that a large



number of victims of GBV choose to seek support from hospitals or family members/friends rather than specific GBV service providers, and that non-reporting is still an issue. This may suggest that these services may need to be expanded to reach more of the population, and that intensive, prolonged awareness efforts may be needed to decrease non-reporting and increase the willingness and ability of victims to seek help from GBV service providers.

### ***Institutions Created and Expected Future Activities.***

While WPBI did not create any original institutions as part of the project's scope, the project did assist two of its partners with Papua New Guinea's Investment Promotion Authority (IPA) registration process. Because of WPBI's organizational development efforts, BDWF, based in Buin, South Bougainville, and KEDS, based in Arawa, Central Bougainville, completed and submitted the documentation required to officially register associations/nongovernmental organizations with the IPA. Completing this registration process can assist these organizations with attracting additional international donor funding, as many donors require that recipients are legally registered within their country of operation. Regarding the future activities for these institutions, both organizations plan to remain active in their work on the WPS agenda. On their future activities, KEDS expects to be actively engaged in supporting local government development initiatives in the Arawa area. BDWF anticipates future project activities with the Nazareth Rehabilitation Center on peace-building activities funded by UN Women.

### ***Host Country and International Organizations; Leveraging Assistance.***

At the host-country level, as a result of WPBI's program activities, several important networks and connections were established that show promise for continued advancement of the WPS agenda. At the end of the WPBI Advocacy and Leadership workshop held in September, WPBI's subgrantees decided to work together as a network to coordinate and partner as needed, given each members' particular strengths and comparative advantages, to advocate for advancement of NAP initiatives, inclusive policy, and to enhance their activities in service of Bougainville. All of the partners are eager to work with international donors to continue their work, and expressed the desire to continue the capacity building work started with Counterpart. As of the end of the project, one of the subgrantee partners, LNWDA, was to receive assistance from PLAN as one of the organizations partners for its new project in Bougainville. In addition, WPBI partner BDWF will coordinate closely, as mentioned above, with the Nazareth Rehabilitation Center on its UNW-funded peace-building program in South Bougainville.

In addition to the subgrantee partners, WPBI's partnerships with the working groups appear poised for continuation through support from local and international sources. The new women Representatives, elected during the June 2015 elections, from North, Central, and South Bougainville are expected to be more active in future WPS-TWG meetings, and become more engaged in WPS-related work. At the international level, it is expected that future activities of the WPS-TWG will be supported by UN Women and the FSS-WG by the DFAT-funded Papua New Guinea Law and Justice Program.

## **VI. Issues, Challenges, and Lessons Learned**

### ***Issues and Problems***

WPBI's principal challenges pertained to very low to moderate levels of organizational capacity on the part of local CSOs in Bougainville. This first manifested during the grantee solicitation and selection process, when the program received very few applications, and some of the submissions did not meet the level of programming and technical specifications to merit funding. The selection process also became drawn-out because of the low capacity, as the project required a lot of back-and-forth with potential awardees to clarify their proposed activities and budgets, which delayed program implementation. The challenges with capacity continued after the grants were awarded, as the partners had very limited experience, if any at all, with international donors and their requirements. All of the grantees experienced extensive problems in registering their organizations in the U.S. Government's Sub-Award Management System (SAM), as the system was unfamiliar to them, and the island's connectivity challenges and the lack of technological knowledge among partners further hindered the process. Because the selected partners could not receive any funding prior to registering within the system, this severely delayed activity implementation and effectively shortened the period of performance for the grantees from the planned more than a year to only eight months. Additionally, the nonexistent to very limited experience on partners' behalf in managing grants presented an unexpected challenge for the project. The inexperience resulted in the need for intensive one-on-one support from the WPBI staff in order to ensure that milestones were met and reporting requirements fulfilled. While the intensive capacity support and technical assistance was resoundingly considered beneficial by the partners, the staff found that the need for their support on even the most basic grant management, such as producing M&E plans, workplans, and registering in the SAM system, meant that the better part of their time was spent traveling to and supporting the partners. Though the support resulted in some impacts that would otherwise not have been possible, the investment meant that the technical staff often could not fully apply the technical parts of their roles, which may have limited the reach and impact of the project in other ways.

Another major challenge that the project faced throughout was staffing. The project originally planned to employ an all-local staff in order to encourage capacity growth, local investment in the initiative, and sustainability. However, Counterpart was quickly confronted with the reality that qualified local individuals were difficult to find, especially within the project's budget. Counterpart also found that it was not the only organization to face this challenge; most of the international organizations in Bougainville expressed similar difficulties in recruiting qualified local staff. While the project received interest from a few qualified individuals for positions such as finance and grants manager and gender specialist, the salary expectations for these candidates were at least double the amount that the project could offer. This challenge persisted throughout the program, meaning that the project was never fully staffed, which stretched the already small staff's resources to cover the responsibilities of unfilled roles. In addition, the lack of qualifications and experience, especially for senior-level positions, necessitated a change in staffing structure to bring in international management and technical experience to move the program forward. On a related note, staff health throughout the project also proved a challenge. Key staff struggled with health issues, causing their presence to be sporadic. In the absence of qualified candidates to replace or supplement the affected individuals, other staff members

needed to fill in the gaps during illness-related absences. This further stretched the team's limited bandwidth and slowed progress, and led to challenges when no other staff member on the team had the knowledge to perform all of an absent staff member's duties (especially problematic for the Finance Manager's responsibilities).

The WPBI project also often struggled with the logistical challenges of operating in Bougainville, such as poor infrastructure causing difficult Internet connectivity and mobile communications, and travel between regions. Many of the program's partners were based in remote areas without regular access to electricity or very spotty Internet connections. This made it challenging for the partners to operate within the heavily Internet-reliant expectations of international funding, as demonstrated by the challenges registering in the SAM system and receiving DUNS numbers, as well as made it challenging for the WPBI team to communicate with them. Even at the WPBI Buka-based office, connectivity was often unreliable, which was a challenge for implementation and coordination. Due to the need for extensive capacity and grant management support, staff frequently traveled to the partners' locations, which did help mitigate some of the communication challenges, though not all, as considerable follow up and monitoring was required, which could not always be done in person. To a lesser extent, road infrastructure was a challenge, as inclement weather made passage in certain areas unsafe. The partners struggled with this challenge more than the WPBI staff, as their projects required travel to remote rural locations. Sometimes activities needed to be rescheduled when passage over bloated rivers made travel to target locations impossible. With the project's condensed timeline, even minor delays and rescheduling could be problematic.

Finally, disruptive scheduling issues in May-June 2015 linked to the presidential and parliamentary election process affected program implementation. Many of the program's partners were either running for office, closely supporting a candidate, or assisting with election monitoring, which placed a large demand on their time with campaigning and preparation activities. While it was extremely encouraging to see the level of commitment and participation in the election process among the WPBI partners, their involvement understandably limited the time that they could dedicate to their WPBI-related project implementation, as the CSOs were composed of very few staff members and therefore heavily reliant of their leadership for activity implementation. The program was able to plan for a quieter activity level during the election period and still achieve nearly full performance from the partners in the final grant outcomes, though the timing of the elections at the tail end of the grant performance period hindered a critical time for activity implementation.

### ***Lessons Learned and Recommendations***

WPBI responded to these challenges in order to ensure that the program moved forward and met its objectives. First, by providing extensive technical assistance and training support, WPBI helped address the low organizational capacity levels of each partner. Initially, to respond the lack of experience with Fixed Obligation Grants, WPBI invested an extensive amount of time, energy and effort with each partner to help them produce each of their first set of deliverables, enabling partners to learn quite early in the life of their projects what WPBI's expectations were in terms of the quality of each deliverable. The achievement of each subsequent milestone and production of related deliverable became less demanding as WPBI's partners continued to

improve their ability to manage these aspects of their subgrants. The project team learned that by focusing with each partner on the production of the initial deliverables required of each grant (i.e. Work Plans, M&E Plan, OD Action Plan, Training Schedules), WPBI was able to simultaneously help develop each subgrantee's planning, monitoring, and reporting skills, increasing their overall grant management capacity. This assistance and the subsequent increase in grantee capacity was widely acknowledged, by both the grantees and the other organizations and donors in Bougainville, to be one of the most positive and noticeable outcomes of the WPBI program.

With that in mind, Counterpart would recommend that future programming take into consideration the starting capacity of potential partners prior to program implementation in order to properly account for the time and resources not only to build organizational capacity, but to allow for the extra assistance that low-capacity grantees may need with basic program management and tasks. This could mean budgeting for a pre-subaward assessment of interested partners, so that the type and frequency of support to potential partners can be appropriately planned. In addition, as a part of the planning process and assessing the capacity-building needs of potential partners in a challenging and low-capacity environment like Bougainville, future projects should consider employing dedicated capacity building staff based in the project office to work with grantees through the life of their awards. Having dedicated staff whose intended purpose is to provide one-on-one, tailored assistance to each partner would accelerate capacity building results, as well as allow the program to more efficiently use its technically specialized staff to address the program's thematic targets. The specialized thematic staff (such as gender specialist), would then not need to perform the separate, additional role of providing intensive, non-thematic support to grantees while also trying to contribute their specialized knowledge to enhance program implementation.

Additionally, given the novelty of the USAID funding mechanism and requirements to partners in Bougainville and other similar contexts, future programs should consider planning for several pre-solicitation workshops. These workshops could give prospective partners details of the expectations and requirements of USG funding mechanisms, as well as provide the assistance and resources (Internet service, laptops, electricity), to register the organization on SAM and obtain DUNS numbers, which are required for recipients of USG funds. The workshops should be widely publicized to attract the maximum number of interested local CSOs, and be a pre-requisite for eligibility to apply for subgrant funding. This way, potential partners will have already fulfilled registration requirements prior to applying for funding, and after the selection process is complete, they will be ready to begin activity implementation immediately. As an added positive, even those potential partners that are not selected from the proposal process are better prepared for future international donor opportunities.

Regarding the staffing challenges, Counterpart was able to mitigate the local qualification problem to some extent by realigning the budget and providing justification for bringing on TCN and Expat staff for certain key positions (COP and Gender Specialist). Additionally, for the Finance and Grants Manager, Counterpart brought out an experienced finance manager to train the staff member on financial policies and procedures for two weeks. Though the training was beneficial, it did not result in a fully qualified staff member for that position, and more ongoing training could have been useful. This leads to the first recommendation, which is that in

environments with limited personnel capacity, funds are budgeted for ongoing staff development. This will help projects run more efficiently and help better ensure top performance from staff. In addition, given the small team for WPBI, the health issues experienced by staff were a real hindrance to program performance and efficiency. To mitigate this problem, the WPBI team learned that a larger staff, with at least two individuals with the skillset to perform specialized duties of key positions, should be considered (for example, hiring a lead Finance Manager and a junior Finance Officer). This structure would ensure that when a key staff member is absent, there is an alternate individual that can perform all of the duties required of the position, including those requiring specialized skills or technical expertise, which will allow program implementation to continue unhindered.

Secondly, while the staffing shift to hire international staff for certain key positions was essential to the program's eventual successes, the time to propose the change, alter budget items accordingly, and recruit international staff did delay program implementation. This may have been mitigated by recognizing the scarcity of appropriate qualifications in the local pool, the cost of qualified local individuals, or planning for international staff for some of the essential positions from the project planning stages. For future programs in similar environments where educational and job experience have been significantly interrupted by conflict, affecting the quantity of available personnel resources, Counterpart recommends planning a larger staffing structure with a mixture of local and international staff. As WPBI planned when recruiting an expat COP and retaining the local COP as Deputy, this may provide an opportunity for professional development for local staff with less experience on managing projects. For longer programs, this mentorship structure can even result in a complete handover to local staff after a period of time to increase local ownership and sustainability. This strategy both ensures that staff with the appropriate qualifications drive the program forward from the start, while also increases the skills of local candidates in the areas that they may be lacking so that in the future, their qualifications do meet the needs of donor-funded initiatives. Alternatively, in environments where an all-local staff is preferable, programs and donors should be aware of the costs of personnel with the required skills, and be prepared to budget accordingly.

Next, the program quickly became familiar with the various infrastructure-related challenges that are part of working in an environment such as Bougainville. What was learned from operating in this challenging environment was to always have contingency plans for project activities, in particular with respect to accessing the Internet; having electricity available; planning trips during the rainy season when rivers on occasion overflow; and planning fund transfers from headquarters. The program's ability to plan for multiple scenarios and be prepared to implement contingency plans right away when infrastructure-related challenges interfered was key to the program's ability to succeed in this unique context.

Finally, from the experience of the Bougainville elections, the program learned that in a comparatively small country, nearly all key government, business, and CSO leaders are involved in the elections process (and other important national events) in some form or fashion. As such, with respect to project planning, it is critically important that project activities be scheduled and planned, as much as possible, so that they occur mostly before or after the election season or other critical nationwide proceedings to minimize the implications of these important events on program operations activity attendance.

## VII. Annexes

### A. Contacts: Host Country & International Organizations

Organization:	Contact Name:	Contact Information:
Bank of the South Pacific	Lorraine Komet	lkomet@bsp.com.pg
Bougainville Women's Federation	Barbara Tanne	tanne.barbara@gmail.com
Buin District Women's Federation	Rose Pihei	rosepihei1@gmail.com
Family Support Center	Sister Essah Barnabas	essahbarnabas@outlook.com
Investment Promotion Authority	Kingsford Joe	kingsfordj@ipa.gov.pg
Investment Promotion Authority	Harriet Kokiva	harriek@ipa.gov.pg
Kominiti Empowerment Development Services	Ben Kinah	benkinah43@gmail.com
Leitana Nehan Women Development Agency	Helen Hakena	helenhakena@gmail.com
Tunaniya Open Learning Center	Josephine Kaouna	jksirivi@hotmail.com
Women, Peace and Security Technical Working Group	Helen Hakena	helenhakena@gmail.com
Family and Sexual Violence Working Group	Helen Hakena	helenhakena@gmail.com
Mental Health Support Group	Sister Essah Barnabas	essahbarnabas@outlook.com
National Council of Women	Theresa Jaintong	theresa_jaintong@yahoo.com.au
Nazareth Rehabilitation Center	Sister Lorraine Garusu	sisterlorraine.garasu@gmail.com
Nazareth Rehabilitation Center	Agnes Titus	titusagnes@gmail.com
Department of Community Development	Desmond Ponpon	dooxmahn@gmail.com
US Embassy	Jacob Service	SurfaceJD@state.gov
US Agency for International Development	Richard Edwards	riedwards@usaid.gov
US Agency for International Development	Julie Hulama	jhulama@usaid.gov
United Nations Women	Julius Otim	julius.otim@unwomen.org
United Nations Development Program	Lawrence Bassie	larrybassie@yahoo.com
United Nations Development Program	Jessica Siriosi	jessica.siriosi@undp.org
Department of Foreign Affairs and Trade	David Bloch	David.Bloch@dfat.gov.au
Papua New Guinea Law and Justice Program	Pat Palmer	Pat.Palmer@paljp.org.pg
Plan International Australia	Lyndene Wan	Lyndene.Wan@plan.org.au

***B. Documents: Reports and Information Products***

<b>Document:</b>	<b>Submission Date:</b>	<b>Status:</b>
1. Year 1 Workplan	November 16 <sup>th</sup> , 2013	Completed/Approved
2. Years 1-2 Workplan	December 30 <sup>th</sup> , 2013	Completed/Approved
3. Branding and Marking Plan	With proposal submission, again February 12 <sup>th</sup> , 2014	Completed/Approved
4. M&E Plan	February 2014; revision submitted July 2, 2014	Completed/Approved
5. Gender Action Plan	February 2014	Completed/Approved
6. Federal Financial Report and Foreign Tax Report	April 2014	Completed
7. Scene Setter: Program Launch	May 2014	Completed
8. Press Release: Program Launch	May 2014	Completed/Embassy Cleared
9. FY14 Quarter 1 Report/SF425	December 30 <sup>th</sup> , 2013	Completed
10. FY14 Quarter 2 Report/SF425	April 30 <sup>th</sup> , 2014	Completed
11. FY14 Quarter 3 Report/SF425	July 30 <sup>th</sup> , 2014	Completed
12. Baseline Survey Report	July 30 <sup>th</sup> , 2014	Completed
13. Success Story: BWF	August 5 <sup>th</sup> , 2014	Completed
14. Mental Health Framework	August 6 <sup>th</sup> , 2014	Completed
15. Year 2 Workplan	August 27 <sup>th</sup> , 2014	Completed/Approved
16. Success Stories: FSC and TOLC	September 5 <sup>th</sup> , 2014	Completed
17. Press Release: Grantee Announcement	September 19 <sup>th</sup> , 2014	Completed/Embassy Cleared
18. Success Story: LNWDA	October 6 <sup>th</sup> , 2014	Completed
19. FY14 Annual Report	October 30 <sup>th</sup> , 2014	Completed
20. Outreach Report	October 30 <sup>th</sup> , 2014	Completed
21. FY15 Quarter 1 Report/SF425	January 30 <sup>th</sup> , 2015	Completed
22. Scene Setter: WPS-TWG Meeting	February 24 <sup>th</sup> , 2015	Completed/Embassy Cleared
23. Closeout Plan	March 30 <sup>th</sup> , 2015	Completed
24. Federal Financial Report and Foreign Tax Report	April 30 <sup>th</sup> , 2015	Completed
25. FY15 Quarter 2 Report/SF425	April 30 <sup>th</sup> , 2015	Completed
26. Scene Setter: WPS-TWG and CPI Showcase Meeting	July 15 <sup>th</sup> , 2015	Completed/Embassy Cleared
27. Press Release: WPS-TWG and CPI Showcase Meeting	July 29 <sup>th</sup> , 2015	Completed/Embassy Cleared
28. FY15 Quarter 3 Report/SF425	July 30 <sup>th</sup> , 2015	Completed
29. Final Assessment Report	December 14, 2015	Completed

### ***C. Finances: Budget and Disbursement Activity***

Throughout the life of the project, Counterpart spent a total of \$1, 483, 338 of the \$1.5 million award. The program requested a budget realignment and award modification in October 2014 in order to reallocate funds to bring an expat Chief of Party into the project, given the in-country management gaps that the program experienced during the first year. While approval was granted by the Agreement Officer for the staffing changes and associated costs, an agreement modification was not issued. Therefore, toward the end of the program, Counterpart requested a budget realignment to reflect the approved budget line items properly, as well as to move funds between direct and indirect cost categories to support the increased OD activities and programming. According to these modified line items, WPBI spending, by line item, is as follows:

<b>Line Item</b>	<b>Budget</b>	<b>Spent as of October<sup>1</sup> 2015</b>	<b>Unspent Budget</b>
<b>Program Activities</b>	\$805,325.00	\$813,400.23	(\$8,075.23)
<b>Grants/Consultants</b>	\$410,300.00	\$387,875.81	\$22, 424.19
<b>Indirect</b>	\$284,375.00	\$282,062.24	\$2, 312.76
<b>Total</b>	<b>\$1,500,000.00</b>	<b>\$1,483,338.28</b>	<b>\$16,661.72</b>

Spending was below expected due to a number of factors. The project's problems with recruiting qualified staff meant that the projects was never fully staffed, leaving funds from unfilled positions. In addition, the grant spending, though reduced from the original budget, was not fully expensed. Though grantees made a great effort to complete their activities and program results show the value that their activities had, not all grantees were able to complete all milestones, and therefore did not receive the payments for incomplete milestones. Despite the inability to fully expense the award funding due to a number of implementation challenges, the WPBI program achieved a number of impressive results that gained recognition from the Bougainville community and made progress toward positive changes for its citizens.

---

<sup>1</sup> The figures within this report reflect actual spending through October 2015. For the most up-to date actual and estimated spending through December 2015, please see the final financial report.