

PBF PROJECT DOCUMENT TEMPLATE



**Sustaining Peace in Bougainville
PROJECT DOCUMENT (AS AMENDED IN 2019)**

Length : Max. 12 pages (plus cover page + annexes)

Country: Papua New Guinea		
Project Title: Sustaining Peace in Bougainville Project Number from MPTF-O Gateway: 00111384 / 00111260		
PBF project modality: <input type="checkbox"/> IRF <input checked="" type="checkbox"/> PRF	If funding is disbursed into a national or regional trust fund: <input checked="" type="checkbox"/> Country Trust Fund <input type="checkbox"/> Regional Trust Fund Name of Recipient Fund: PNG UN Country Fund	
Expected project commencement date¹: June 2018 Project duration in months:² 24 Months		
List all direct project recipient organizations, followed type of organization (UN, CSO etc.): United Nations Development Programme (UNDP), United Nations Women (UNW), and United Nations Population Fund (UNFPA). List additional implementing partners, Governmental and non-Governmental: National Government of Papua New Guinea, Autonomous Bougainville Government, National Research Institute, Bougainville Women’s Federation. National Council of Women, Media Council of PNG, PNG Council of Churches. Bougainville Youth Federation and the Peace and Conflict Studies Institute of Australia (PaCSIA).		
Total PBF project budget* (by recipient organization starting with the Convening Agency): UNDP: \$ 3,358,000 UNW: \$321,000 UNFPA: \$321,000 (received through the PNG UN Country Fund) Total PBF project budget: \$4,000,000 <i>*The overall approved budget and the release of the second and any subsequent tranche are conditional and subject to PBSO’s approval and subject to availability of funds in the PBF account</i>		
Any other existing funding for the project (amount and source): none TOTAL project budget: \$4,000,000		
PBF 1st tranche: UNDP: \$ 2,182,700 UNW: \$ 208,650 UNFPA \$208,650 TOTAL: \$2,600,000	PBF 2nd tranche*: UNDP: \$1,175,300 UNW: \$112,350 UNFPA: \$112,350 TOTAL: \$1,400,000	
One sentence of project description: The project will support the ongoing peacebuilding process to ensure that an enabling environment for a peaceful referendum in Bougainville is created, and the referendum outcome, whatever this may be, is one that is accepted by the people of Bougainville and of Papua New Guinea.		

¹ Note: actual commencement date will be the date of first funds transfer.

² Maximum project duration for IRF projects is 18 months, for PRF projects – 36 months.

Summarize the in-country project consultation and endorsement process prior to submission to PBSO, including through any PBF Steering Committee where it exists:

A collaborative approach to the development of this project has been undertaken thorough consultation with both the National Government of PNG and the Autonomous Bougainville Government, alongside development partners, fellow UN departments and agencies including DPA and PBSO which undertook a joint project planning mission in February 2018, and other key actors working within the peacebuilding space in Bougainville.

Project Gender Marker Score: 2

- **Score 3** for projects that have gender equality as a principal objective (minimum of 80% of total budget going to gender equality and women's empowerment (GEWE))
- **Score 2** for projects that have gender equality as a significant objective (minimum of 30% of the total budget going to GEWE)
- **Score 1** for projects that will contribute in some way to gender equality, but not significantly (less than 15% of the total budget going to GEWE)

Specify % and \$ of total project budget allocated to activities in direct pursuit of gender equality and women's empowerment: \$ 724,850 30%

Project risk marker score: 1

- 0 = low risk to achieving outcomes
- 1 = medium risk to achieving outcomes
- 2 = high risk to achieving outcomes

Select PBF Focus Areas which best summarizes the focus of the project (*select ONLY one*):
2.3 Conflict Prevention Management

If applicable, **UNDAF outcome(s)** to which the project contributes:

4 - Peace

If applicable, **Sustainable Development Goal** to which the project contributes:

- 5 – Gender Equality
- 16 – Peace, Justice and Strong Institutions
- 17 – Partnerships

Type of submission:

New project

Project amendment

If it is a project amendment, select all changes that apply and provide a brief justification:

Extension of duration: Additional duration in months:

Change of project outcome/ scope:

Change of budget allocation between outcomes or budget categories of more than 15%:

Additional PBF budget: Additional amount by recipient organization:

Brief justification:

The project is focusing on three outcomes. Outcome 1: Intergovernmental Dialogue, Outcome 2: Bougainville Peace Agreement (BPA) Awareness and Outcome 3: Weapons Disposal.

Following 14 months of implementation of the Sustaining Peace in Bougainville project, the project has been reviewed and revised in light of current needs and optimal contributions to peace for the remaining 10 months of the project life.

Ongoing discussions with the two governments, the Government of Papua New Guinea & the Autonomous Bougainville Government, have yielded a demand to increase support to inclusive dialogue through the Post Referendum Planning Taskforce - a Ministerial Taskforce that commenced in January 2019 and is preparing for the post referendum process following the announcement of the referendum result. This will require the provision of technical, legal and constitutional advice and platforms for dialogue between the National and Autonomous Bougainville Parliamentary committees, between political and technical leaders and between stakeholders (including women's representatives and the Core Group). In addition, following the March 2019 Joint Supervisory Body resolution to review the Restoration and Development Grant, the two Chief Secretaries wrote to the UN requesting support for an independent review.

To further strengthen the people's ability to make informed decisions on the autonomous region's political future, there is an exigency demand across Bougainville and Papua New Guinea for increased awareness activities. This includes extending support to the Joint Awareness Roadshow, a mechanism that connects communities throughout Bougainville to their leaders – that is composed of the current President, former President, the National Minister for Bougainville Affairs, the Minister for Peace Agreement and government departments including the National Coordination for Office Bougainville Affairs and Department of Community Government. In addition, the two Chief Secretaries wrote to the UN in March 2019 requesting the UN's support to develop a National Awareness advert to inform Papua New Guineans across the country on why Bougainville is having a referendum, the options available in the referendum, and the process following the announcement of the referendum result in order to support continued understanding and peace across PNG.

On the weapon disposal activities, the UN has and continues to support the two governments via the provisions of technical expertise, and support to the Joint Weapons Disposal Secretariat. However, several anticipated project activities have not occurred during the project implementation. Whilst community level weapons disposal capacity building is ongoing through the project's weapons disposal expert, as the remaining communities non-signatory to the peace agreement have elected for weapons containment over weapons disposal there is low demand for EOD teams, which formed one of the projects activities. In addition, the time frame for national reconciliation between the PNG defense forces and ex-combatants remains uncertain at this stage as some in Bougainville want to wait until after the referendum process is completed before national reconciliation occurs.

The Peace and Security Community Projects have not commenced due to certain sensitivities around community selection and the strong focus on referendum awareness and referendum preparedness activities at the community level during 2019. The project has determined, in consultation with the Government that these grants are no longer a priority for the

progress of the project objectives and are no longer feasible. Their removal will not affect the achievement of the other outcomes of the project or of the project objectives of supporting peace and security in Bougainville and an enabling referendum environment. Other project activities, including the community disarmament initiatives and community outreach sessions facilitated by the weapons disposal expert, will continue and support the same result. In addition, following consultative dialogue between the Core Group, a group of veterans, and the two governments, it was identified that an economic/ business summit is recommended to discuss and identify economic opportunities for Bougainvillians and former combatants in Bougainville during the post referendum period.

Consultations as part of the project have demonstrated that further investments in disenfranchised youth are needed. The construction of three Youth Resource Centers in partnership with the Department of Community Development commenced during the first peacebuilding project to provide centers for youth to meet and participate in peacebuilding, with additional focus on skills training. However, construction of the three centers had not been completed by the end of the project, due to delays incurred by the contractor. At present one youth resource center has been completed and handed over to the government, the remaining two centers are undergoing final works following negotiations with the contractor. Soft furnishings and other service provisions (in addition to skills) were not considered as part of the first project. It is recommended that the re-allocated funds under this current project are used to extend the service offerings of the resource centers to develop a space for soft skills development, art and dialogue and open it up to disenfranchised groups. By working with the three regional youth associations and the Department of Community development it is proposed that the project supports the finalization of the spaces to accommodate these additional services and in partnership with the Department of Community Development prepare a programme and roll-out of activities the centers can provide.

Finally, budget savings have been made by the project under outcome one with regards to parliamentary activities. This includes technical and logistical support to the Bipartisan Committee, as the project coordinated with Australia's Department of Foreign Affairs and Trade, which provided support to the Committee through the Bougainville Partnership Programme. In addition, support extended to the parliamentary committees to promote regional dialogue with community government was completed under budget.

It is therefore recommended that there is a budget re-allocation from the community grants, the EOD support and the parliamentary partnership towards:

- 1) Increased support to the intergovernmental Post Referendum Taskforce to support the post referendum process through technical and financial support.

	<p>2) Development of a national awareness advertisement campaign (television, radio and newspaper) for Papua New Guineans across the country to understand why Bougainville is having a referendum, the two options and the process following the referendum.</p> <p>3) Review of the Restoration and Development Grant</p> <p>4) The completion, operationalization and extension of services to disenfranchised youth of the three Youth Resource Centers.</p> <p>5) In recognition of the need for increased employment and business opportunities for ex combatants, support to the two governments to host a business/ economic summit in the post referendum period to identify growth and employment opportunities, as per the request of the Ex-Combatant Core Group</p>
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DEPUTY CHIEF SECRETARY FOR
PLANNING
DEPT OF PRESIDENT & SEC
PO BOX 322, BUKA
BOUGAINVILLE

PROJECT SIGNATURES:

<p>Recipient Organization(s)³</p> <p>Dirk Wagner UNDP Date & Seal [Redacted]</p> <p>Susan Ferguson UN Women Date & Seal [Redacted]</p>  <p>Ibrahim Samadji UNFPA Date & Seal [Redacted]</p>	<p>Representatives of National Authorities</p> <p>Ambassador Isaac Lupari National Chief Secretary Papua New Guinea Date & Seal [Redacted]</p> <p>Mr Thomas Raivet Acting Chief Secretary Autonomous Bougainville Date & Seal [Redacted]</p>   <p>DEPUTY CHIEF SECRETARY FOR & PLANNING DEPT OF PRESIDENT & SEC P.O. BOX 322, BUKA BOUGAINVILLE DATE: 13, 11, 19</p>
<p>Head of UN Country Team</p> <p>Gianluca Rampolla /For United Nations Resident Coordinator to Papua New Guinea Date & Seal [Redacted]</p> 	<p>Peacebuilding Support Office (PBSO)</p> <p>Oscar Fernandez-Taranco Assistant Secretary-General, Peacebuilding Support Office Date & Seal [Redacted]</p> <p>April 15, 2020</p>

³ Please include signature block for each direct recipient organization under this project.

I. Peacebuilding Context and Rationale for PBF support (4 pages max)

a) A brief summary of conflict analysis findings as they relate to this project.

Sitting just six degrees south of the Equator, straddling the Pacific Ocean and the Solomon Sea, the Autonomous Region of Bougainville (AROB) of Papua New Guinea (PNG) now finds itself at a critical juncture for a peaceful future. With the region laying the foundations to hold a referendum in 2019 that will ultimately determine its political future, the population of the AROB desires the information needed to enable them to make an informed decision.

With an estimated population of over 300,000 people, speaking 28 languages, in 33 constituencies stretching from the atolls and islands to the mountains that dominate the centre of the mainland, Bougainville is a very diverse region.

In 2001, the Bougainville Peace Agreement (BPA) was signed between the National Government of Papua New Guinea (GoPNG) and leaders representing the people of Bougainville. The BPA marked the end of a decade-long violent civil conflict in which between 15,000 to 20,000 men and women died and many more were left without family or access to basic services and infrastructure. Many were severely traumatised.

Women and youth, who make up approximately 67 percent of the population in Bougainville, represent a significant proportion of the electorate, and effective engagement of these two groups during implementation of the BPA is critical to sustaining peace in Bougainville. Women and children were among the most affected during the hostilities, which left long-term legacy consequences that some continue to grapple with. In addition, post-conflict reconstruction interventions in the AROB have not adequately addressed human rights violations from the conflict, contributing to continued social fragmentation. Decision-making political structures remain dominated by men, even though the vast majority of communities in Bougainville are traditionally matrilineal. Notwithstanding, women continue to play a vital role in the peace process. Through the referendum ready concept adopted by the Bougainville House of Representatives (BHoR), women representatives have been involved in reaching out to their constituents. This activity also involves the Community Governments, in which there are 24 elected women under the legislative requirement in which 50 percent of those elected are women. At least two members have been reserved for women at the Bougainville Referendum Commission (BRC). Women's participation in the political process, however, remains low, therefore there remains a need to work with both governments to ensure that women are actively engaged in the decision-making process. This project will contribute to enhancing the role of women throughout the political dialogue process, including at the Joint Supervisory Body (JSB) meetings where the role of women has been neglected.

The engine for the peace process in Bougainville is the BPA. It has three inter-linked pillars: (i) autonomy, (ii) weapons disposal, and (iii) referendum.

The Agreement provides for an Autonomous Bougainville Government (ABG) operating under a home-grown Bougainville Constitution with a right to assume increasing control over a wide range of powers, functions, personnel, and resources on the basis of guarantees contained in the National Constitution. Since its establishment, powers and functions have been drawn down to ABG from the National Government. However, as highlighted by the first *Joint Review of Bougainville's Autonomy Arrangement's* conducted by the GoPNG and the

ABG (2013), the meaning of autonomy, its implications, and the desired benefits for both PNG and Bougainville are not well understood. More importantly, there is little genuine understanding or acceptance as to what autonomy is. Nor is there an explicit vision of what it might bring, or not bring to Bougainville.

The BPA established that a weapons disposal exercise would be completed before the first general elections of the ABG, conducted in May 2005. This was successfully accomplished with the support of the United Nations Observer Mission in Bougainville. Recently, the two governments decided that a new exercise should be undertaken to ensure that a conducive environment for a credible referendum process is established.

The BPA provides for the right, guaranteed in the National Constitution, for a referendum on Bougainville's future political status. Article 310 of the BPA stipulates that "the choices available in the referendum will include a separate independence for Bougainville". Article 312(a) of the BPA stipulates that the referendum will be held no sooner than 10 years (2015), and in any case no later than 15 years (2020), after the election of the first ABG (2005). The outcome of the referendum will be subject to ratification by the National Parliament. A target date of 15 June 2019 has been set for the referendum by PNG's Prime Minister and Bougainville's President, at the JSB meeting of May 2016.

More than a decade after the election of the first ABG, the progress of the AROB towards political, economic and social normality is still slow. The combination of persisting trauma and societal fragmentation, ongoing issues of insecurity, excessive consumption of alcohol and other substances by some, high rates of unemployment and violence against women, a 'lost' generation without formal education, and a still young and inexperienced autonomous administration are among the complex challenges facing the region. The *Bougainville Audience Study* of 2017 found that 83 percent of those surveyed did not feel they were receiving enough information on topics related to the BPA. The 2017 *UN PBF Interim Survey* found that BPA awareness was much lower among female respondents (20 percent) than male respondents (37 percent).

A Peace and Development Analysis (PDA) conducted between 2013 and 2014 constituted the basis for the Peacebuilding Priority Plan (PPP) that framed the previous Peacebuilding Fund (PBF) intervention in Bougainville (2015-2018). That document identified a number of root causes of conflict, including culture and identity and unequal distribution of benefits and costs related to resources, internal jealousies and disputes and leadership rivalries. Among others, main findings included: (i) Bougainville was not a post-conflict society, as the historical drivers of conflict still remain; (ii) Efforts in promoting good governance have been weak; (iii) Debate and dialogue surrounding alternative visions for the future of Bougainville was absent, including possible risk scenarios related to the referendum; (iv) Resistance to 'Outsiders' because of a perceived threat to Bougainville's resources, culture and identity.

In the early stages of the design of this project, the United Nations (UN) in PNG conducted a review of the PDA, which involved consultation with regional authorities, and concluded that four years on, little real progress had been made in addressing key triggers of instability in Bougainville. Many of the findings from the PDA are still relevant; while the drivers of conflict have been slowly reduced, many are still very much present and submerged across the region. In addition to this, there lies a broader perception of corruption and inadequate capacity of the ABG for service delivery – findings of the *Joint Review of Bougainville's Autonomy Arrangements 2013*.

With support from Conciliation Resources, an international peacebuilding organisation, the ABG's Department of Peace Agreement Implementation (DPAI) undertook a scenario analysis workshop in May 2017, which looked at challenges before, during and after Bougainville's upcoming referendum on its political status. Among others, significant priority scenarios identified during the workshop were: (i) Certain communities not accepting the outcome of the referendum; (ii) Ex-combatant groups disrupting the referendum process; and (iii) GoPNG delaying funding and implementation of the BPA and/or delaying or postponing the referendum and not delivering on their obligations.

Intergovernmental relations, key for the implementation of the Agreement, have slowly improved since Prime Minister O'Neill's visit to Bougainville in 2014. The road has been rocky, yet the UN, through the PBF, has played a key role in bringing both Governments together and in furthering the joint decision-making process.

In terms of capacities for peace, the PDA also emphasised the importance of local-level and community governance processes. The analysis found that peace and security committees at the community level can be effective if they are nurtured, and not imposed upon their respective communities. In addition to this, the analysis determined that women lost their prominence in Bougainvillean society following the crisis, and they must reunite in order to regain the support of men within Bougainville, and that engaging with the region's 'lost generation', or those who grew up during the crisis, will be vital, as they represent the future of Bougainville.

Although progress in addressing the main issues that remain critical for the stability of the region has been slower than various stakeholders would desire, some progress has been achieved in terms of political dialogue between the GoPNG and ABG, under the Joint Supervisory Body (JSB) established through the BPA. This included, not only the adoption in May 2016 of the target date for the referendum (June 2019), but also a decision to establish an independent administrative authority (the BRC) to organise and carry out the referendum on behalf of the respective electoral authorities (the PNG Electoral Commission and the Bougainville Electoral Commission). Since the earliest days, the UN has played a critical role in advancing the implementation of the BPA, including by facilitating dialogue between the two governments, and technical assistance to the electoral bodies and Parliaments, and has now been requested to provide support to the second autonomy review.

- b) A brief description of how the project aligns with/ supports **existing** Governmental and UN **strategic frameworks**, how it ensures **national ownership** and how the project complements/ builds on any other relevant interventions in this sector/area, including any lessons from previous PBF support.

Through PBF support, the Gender and Youth Promotion Initiative (GYPI) project in Bougainville will be implementing peacebuilding interventions over a period of 18 months, between 2017-2019. With a budget of US\$2 million this project has two outcomes: (1) ABG Institutions are increasingly accountable to women and youth for a free and fair referendum and; (2) Women and youth effectively participate in delivering a violence free referendum in ABG. Under the project, UN Women, UNFPA and the Office of the High Commissioner for Human Rights (OHCHR) will strengthen responsible institutions and support them to include women and youth in the referendum process; they will ensure that more women and youth in

all levels of leadership are equipped to engage and lead awareness and dialogue around the referendum; support the strengthening of women, youth and civil society networks that can strengthen awareness and dialogue about the referendum and also train CSOs to monitor human rights violations.

Through resource mobilisation from bilateral partners, UNDP is seeking to raise US\$15 million to support the Referendum itself (the Bougainville Referendum Support Project - BRSP). To date about US\$6+ million has been mobilised from [Australia, Germany, Ireland, Japan, New Zealand and the United Kingdom](#). The outcomes of the BRSP are to strengthen the BRC and other key institutions required for a peaceful referendum through a combination of financial and advisory support and to coordinate all international assistance to the referendum process.

In consultation with the PNG Government and the Autonomous Bougainville Government (ABG), Australia's aid to Bougainville (up to AUS\$50 million 2017-2018) is supporting stability by strengthening governance and service delivery, promoting social cohesion and private sector-driven economic growth, and empowering women and youth. Working through PNG national programmes in health, education, transport infrastructure, and law and justice, Australia aims to build capacity within the ABG to improve its capacity to deliver services.

New Zealand helps to strengthen policing through the Bougainville Community Policing Programme implemented by New Zealand Police. Through the Governance and Implementation Project, jointly funded with Australia, New Zealand supports ABG to build capacity to govern, plan and deliver effective services, and promote sustainable economic development.

This new PBF project does not duplicate any of the above interventions. The BRSP is a technical electoral support programme, whose support is primarily for facilities and equipment for the BRC; voter registration and polling supplies; BRC outreach materials and activities; development / distribution of a comprehensive legal compendium and scrutineer training. The support to the conduct of the referendum through the BRSP is, however, only one of the elements of a holistic approach to laying the foundations for durable peace in Bougainville. This requires continued support and facilitation of political dialogue, increased awareness and understanding of the BPA and the referendum process, which includes the post-referendum process, as well as assistance to the implementation of the weapons disposal plan, unification, reconciliation and reintegration – all of which are pre-requisites for a successful referendum. This is what this project will provide to support and ensure the referendum process is violence free. It creates an enabling environment so that the BRSP can be successful.

The GYPI project builds the capacity of some of the ABG institutions and works at the community level to empower and engage women and youth in the referendum. While GYPI works at the community level, this new project focusses on better awareness about the BPA at the national level, including awareness to both parliaments and the bipartisan committee. The community level focus is aimed specifically to supplement activities of GYPI to ensure that in progressing weapons disposal, this is done through a bottom-up approach with communities leading and embracing the reintegration of ex-combatants and forging of cohesive community visions for a peaceful future. To ensure full complementary, the GYPI team (UNFPA, and UN Women) will implement some of these activities in this project.

The project will engage development partners to ensure that service delivery dividends are seen as part of building a better future in Bougainville.

The project will contribute to achieving Outcome 4 (Peace) under the United Nations Development Assistance Framework (UNDAF) for PNG 2018-2022. The project will also contribute towards outcomes under both the Government of Papua New Guinea's Vision 2050 and National Strategy for Responsible, Sustainable Development in PNG (StaRS), as well as the ABG Bougainville Strategic Development Plan (2018-2022).

Challenges and opportunities experienced and identified throughout the implementation of the 2015-18 PBF projects were taken into account in designing this project. Two such examples are: i) On awareness, embracing the Melanesian way and using more traditional means of communication such as storytelling and community dialogue, with these being more effective than traditional communication methods; and ii) On social cohesion, phasing out of work in the field of mental health, leaving this to other development partners better placed to undertake interventions in this field.

An inclusive consultation process was undertaken for the design of this project, which included the GoPNG, namely the Department of Prime Minister, Minister for Bougainville Affairs and the National Coordination Office for Bougainville Affairs (NCOBA), the ABG, including the President, the Speaker and Deputy Speaker, the Minister for Peace Agreement Implementation, Minister for Police, Corrective Services and Justice, Chief Secretary, Deputy Chief Secretary for Strategic Planning, Deputy Chief Secretary for Operations, DPAI, Department for Community Government (DCG), Bougainville Police Service, Bureau of Public Affairs, Media and Communications (BPAMC), Members of the Veterans North and South Bougainville. Development partners were also consulted, including Australia, Japan, New Zealand, United Kingdom, United States of America, Asian Development Bank, European Union, and World Bank. The consultation process was also undertaken with community elders, Bougainville Revolutionary Army, outlier ex-combatant groups and factional representatives, with discussions focusing on weapons disposal and unification.

During this process, various actors highlighted the critical role played by the UN in supporting the relation and dialogue between the two governments with a view to advancing the implementation of the BPA. Lessons learned from the previous PBF projects in this regard were taken into consideration in the designing of this project. These relate to the need for continued and regular support to dialogue among many different levels in order to continue to build relationships of trust and shared confidence in resolving bottlenecks.

II. Project content, strategic justification and implementation strategy (4 pages max Plus Results Framework Annex)

a) Description of the project content

Building upon the implementation of the first phase of PBF support towards an enabling environment for the upcoming referendum, the current project will continue to provide support towards inter-governmental dialogue between the GoPNG and the ABG, further progressing implementation of the BPA. Supplementing the existing GYPI project, resources will be used to ensure that work at the community level uses a participatory process through storytelling and traditional means of communication and supporting community-level dialogue and

consultations on the peace building process. Finally, it will assist both governments in establishing a joint process for the disposal of weapons, community reinsertion programmes targeting localities with outlying factions, and reunification of factional groups.

b) **Project result framework (see Annex B)**

c) **Project-level 'theory of change'**

IF political dialogue between the two governments takes place and leads to key decisions around the BPA and the referendum being jointly adopted, if awareness and understanding of the BPA and referendum and post-referendum issues are increased both in Bougainville and in PNG as a whole through community led processes, and if the disposal of weapons and reunification of factional groups take place as part of those community led processes, THEN the BPA will be implemented in a participatory, inclusive and transparent manner, and the referendum outcome is likely to be accepted by all key stakeholders, paving the way for long term stability.

d) **Project implementation strategy**

Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments, ensuring decisions around BPA implementation and the referendum are progressed jointly

Progress on implementation of the BPA has been slow, but steady. A ~~target~~-date for the referendum was set for ~~15-23 November~~ June 2019, and the BRC was established. The successful conduct of the referendum, as enshrined in the BPA and in the Constitution of PNG, will be critical to finding a lasting and peaceful solution to the conflict in Bougainville, one that is accepted by both parties. The political relationship between the GoPNG and ABG is complex but encouraging. Testament to this is the successful JSB meeting held in December 2017, where key resolutions were made which significantly lowered political tensions over payments and other issues related to the conduct of the referendum.

At this critical juncture of the peacebuilding process, as the referendum target date draws near, this outcome will enable the UN to maintain its support to the Bougainville peace process, continuing with timely and coordinated technical and logistical assistance to the JSB, the Joint Technical Team (JTT), and both parliaments. Women's participation in these meetings remains low, therefore the project will work with both governments to ensure that women are actively engaged in the political decision-making and the political dialogue processes. The project will provide technical and financial support to both governments upon request from the Chief Secretaries' offices with a view to furthering the implementation of the BPA to ensure that an acceptable outcome is achieved. With limited resources, not all requests can be accommodated. Although video conference equipment has made available to both governments to provide a medium through which meetings can be conducted as well as to reduce travel costs, one of the lessons learned of the previous project is that face to face meetings are crucial to build trust and to ensure that the implementation of the peace agreement progresses. Therefore, in discussion with the two Chief Secretaries' offices, support for critical meetings and the resolution of bottlenecks will be prioritised. Frequent ad hoc requests will not be possible. Meetings via tele-conference will also be used to reduce costs. Support to monitoring of the implementation of the BPA by the two parliaments, including interparliamentary dialogue, as

well as awareness and training on critical aspects of the Agreement, such as good governance, will also be facilitated by the project.

At the JSB meeting of May 2016, the two governments endorsed moving forward with a second joint review of Bougainville's autonomy arrangements. Throughout the consultation process for this project, the two governments requested for the UN to assist in implementing such a review, which will be done through technical and financial support. The project will cover 50 per cent of the costs of the review, with the remainder supported by GoPNG and ABG. This represents a unique opportunity for the parties to work together to assess how Bougainville's autonomy arrangements are progressing and constitutes a tool for both governments to improve the operation of the autonomy arrangements.

This outcome will be implemented in close partnership with the range of institutions, departments and other key actors working to advance the peace process in Bougainville. This will include, among others, the Offices of both Chief Secretaries, NCOBA, DPAI as well as both parliaments.

Key outputs for the attainment of Outcome 1 in this project will be:

- (i) JSB meets regularly and its resolutions are implemented jointly by the two governments;
 - a. In addition, the project will support the implementation of JSB resolutions including the formation and regular meeting of the Post-Referendum Task Force and facilitate technical consultancies which support the decisions of the JSB and the Task Force such as review of the Restoration and Development Grant.
- (ii) The two parliaments make joint decisions on the BPA and referendum processes, including on the post-referendum period in close consultations with women and youth focused civil society organisations;
- (iii) Key government institutions with responsibilities for BPA implementation and coordination between the two governments are enabled to implement their functions effectively.

Outcome 2: Increased dialogue and awareness on the BPA, referendum and post-referendum issues, ensuring that both the population in and outside of Bougainville is informed and is and feels included in the process

As the referendum target date approaches, ensuring that the population is adequately prepared to make an informed decision on the region's political future is vital. This outcome is critical for safety and security in the region, with the population looking to engage in dialogue and the BPA implementation, while at the same time increasing their participation in the civic space.

To add to the awareness raising of the GYPI and BRSP projects, this outcome will support interventions that go beyond just an awareness of the referendum and the BPA. Through this outcome, storytelling, community dialogue, use of innovative technology, theatre and art will be used to tell the peacebuilding story, increase awareness and understanding of the BPA and the referendum, and discuss possible post-referendum issues. Lessons from the past indicate that while information and communication *about* the referendum and BPA is needed – what is

also needed, and is just as important, is for communities to develop their own, joint vision about what a peaceful and prosperous community will look like in the future, and the role they can play in achieving that vision. This requires an inductive rather than a didactic approach to engaging communities. This will need to be led by a range of different community leaders, youth, women, churches, CSOs and local government to forge a shared vision. This will be done through working with institutions such as community governments, the Bougainville Women's Federation and the National Council of Women, Bougainville Youth Federation, mainland university student associations, the National Research Institute and the PNG National Council of Churches. The team from the GYPI project will play a leading role in the implementation of a number of key activities under this outcome to ensure full complementarity between the two projects. Peace and Conflict Studies Institute of Australia (PaCSIA) will also play an important role in the implementation of the activities under this outcome.

This outcome also supports coordination between related projects as the communications specialist contracted under this outcome ~~will be jointly contracted by the GYPI project~~ to ensure coherence of awareness raising at the community level.

Key outputs for the attainment of Outcome 2 in this project will be:

- (i) Both governments agree on joint messages on the BPA, including referendum, and facilitate their dissemination;
- (ii) Innovative community-led dialogues about the BPA and a peaceful future for Bougainville are facilitated throughout the island;
 - a. Including additional opportunities for community representatives in all 13 districts of Bougainville to take part in interactive Q&A forums with their leadership to better understand the BPA, implementation of the BPA, as well as the referendum/post referendum process, the institutions involved and the position of the two governments.
- (iii) BPA dialogue and referendum awareness raising increases within Papua New Guinea.

Outcome 3: Weapons disposal is progressed as per the BPA through a joint ABG-GoPNG process whilst supporting factional unification and solutions to security concerns of outlier communities

The GoPNG and the ABG have developed and agreed upon a Bougainville Joint Weapons Disposal Strategy. This strategy was endorsed at the JSB meeting of May 2016, with the JSB meeting of December 2017 agreeing to commit Kina (K) 12 million (US\$3.6m) to implement the strategy over a period of three years. Some veterans, other ex-combatants, and outlier groups (primarily movements that did not sign the BPA) have yet to commit to weapons disposal, thus achieving unification of all veterans/ex-combatants and outlier groups may be the single most difficult challenge to the success of the weapons disposal implementation plan. The UN has been supporting this process through the provision of technical assistance to both governments – the terms of reference for the Joint Secretariat for Weapons Disposal have already been agreed upon by the two governments, as well as plan of action—, and this assistance will continue under this outcome.

Significant capacity gaps currently exist in key ABG agencies that are to lead the weapons disposal process – namely Department of Peace Agreement Implementation (DPAI) and Department of Community Development (DCG). In order to provide the required support to the weapons disposal process there remains a considerable need for joint information gathering and analysis by GoPNG and ABG. Consultations with key regional stakeholders have revealed that a bottom-up approach, one that sees communities as the driving force of the weapons disposal process, will be vital in terms of its success, with the role of women an essential component of this intervention.

This project will support the establishment of a gender-sensitive joint weapons disposal secretariat and will assist in the implementation of the weapons disposal plan. This project will work with communities to encourage the ex-combatants' full assimilation into the communities. Ex-combatants will play a key role in the implementation of the weapons disposal plan and will be involved at the discussions at the joint secretariat. The project will implement community reinsertion -based- programmes through the three Resource CentresCenters established under PBF 1 that will provide a set of concrete peace dividends which in turnthat will contributes to a return to normalcy. The priority will be community members from the three geographic zones where outlier groups remain (Panguna, Tonnu, and parts of Buin). These areas are facing particular security-related issues due to previous difficulties of access, but also because they represent the fiefdoms of factions that until now have not engaged in the peace process, with other areas of geographical intervention to be identified by the Weapons Disposal Surveys to be carried out at the ward level as one of the activities of the weapons disposal strategy jointly agreed by GoPNG and ABG. ~~The approach will involve the establishment of a project board that identifies, assesses and approves projects submitted to it by the target communities. This will be done via the involvement of Community Governments and will include ex-combatant representatives, traditional authorities, civil society, including youth and women, among other stakeholders, thus ensuring as broad representation as possible throughout the process.~~ At the ward level in each constituency there is a requirement for a Weapons Disposal Compliance form to be signed off upon the concurrence of all the key actors. This will give a reasonably clear indication as to the disposal of the existing weapons. They will be required to give a status report on weapons of war and those that remain subject to PNG Gun Control Laws.

These ~~community projects resource centers~~ will: (i) be linked to ~~community weapons disposal processes and~~ factional unification processes; (ii) will aim to address security and social cohesion concerns of disenfranchised youth from those communities; (iii) ~~prioritise~~priorities community youth initiatives which already have strong local ownership and have already gotten off the ground but need an injection of support to move them to the next level; (iv) ensure complementarity with any other community youth projects trainings that may be supported through other sources; ~~(v) ensure a role for community government in the project implementation or oversight; and~~ (vi) ensure a role for women and youth ~~(vi) be used to explore economic and business activities and extending the skills base for meaningful employment.~~

This process will be accompanied by support to ABG's concerted strategy on engagement with outlier factions. Related to the disposal of weapons, USA has indicated that it would be willing to support the collection and destruction of WWII weaponry and the training of an explosive hazard-management team.

As mentioned above, Outcome 3 will be implemented in collaboration with Department of Community Development, Department of Community Government, CG, as well as

Department for Peace Agreement Implementation, community governments, women and youth groups, alongside the significant involvement of communities, including former combatants. The Office of the High Commissioner for Human Rights, UN Women and UNFPA will provide significant input with regard to activities implemented under this outcome, including support to ABG for a unification policy. Key outputs for the attainment of Outcome 3 in this project will be:

- (i) A joint process is established for identification of remaining weapons and monitoring of collection;
- (ii) Outlying factions unify and work with the ABG and other parties to support implementation of the BPA and a peaceful referendum;
- (iii) Targeted support and training to Community Governments (especially women members) in their role to raise awareness about the importance of weapons disposal and to engage with women CSOs to advocate and participate in weapons disposal processes;

(iii)

(iv)

Security and social cohesion in localities within the outlying ~~factions~~ factions areas of control is improved through targeted community disarmament initiatives ~~community-based support programmes~~

(iv)

- a. Previously focused on Peace and Security Community Projects these have been revised due to certain sensitivities around community selection and the strong focus on referendum awareness and referendum preparedness activities at the community level during 2019. The project has determined in consultation with the Government that these grants are no longer a priority for the progress of the project objectives.
- b. Activities will support community weapons disposal outreach exercises in partnership with the Department of Community Government to support disarmament of initiatives. As well as new activities to support disenfranchised youth through finalisation and extension of services of three regional Youth Resource Centres for targeted support to the "lost generation" of youths that missed out on formal education during the crisis. Providing a space for soft skills development, art and dialogue. In addition, following the request of the Core Group of veterans and the two governments, support will be extended to investigate economic opportunities for former combatants going forward via the scoping and hosting of an economic/business summit.

III. Project management and coordination

a) Recipient organizations and implementing partners –

The recipient organisations for this project will be UNDP, UN-Women, UNFPA.

The primary implementing partners of the PBF project will be the GoPNG and the ABG. The bulk of the activities under Outcome 1 and 3 will be delivered through working with and

accompanying specific institutions of both governments such as the National Coordination Office for Bougainville Affairs (NCOBA), the Office of the National and ABG Chief Secretaries, the Department of Prime Minister and the National Executive Council (NEC), the Office of the President of the ABG and the BEC, and key interlocutors in Bougainville such as the DPAI, the Bougainville House of Representatives, and the BPAMC. Under Outcome 2, several CSOs including women and youth based CSOs, CBOs and FBOs will also be involved in implementation, e.g. the Bougainville Women's Federation, Bougainville Youth Federation, Leitana Nehan, and Nazareth Rehabilitation Centre, among others. PaCSIA will be one the implementing partners under this outcome.

Joint planning, programming and operations are ensured through the Peace Working Group (PWG) of the UN, a priority working group of the UNDAF.

b) Project management and coordination –

Each UN agency will implement its components of the PBF project but will work cohesively and closely together with UNDP as the Convening Agency under the project, responsible for ensuring joint monitoring and reporting on the project. The Department of Political Affairs (DPA) Liaison Officer based in Buka will be the overall convenor for all PBF support of the UN (including this project and GYPI), ensuring it benefits from current political analysis, supports the UN political engagement strategy, and is implemented in a transparent and coordinated manner between various UN agencies, in synergy with the referendum project, and in close liaison with other partners working in Bougainville. The Liaison Officer will work closely with the BRSP Chief Technical Adviser, and the latter will provide technical advice and leadership on activities in Outcome 2.

~~The project will be managed by an National-international Project Manager who will report directly to Country Office Management, the Project Manager will have the overall responsibility of the project implementation and delivery-b. He/she will be supported by e recruited for the PBF Bougainville Programme and will be supported by two Project Officers. Overall project implementation supervision will be provided by the UNDP Deputy Resident Representative based in Port Moresby. Expertise in weapons disposal and communications will be provided through an International Consultancy positions. The weapons disposal consultant will be hired for a period of 152 months, with targeted inputs over 24 months, whilst the communications consultant (50 percent covered under GYPI project) will be on board for the lifespan of the project (24 months). A Monitoring-Monitoring and Evaluation officer linked with the M&E Unit in UNDP will be recruited (jointly funded by GYPI) and will conduct monitoring and evaluation for both this project and the GYPI, ensuring monitoring and reporting against results. There will be one operations manager for 12 month and one Operations Analyst for 24 months. These two positions are required to support procurement and financial management, which is very intensive in Directdirect execution modality in PNG.~~

The DPA Liaison Officer and the Peace and Development Adviser will also support the programme team, in Port Moresby and in Bougainville, in dealing with politically sensitive issues or interventions within the project implementation strategy. The Liaison Officer will lead on the annual strategic report of the peacebuilding situation in the country to be submitted to the PBF Joint Steering Committee and PBSO by 1 December.

The UN Resident Coordinator, through the PBF Joint Steering Committee (JSC) and the UNDAF Priority Working Group on Peace, will provide overall strategic guidance on implementation of various aspects of the project to ensure that activities are guided by rigorous technical expertise, political analysis, coherence, collaboration and coordination in providing support to the GoPNG and ABG and that the two Governments deliver on their commitments, which are necessary to progress the project. These bodies will also help to ensure the overall coordination between the three UN projects in Bougainville to avoid overlap and potential duplication of interventions and activities.

c) Risk management –

Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy and Responsible Parties
Lack of will to progress BPA and referendum due to shifting government priorities	Medium	High	Regular risk assessment conducted by the UN team and engagement with both governments on key activities that need to be progressed in order to make this project effective
Lack of trust between GoPNG and ABG at political, administrative and financial levels may affect project outcomes, e.g. weapons disposal	Medium	High	Hold regular meetings with the chief secretaries to share risk analysis on bottlenecks to project implementation, inclusive of facilitation of JSB meetings to address concerns of trust
Limited access to quality information and informed political discourse at community level	Medium	High	Strengthened engagement throughout PNG including AROB on BPA awareness, <u>including the use of creative media and arts</u>
UN faces allegations of partiality or blamed for delays in the implementation of the BPA	Medium	Medium	Conduct of regular political analysis by the Peace and Development Adviser and Liaison Officer and engage with both governments to manage public expectations about the UN's role <u>The project will only support activities of joint requests of the two governments, and include the two governments in interventions of the project</u>
Lack of substantive engagement with women and young people due to entrenched unequal social norms	Medium	High	Specific funds allocated and impact carefully monitored throughout the lifespan of the project to ensure women and young people are engaged
Escalation of violence during the implementation of the project	Medium	High	Use existing early warning/early response systems to detect and mitigate violence

Capacity limitation of partners to engage including the various ABG departments may affect project implementation	Medium	Medium	Capacity assessment and reinforcement of Implementing Partners to support projects. <u>Inclusion and engagement of partners in various project activities to build their capacity</u>
Project not being able to attract and retain qualified staff	Medium	High	Consider Detailed Assignments, including expediting salary scale surveys for national staff
<u>Lack of will and institutional memory to progress BPA and referendum due to change in leadership both political and at the bureaucratic levels</u>	<u>High</u>	<u>High</u>	<u>Being flexible and responsive to these changes and quick to build relationships and provide briefings with new leaders</u>
<u>Safety of all project staff including non-Bougainvilleans during and after the conduct of the referendum</u>	<u>Low</u>	<u>High</u>	<u>Put in place internal Security Measure and orient staff on these measures</u>

d) Monitoring and evaluation (M&E)–

The project will use a system of M&E that draws upon lessons learned from previous PBF programming in Bougainville, as well as being one that responds to the PBF Global Performance Management Plan and aligned to the PNG UNDAF 2018–2022. Previous lessons include the need for SMART indicators. ~~(PBF-1 had some indicators that were actually out of our control; we were using government efforts to assess the project's performance and that was why the project was struggling to report its progress, since its progress was dependent on government's efforts and pace of progress. The need for project data management tools i.e. collection, reporting and storage templates within the project; the need for a Clear Data Flow System within the project and within the CO (project officers were not systematically collecting and reporting data with the M&E Officer being the project's data custodian).~~ Regular monitoring of how peacebuilding dialogues are taking place and a measure of change in behaviors will be required over the 18 months. The project's M&E plan will outline various indicators at all levels of the project's results hierarchy, and the subsequent plan to collect data for each of the respective indicators. The data captured will be a mixture of quantitative and qualitative, including some proxy indicators where indicators of change cannot be measured directly. All data will be disaggregated by gender and location.

The project has an M&E budget of \$230,000 to cover baseline data gathering, community-based monitoring, data quality audit exercises, a mid-term assessment, end line data gathering, monitoring missions by project staff and by PBSO and an end-of-project evaluation. \$50,000 of this will be put aside for a rigorous independent evaluation and PBSO will be consulted in its organization. The M&E officer, supported by the project officers, will be responsible for the development and implementation of this project's M&E plan, to begin as soon as the project commences. Development and/or revision of data collection, reporting and management tools for this project will also remain the responsibility of the M&E focal point (see annex).

e) Project exit strategy/ sustainability

Building upon the inclusive consultations held during the designing of this project, the PBF Project aims to assist the ABG to implement its Strategic Development Plan and to complement some of the activities identified therein. Aligning the PBF activities with the

Bougainville Strategic Development Plan ensures that most of the activities will be continued by the ABG at the end of the project. Activities under Outcome 1 and Outcome 2 are time-bound, designed to create an enabling environment for a peaceful referendum in Bougainville, and to ensure that the referendum outcome, whatever it may be, is one that is accepted by the people of Bougainville and of PNG. For Outcome 3, sustainability will be provided by both governments as well as from donors, so discussions with donors will be a regular part of the project engagement strategy.

IV. Project budget

The project has nationalized most of its staff positions to save costs and is using the existing position of the Political Liaison Officer to provide overall political analysis/ oversight/ coordination of the PBF activities in Bougainville with limited extra costs for the project; the project office is being cost shared with other UN projects and \$230,000 has been allocated for effective monitoring and evaluation. The costs of travel between Bougainville and Port Moresby are high and while best efforts will be made to cut down on non-essential face to face meetings, in a context of building trust and relationships, through effective and constant dialogue is essential.

Annex A.1: Project Administrative arrangements for UN Recipient Organizations

The UNDP Multi-Partner Trust Fund (MPTF) Office serves as the Administrative Agent (AA) of the PBF and is responsible for the receipt of donor contributions, the transfer of funds to Recipient UN Organizations (RUNOs), the consolidation of narrative and financial reports and the submission of these to the PBSO and the PBF donors. As the Administrative Agent of the PBF, MPTF Office transfers funds to RUNOs on the basis of the signed Memorandum of Understanding between each RUNO and the MPTF Office.

AA Functions

On behalf of the Recipient Organizations, and in accordance with the UNDG-approved "Protocol on the Administrative Agent for Multi Donor Trust Funds and Joint Programmes, and One UN funds" (2008), the MPTF Office as the AA of the PBF will:

- Disburse funds to each of the RUNO in accordance with instructions from the PBSO. The AA will normally make each disbursement within three (3) to five (5) business days after having received instructions from the PBSO along with the relevant Submission form and Project document signed by all participants concerned;
- Consolidate narrative reports and financial statements (Annual and Final), based on submissions provided to the AA by RUNOs and provide the PBF consolidated progress reports to the donors and the PBSO;
- Proceed with the operational and financial closure of the project in the MPTF Office system once the completion is notified by the RUNO (accompanied by the final narrative report, the final certified financial statement and the balance refund);
- Disburse funds to any RUNO for any costs extension that the PBSO may decide in accordance with the PBF rules & regulations.

Accountability, transparency and reporting of the Recipient United Nations Organizations

Recipient United Nations Organizations will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each RUNO in accordance with its own regulations, rules, directives and procedures.

Each RUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent from the PBF account. This separate ledger account shall be administered by each RUNO in accordance with its own regulations, rules, directives and procedures, including those relating to interest. The separate ledger account shall be subject exclusively to the internal and external auditing procedures laid down in the financial regulations, rules, directives and procedures applicable to the RUNO.

Each RUNO will provide the Administrative Agent and the PBSO (for narrative reports only) with:

- Bi-annual progress reports to be provided no later than 15 June;
- Annual progress reports to be provided no later than 15 November;
- Final (end of project) narrative reports, to be provided no later than three months after the operational closure of the project;
- Annual financial statements as of 31 December with respect to the funds disbursed to it from the PBF, to be provided no later than four months (30 April) after the end of the calendar year;

- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.
- Unspent Balance at the closure of the project would have to be refunded and a notification sent to the MPTF Office, no later than six months (30 June) of the year following the completion of the activities.

Ownership of Equipment, Supplies and Other Property

Ownership of equipment, supplies and other property financed from the PBF shall vest in the RUNO undertaking the activities. Matters relating to the transfer of ownership by the RUNO shall be determined in accordance with its own applicable policies and procedures.

Public Disclosure

The PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent's website (<http://mptf.undp.org>).

Annex A.2: Project Administrative arrangements for Non-UN Recipient Organizations

Accountability, transparency and reporting of the Recipient Non-United Nations Organization:

The Recipient Non-United Nations Organization will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each recipient in accordance with its own regulations, rules, directives and procedures.

The Recipient Non-United Nations Organization will have full responsibility for ensuring that the Activity is implemented in accordance with the signed Project Document;

In the event of a financial review, audit or evaluation recommended by PBSO, the cost of such activity should be included in the project budget;

Ensure professional management of the Activity, including performance monitoring and reporting activities in accordance with PBSO guidelines.

Ensure compliance with the Financing Agreement and relevant applicable clauses in the Fund MOU.

Reporting:

Each Recipient will provide the Administrative Agent and the PBSO (for narrative reports only) with:

- Bi-annual progress reports to be provided no later than 15 June;
- Annual progress reports to be provided no later than 15 November;
- Final (end of project) narrative reports, to be provided no later than three months after the operational closure of the project;
- Annual financial statements as of 31 December with respect to the funds disbursed to it from the PBF, to be provided no later than four months (30 April) after the end of the calendar year;
- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.
- Unspent Balance at the closure of the project would have to be refunded and a notification sent to the Administrative Agent, no later than three months (31 March) of the year following the completion of the activities.

Ownership of Equipment, Supplies and Other Property

Matters relating to the transfer of ownership by the Recipient Non-UN Recipient Organization will be determined in accordance with applicable policies and procedures defined by the PBSO.

Public Disclosure.

The PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent website (<http://www.mptf.undp.org>)

Final Project Audit for NUNO projects

An independent project audit will be requested by the end of the project. The audit report needs to be attached to the final narrative project report. The cost of such activity must be included in the project budget. If this is not the case, a budgetary revision, to include such costs, must be provided by submitting the Project Budget Revision and No-Cost Extension form

As part of the PBSO and MPTF-O review of the project document, PBSO will obtain and consider the following:

- Annual report of the Recipient Organization;
- Audited Financial Statements for the last three years;
- Proof of previous funding by the UN, the PBF, or any of the contributors to the PBF;
- A letter from RO's external auditor stating that the RO has the requisite financial systems, internal controls and capacity to manage project funds. At the time of submission, the auditor must also provide membership of a national or regional audit association;
- Be registered as a non-profit, tax exempt organization (in both, the country where headquarter is located and in country of implementation)

Annex B: Project Results Framework (MUST include sex- and age disaggregated data)

Outcomes	Outputs	Indicators	Means of Verification/ frequency of collection	Indicator milestones
<p>Outcome 1: Enhanced political dialogue between the two Governments and the two Parliaments ensures decisions around BPA implementation and referendum are progressed jointly</p>	<p>Output 1.1: JSB meets regularly and its resolutions are implemented jointly by the two governments</p> <p>List of activities under this Output:</p> <ul style="list-style-type: none"> - Supporting inter-governmental dialogue and decision-making between GoPNG and ABG (JTT and JSB meetings) 	<p>Outcome Indicator 1 a: Number of joint communiqués on BPA or referendum process issued by the two governments</p> <p>Baseline: 1 in 2017 Target: 4 over 2 years</p> <p>Outcome Indicator 1 b: Evidence of joint decisions by two Government on referendum questions, voter eligibility and appointment of chair for the BRC</p> <p>Baseline: Referendum questions, voter eligibility and BRC chair not agreed Target: Referendum questions, voter eligibility and BRC chair agreed</p> <p>Outcome Indicator 1c: Existence of formal partnership between the national parliament and BHOR on the BPA and referendum supported by joint statements</p> <p>Baseline: Draft MoU for cooperation and collaboration exists Target: MoU for cooperation and Collaboration in place, signed and implemented</p>	<p>Joint Technical Team meetings and JSB resolutions</p> <p>Public statements and notices by both the national government and ABG</p> <p>Public statements and media reports Signed MOU</p> <p>Request from authorities requesting assistance Mission reports Media reports Ad hoc Official Joint Statements</p>	<p>Meetings convened</p> <p>Appointment of the BRC Chair</p> <p>MoU in place</p> <p>JSB meetings convened</p> <p>2019 JSBs' resolutions implemented</p>

<p>- Strengthening the offices of the national and ABG Chief Secretaries to promote intergovernmental dialogue through existing structures such as the JSB and following up of JSB resolutions</p> <p>- Provision of technical and logistical support to the second Joint Review of Bougainville's Autonomy Arrangements</p> <p>- Provision of Technical Support to the Restoration and Development Grant Review</p>	<p>Baseline: Less than 10% of JSB resolutions up to 2017 implemented</p> <p>Target: 40% of JSB resolutions to date implemented</p> <p>Proportion of joint JSB-resolutions implemented by both GoPNG and ABG</p> <p>Baseline: Dec-2017 JSB Meeting = 10% (TBC)</p> <p>Target: 40%</p>	<p>Request from authorities requesting assistance</p> <p>Mission reports</p> <p>Media reports / Ad hoc</p>	<p>Women participate at JSB meetings</p>	<p>Statements released</p>
<p>Output Indicator 1.1.3: Number of women leaders participating in JSB meetings</p> <p>Baseline: Only 1 woman participated in the JSB of December 2017</p> <p>Target: At least 4 women participating in JSB meetings by 2019</p>	<p>Output Indicator 1.2.1: Parliamentary Partnership Agreement signed between the National Parliament and the BHOR for cooperation and collaboration</p> <p>Baseline: No Parliamentary Partnership Agreement in place for cooperation and collaboration between the National parliament and the BHOR</p> <p>Target: Parliamentary Partnership Agreement in place for cooperation and collaboration between the National Parliament and the BHOR</p>	<p>Agreement</p> <p>Media reports</p> <p>Ad hoc</p>	<p>Agreement signed and in place</p>	<p>Joint visits convened¹</p> <p>staff engaged in parliamentary committee structures</p> <p>capacity building</p>
<p>Output 1.2: The two parliaments make joint decisions on the BPA and referendum processes, including on post-referendum</p> <p>List of activities under this Output:</p> <ul style="list-style-type: none"> - Supporting the Parliamentary Partnership Agreement between the National Parliament and the BHOR - Strengthening capacities of BHoR Parliamentary Committees to promote regional parliamentary dialogues with community governments based on 	<p>Output Indicator 1.2.2: Number of Parliamentary staff provided with capacity building to perform scrutiny and oversight functions of the BPA implementation</p>	<p>Media reports</p> <p>Media statements</p> <p>Ad hoc</p>		

	<p>standing orders and resolutions of BHoR especially on the Bougainville Peace Agreement</p> <ul style="list-style-type: none"> - Strengthening Parliamentary Committee structures of the National Parliament and BHoR to perform scrutiny and oversight functions of the implementation of Bougainville Peace Agreement - Technical and logistical support to the National Parliament Bipartisan Committee on Bougainville Affairs to effectively raise awareness on the Bougainville referendum in the National Parliament - Provision of technical and logistics support to the Peace Implementation Forum regular meetings, including in the regions 	<p>Baseline: 2017 = 0 ratification plan for parliamentarians to implement public statements made by the speakers in support of a strengthened parliamentary partnership</p> <p>Baseline: 2017 = 0 Target: 24</p> <p>Output Indicator 1.2.3: Number of mission reports tabled in national parliament following bipartisan committee missions</p> <p>Baseline: 2017 = 0 Target: 1</p> <p>Output Indicator 1.2.3: the Post-Referendum Planning Taskforce identifies mitigating measures to the risk and challenges during the post-referendum period, the consultation process, its team leaders as well as its members.</p> <p>Baseline 2017 = 0 (no mitigating measures, consultation process or team members) Target = 3 (mitigating measures, consultation process or team members identified)</p>	<p>Mission reports</p> <p>Media reports</p> <p>Ad hoc</p>	<p>Missions undertaken</p>
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	<ul style="list-style-type: none"> - Technical and logistical support to good governance awareness and capacity of ABG - Technical and logistical support to political dialogue at the constituency level, through the BHoR, BEC and community governments - Technical support to political dialogue on post-referendum scenarios 	<p>Output Indicator 1.2.4: Number of dialogues with the population on key political issues is enhanced through the Peace Implementation Forum, convening in each region.</p> <p>Baseline: 2017 = 0 Target: 6</p>	<p>Mission reports Media reports Ad hoc</p>	<p>Dialogues held/forums convened</p>
	<p>Output 1.3: Key government institutions with responsibilities for BPA implementation and coordination between the two governments are enabled to implement their functions effectively</p> <p>List of activities under this Output:</p> <ul style="list-style-type: none"> - Providing technical and logistical support to NCOBA under the Department of PM and NEC to effectively perform its coordination roles on Bougainville issues especially the referendum - Technical and logistical support to the ABG, including the office of the Chief Secretary and the Department of Peace Agreement Implementation for coordination of 	<p>Output Indicator 1.3.1: NCOBA establishes a permanent presence in the AROB to facilitate the implementation of the BPA</p> <p>Baseline: 2017 = No permanent presence in the AROB Target: NCOBA establishes a permanent presence in Bougainville office in the AROB</p> <p>Output Indicator 1.3.2: Number of annual meetings held between the two Chief Secretaries</p> <p>Baseline: 2017 = 2 Target: 4</p>	<p>Meeting minutes Media reports and joint statements Ad hoc</p>	<p>Permanent presence of NCOBA established in AROB</p>
			<p>Meeting minutes Reports Media statements/ad hoc</p>	<p>Meetings held</p>

<p>Outcome 2: Increased dialogue and awareness on the BPA, referendum and post-referendum issues ensuring that both the population in and outside of Bougainville is informed, and is and feels, included in the process</p>	<p>referendum planning with national government</p>	<p>Outcome Indicator 2 a: Increase in the proportion of women and youth with a sufficient understanding of the referendum</p> <p>Baseline: 74% were not sure, or indicated they did not know much about the Referendum (Bougainville Audience Study – 2017)</p> <p>Target: 15% increase in the proportion of women and youth with sufficient understanding of the referendum</p>	<p>Media reports/Ad hoc</p>	<p>Forums convened</p>
<p>Output 2.1: Both governments agree on joint messages on the BPA, including referendum, and facilitate their dissemination.</p> <p>List of activities under this Output:</p> <ul style="list-style-type: none"> - Assist in developing joint messages - Assist in disseminating joint messages 	<p>Outcome Indicator 2 b: Improved understanding of BPA and its pillars by the wider Bougainville population</p> <p>Baseline: 27% feel that they comprehend information on the topics related to the BPA (Bougainville Audience Study – 2017)</p> <p>Target: 23% improvement in population's understanding of the BPA</p>	<p>Output Indicator 2.1.1: Bi-monthly meetings convened by both governments through the BRG Transitional Committee to discuss key messages and their dissemination</p> <p>Baseline: 2017 = 4 meeting convened through the BRG transitional committee</p> <p>Target: Key messages agreed by the BRG</p> <p>Output Indicator 2.1.1 Joint messages agreed by the two Chief Secretaries and distributed throughout Bougainville</p> <p>Baseline: 2017 = 0 Joint Messages distributed</p>	<p>Perception surveys/Completion of project</p>	<p>Activities convened</p>
			<p>Joint messages agreed</p> <p>Minutes meeting</p> <p>Media reports/Ad hoc</p>	<p>Joint messages agreed</p>

	<p>Target: 1,000 copies of joint messages distributed throughout Bougainville</p>		
<p>Output 2.2: Innovative and community led dialogues about a peaceful future for Bougainville.</p> <p>List of activities under this Output:</p> <ul style="list-style-type: none"> - Development of a number of traditional & story telling processes (including radio) to support targeted communities in telling the peace building story & developing community visions for the future Provide support for the implementation of joint weapons disposal communication strategy - Using mobile-based solutions to connect Bougainville's youths and 	<p>Output Indicator 2.2.1: Number of awareness sessions conducted by the Department of Community Government at the district level</p> <p>Baseline: 2017 = 0 Target: 13</p>	<p>Mission reports/ Ad hoc</p>	<p>Activities convened</p>
	<p>Output Indicator 2.2.2: Number of radio dramas on the BPA produced and aired across Bougainville and Papua New Guinea</p> <p>Baseline: 2017 = 0 Target: 110</p> <p>Output Indicator 2.2.3: Number of PNG-registers reached with BPA and referendum-awareness sessions staged outside of Bougainville</p> <p>Baseline: 0 = 2017 Target: 43</p>	<p>Record of episodes Media statements/ Ad hoc Media reports Mission reports</p>	<p>Episodes aired Awareness activities conducted</p>

	<p>to enable them to become agents for change</p> <ul style="list-style-type: none"> - Utilise the existing Youth Resource Centres to become one-stop-shops for innovation, knowledge and skills training, art and dialogue, and a hub for the congregation of youths and other disenfranchised groups - Promotion of knowledge of the BPA through community theatre, scenario building and local stories - Follow up/monitoring of all Referendum readiness interventions at community level by Community Governments - Coordination of all Referendum preparation 	<p><u>Output Indicator 2.2.34</u> Number of people directly reached with BPA knowledge and or peace promotion activities through communication mediums such as theatrical arts, crafts, story-telling, scenario building, video postcards, local stories, etc. Districts that host Joint Roadshows covering BPA referendum and post referendum period</p> <p>Baseline: 0 = 2017</p> <p>Target: 5,00010</p>	<p>Media reports Mission reports</p>	<p>Peace promotion Awareness activities conducted</p>
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<p>efforts at community and district level.</p> <ul style="list-style-type: none"> - Development of 10 part Radio Drama series - Technical and logistical support to Joint Roadshow connecting communities in the 13 districts with local and national political leadership 	<p>Output Indicator 2.2.45 Number of Districts that host Joint awareness and dialogue Roadshows covering BPA referendum and post referendum period</p> <p>Baseline: 0 = 2017</p> <p>Target: 139</p>	<p>Media reports</p> <p>Mission reports</p>	<p>Awareness activities conducted</p>
<p>Output 2.3: BPA dialogue and referendum awareness raising increases within Papua New Guinea.</p> <p>List of activities under this Output:</p> <ul style="list-style-type: none"> - Provide support toward increasing understanding of the peace process to the wider PNG community through community dialogue and awareness sessions - Strengthen media reporting on Bougainville, including training on conflict sensitive reporting 	<p>Output Indicator 2.3.1- Number of jointly approved messages disseminated via SMS through mobile phones across ARGB</p> <p>Baseline: 2017 = 0</p> <p>Target: 40</p> <p>Output Indicator 2.3.1 Number of Awareness Adverts aired across Papua New Guinea for Papua New Guinea's to have a baseline understanding of the 3 BPA pillars, the referendum and post referendum process</p> <p>Baseline: 0 = 2017</p> <p>Target: 1 National Awareness Advert aired across Papua New Guinea via television, radio and newspaper</p>	<p>Messages jointly approved</p> <p>Copy of the SMS</p> <p>Copy of the national adverts</p>	<p>Messages sent out</p> <p>Advert on television, newspaper and radio</p>

<p>Outcome 3: Weapons disposal is progressed as per the BPA through a joint ABG-GoPNG process whilst supporting factional unification and solutions to security concerns of outlier communities</p>	<p>- Development of a national awareness campaign on the BPA and Bougainville's referendum</p>	<p>Output Indicator 2.3.2: Media practitioners have an increased awareness and knowledge of the BPA and referendum process Baseline: 2017 = 0 trainings held in 2017 Target = 2 trainings and demonstrated improvement in knowledge on BPA and referendum issues</p> <p>Output Indicator 2.3.3 Number of PNG regions reached with BPA and referendum, including post-referendum awareness sessions Baseline: 0 = 2017 Target: 4</p> <p>Output Indicator 2.3.3: Increased awareness-by PNG population in the effective implementation-of the BPA, through regular forums Baseline: 0 = 2017 Target: 8 forums conducted-</p>	<p>Training reports and a pre and post training survey of media practitioners attending the training, assessing level of knowledge on Bougainville issues including the BPA and its progress Media reports Mission reports Mission reports Media statements/ Ad hoc Project survey</p>	<p>Training conducted Awareness activities conducted Activities-convened</p>
<p>Outcome 3: Weapons disposal is progressed as per the BPA through a joint ABG-GoPNG process whilst supporting factional unification and solutions to security concerns of outlier communities</p>	<p>Outcome Indicator 3 a: Weapons disposal process completed and a safe and secure environment provided for conduct of the Bougainville referendum Baseline: few weapons collected through the referendum ready concept of parliament Target: Weapons collected from aAll 33 constituencies of Bougainville undergo validation and declared weapons free using the Referendum Ready Concept</p>	<p>Joint GoPNG/ABG statements Media reports Joint Weapons Disposal Secretariat Meeting Minutes</p>	<p>Weapons collected</p>	<p>Weapons collected</p>

	<p>Outcome Indicator 3 b: Outlier factions accepting and cooperating in the weapons disposal process;</p> <p>Baseline: 3 outlier factions are still not part of the peace process and did not sign the BPA Target: 3 remaining outlier factions participating in the weapons disposal process</p>	<p>Joint GoPNG/ABG statements</p> <p>Media reports</p> <p>Joint Weapons Disposal Secretariat Meeting Minutes</p>	Weapons collected
	<p>Outcome Indicator 3 c: All eCommunities around the last factions become part of the weapons disposal process and benefitting from reintegration.</p> <p>Baseline: No community-based approach has been undertaken to collect weapons from communities in Bougainville Target: A community approach implemented to collect weapons in Bougainville led by the ABG</p>	<p>Community Government reports</p> <p>Media reports</p> <p>Mission reports</p>	Communities participating
<p>Output 3.1: In partnership with DPAAI, implementation of the weapons disposal report by the UN, including support to the set up and operation of a Joint Secretariat; identification of remaining weapons and monitoring of collection</p> <p>List of activities under this Output:</p> <ul style="list-style-type: none"> - Technical support provided to the two governments through the deployment of a weapons disposal expert - Support to the establishment of a gender sensitive Joint Secretariat on Weapons Disposal - Conduct follow up consultations following the staging of the Veterans Summit 	<p>Output Indicator 3.1.1: The two governments agree through a JSB resolution on the political conditions for the successful collection of weapons</p> <p>Baseline: 0 resolutions Target: 1 resolution</p> <p>Output Indicator 3.1.2: Level of knowledge gained by CSOs, CBOs, Community Governments, women, youth and churches on weapons disposal as a key pillar of the BPA and of arms collection processes</p> <p>Baseline: 43% confident in weapons disposal process (2017 ARB Interim Report) Target: 15% increase in level of confidence among population in weapons disposal process</p>	<p>JSB resolutions</p> <p>Media reports / Ad hoc</p>	Resolutions adopted
	<p>Output Indicator 3.1.3: Number of Arms collection centres established and number of weapons collected and recorded</p> <p>Baseline: No official record of weapons collection centres or weapons collected in targeted communities in Bougainville</p>	<p>Media reports</p> <p>DPAAI reports / Ad hoc</p> <p>Project survey</p>	Community events staged
		<p>Reports on the number of weapons collected</p> <p>Number of arms collection centres established</p>	Weapons disposed of

<ul style="list-style-type: none"> - Build the capacity of relevant stakeholders on weapons disposal processes to include, registration, collection storage and disposal - Financial Support to deployment of EOD teams for destruction of ammunition and explosives, and joint verification teams 	<p>Target: 1 Weapons collection centres/center established in all 33 constituencies with weapons collected recorded and destroyed the central Bougainville Police Office</p> <p>Output indicator 3.1.4: Number of EOD teams trained and deployable to undertake EOD activities pre and post-referendum</p> <p>Baseline: 0 EOD local capacity on Bougainville</p> <p>Target: 1 local EOD team trained and operational</p>	<p>Training reports</p>	<p>Training conducted</p>
<p>Output 3.2: Support to the factional unification in Bougainville, including bringing the remaining outliers on board with the BPA and helping to implement and monitor the MOUs between the factions and the ABG.</p> <p>List of activities under this Output:</p> <ul style="list-style-type: none"> - Support to the development and implementation of a factional unification strategy - Support to the Veterans Summit - Support the development and implementation of MOUs between inclusion of various factions and the ABG - Provide support to national reconciliation efforts as per JSB resolution of December 2017 	<p>Output Indicator 3.2.1: All outlier factions sign and implement an MoU/MoA or declaration of an intent to participate in the implementation of the peace process</p> <p>Baseline: Three factions do not recognize the ABG and are not part of the peace process</p> <p>Target: All three factions recognize and work with ABG to actively participate in the implementation of the peace process</p> <p>Output Indicator 3.2.2: Women and Youth Participate in weapons disposal efforts disaggregated by age and sex</p> <p>Baseline: Very few women and youth participate in weapons disposal discourse in Bougainville</p> <p>Target: 50% of those involved in the weapons disposal process are women and youth</p>	<p>MoU/MOAs signed/Declarations of intent issued</p> <p>Media reports</p> <p>Joint Weapons Disposal Secretariat Meeting Minutes</p>	<p>Number of roundtables held</p>

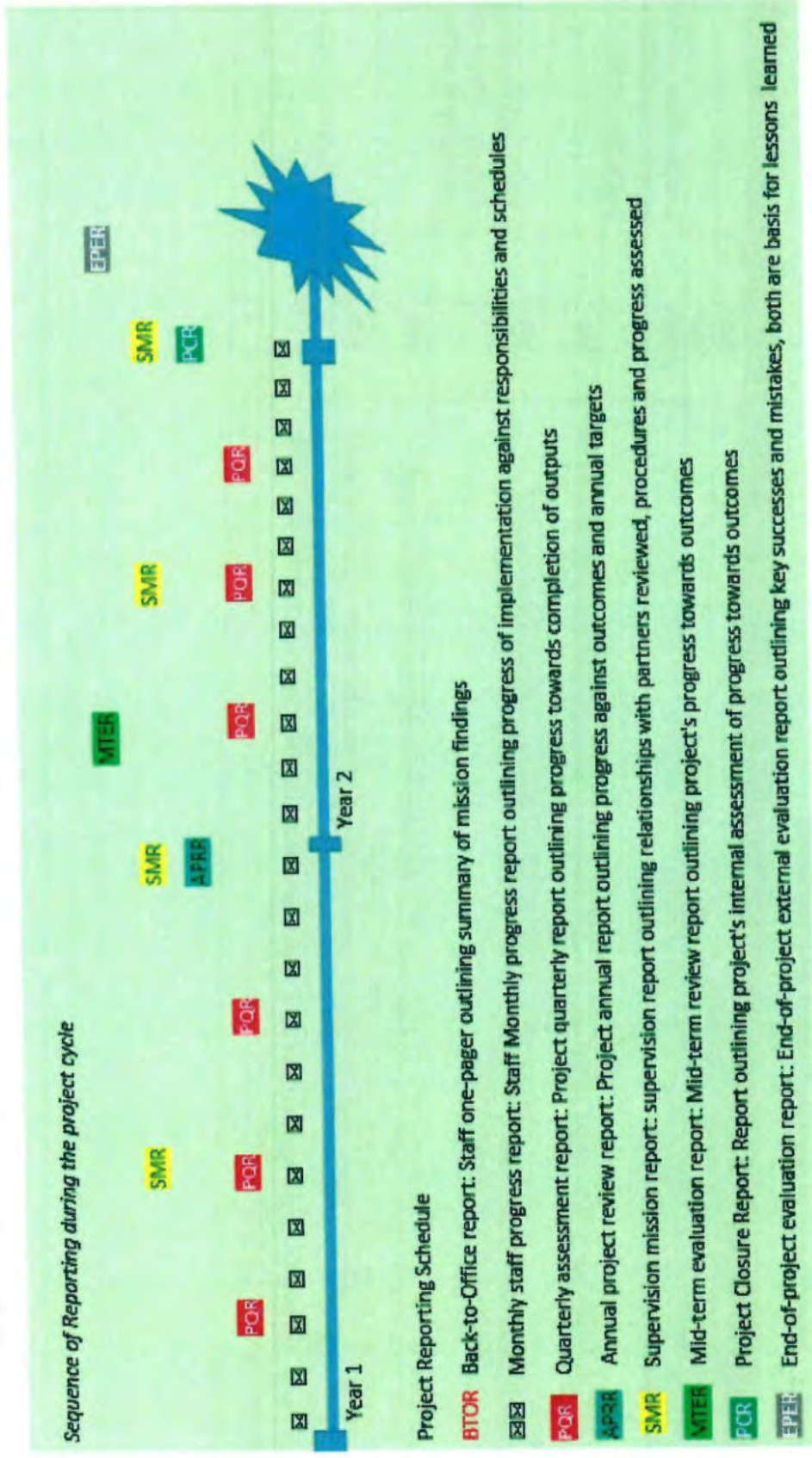
	<p>Output Indicator 3.2.3: Successful Number of Reconciliations done between former fighting factions in Bougainville and with the PNG Government including the veterans and the ex-combatants and Me'ekamuji</p> <p>Baseline: Very few reconciliations among factions and government have been successful No unification</p> <p>Target: Unification between Veterans and Me'ekamuji. 2. One within Bougainville (factions and ABG), and one between PNG and Bougainville</p> <p>All reconciliations completed between former fighting factions and the government</p>	<p>No of reconciliations done between the factions</p> <p>Media reports</p> <p>Mission reports</p> <p>Reports from Community Government and Community Development</p>	<p>Reconciliations done</p>
<p>Output 3.3: Targeted support to ex-combatants and affected communities with community-based reinsertion activities in war affected communities and linked to the weapons disposal process, which may include support with community conversations, referral to trauma services, community development for improved social cohesion, support to war wounded.</p> <p>List of activities under this Output:</p> <ul style="list-style-type: none"> - Support dialogue to identify targeted community based/community-based peace programmes at the community level - Support dialogue to the community disarmament initiatives 	<p>Output Indicator 3.3.1: Number of community reinsertion programmes targeting localities with outlying factions</p> <p>Baseline: Unknown</p> <p>Target: At least 80 per cent of former combatants of the factions outside of the BPA benefit from community reinsertion programmes</p> <p>Output Indicator 3.3.1: Number of youth resource centers operational for disenfranchised youth</p> <p>Baseline: 2017 = 0</p> <p>Target: 3 completed Youth Resource Centers providing services identified by regional youth associations</p> <p>Output Indicator 3.3.2: Number of targeted community-based reinsertion awareness programmes sessions for engagement on weapons disposal carried out</p> <p>Baseline: 2017 = 0</p> <p>Target: 10-10 communities benefitting from community-based disarmament reinsertion awareness sessions, assistance report improved perceptions of security and the adaptation of former combatants to civilian life</p>	<p>Reports from Joint Secretariat</p> <p>Media reports</p> <p>Reports from Joint Secretariat</p> <p>Media reports</p> <p>Project survey</p>	<p>Ex-combatants benefit from community reintegration activities</p> <p>Ex-combatants benefit from community reintegration activities</p>

Annex C: Checklist of project implementation readiness

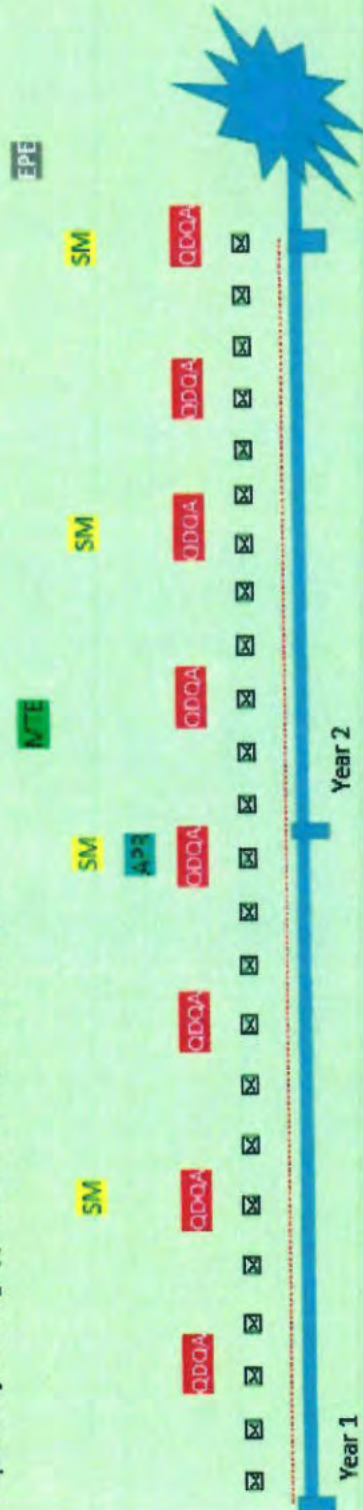
1. Have all implementing partners been identified?	yes	
2. Have TORs for key project staff been finalized and ready to advertise?	yes	
3. Have project sites been identified?	Mainly	Communities insecure from weapons needs to be validated – will be done first three months
4. Have local communities and government offices been consulted/ sensitized on the existence of the project?	yes	
5. Has any preliminary analysis/ identification of lessons learned/ existing activities been done?	yes	
6. Have beneficiary criteria been identified?	yes	More needs to be done around weapons, will be done as soon as the secretariat is set up – first month
7. Have any agreements been made with the relevant Government counterparts relating to project implementation sites, approaches, Government contribution?	yes	
8. Have clear arrangements been made on project implementing approach between project recipient organizations?	yes	
9. What other preparatory activities need to be undertaken before actual project implementation can begin and how long will this take?	N/A	

Annex D: Reporting and Learning Schedules

Below is a graphical representation of the Reporting and Learning Schedules for this project.



Sequence of Learning Opportunities during the project cycle



Year 1

Year 2

Key Learning Opportunities

..... Weekly staff meetings: implementation problems signalled and corrected, success valued

☒ Monthly partner meetings: responsibilities and schedules checked and problems corrected

QDQA Quarterly data quality audits: assessing progress towards completion of outputs

APS Annual project review: relationships and outcomes reviewed, problems discussed and corrected informing development of AWP for the following year

SM Supervision missions: relationships with partners reviewed, procedures and progress assessed

MTE Mid-term evaluation: progress towards outcome reviewed; strategic directions assessed and significant changes made

EPE End-of-project evaluation: key successes celebrated and mistakes identified, both are basis for lessons learned

Original Budget					Revised Budget			
CATEGORIES	Amount UNDP	Amount UNFPA	Amount UNWOMEN	PROJECT TOTAL	Amount UNDP	Amount UNFPA	Amount UNWOMEN	PROJECT TOTAL
1. Staff and other personnel	\$ 735,653	\$ 35,000	\$ -	\$ 770,653	\$ 735,653	\$ 35,000	\$ -	\$ 770,653
2. Supplies, Commodities, Materials	\$ 251,751	\$ 50,000	\$ -	\$ 301,751	\$ 88,751	\$ 50,000	\$ -	\$ 138,751
3. Equipment, Vehicles, and Furniture (including Depreciation)	\$ 260,550	\$ 35,000	\$ -	\$ 295,550	\$ 260,550	\$ 35,000	\$ -	\$ 295,550
4. Contractual services	\$ 611,221	\$ 35,000	\$ 100,000	\$ 746,221	\$ 881,851	\$ 35,000	\$ 100,000	\$ 1,016,851
5. Travel	\$ 250,000	\$ 55,000	\$ 50,000	\$ 355,000	\$ 580,878	\$ 55,000	\$ 50,000	\$ 685,878
6. Transfers and Grants to Counterparts	\$ 648,601	\$ 60,000	\$ 150,000	\$ 858,601	\$ 210,093	\$ 60,000	\$ 150,000	\$ 420,093
7. General Operating and other Direct Costs	\$ 380,542	\$ 30,000	\$ -	\$ 410,542	\$ 380,542	\$ 30,000	\$ -	\$ 410,542
Sub-Total Project Costs	\$ 3,138,318	\$ 300,000	\$ 300,000	\$ 3,738,318	\$ 3,138,318	\$ 300,000	\$ 300,000	\$ 3,738,318
8. Indirect Support Costs (must be 7%)	\$ 219,682	\$ 21,000	\$ 21,000	\$ 261,682	\$ 219,682	\$ 21,000	\$ 21,000	\$ 261,682
TOTAL	\$ 3,358,000	\$ 321,000	\$ 321,000	\$ 4,000,000	\$ 3,358,000	\$ 321,000	\$ 321,000	\$ 4,000,000