



**United Nations Peacebuilding Support Office (PBSO)/ Peacebuilding Fund
(PBF)
PRF PROJECT DOCUMENT**

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| Project Title: Strengthening partnership and political dialogue between GoPNG and ABG | Recipient UN Organization(s):UNDP |
| Project Contact: Julie Bukikun Assistant Resident Representative Address: UNDP PNG Country Office UN Haus, Port Moresby, PNY Telephone: +675 321 2877 E-mail:julie.bukikun@undp.org | Implementing Partner(s) – name & type (Government, CSO, etc): <ul style="list-style-type: none"> • Office of the Chief Secretary TO THE Government of Papua New Guinea, Department of Prime Minister and National Executive Council • Autonomous Government of Bougainville • With support from • National Parliament, Papua New Guinea. • Parliament of Queensland, Australia • Parliament of New South Wales, Australia • Inter-parliamentary Union |
| Project Number: <i>To be completed by UNDP MPTF Office</i> | Project Location: Bougainville |
| Project Description: Support will be given the Government of PNG and the Autonomous Government of Bougainville through mechanisms such as the Referendum Committee, to empower them to progress key BPA processes in a timely and effective manner. The dialogue, engagement and between Bougainville and the | Total Project Cost: Peacebuilding Fund: USD2,500,000 UNDP BCPR TTF: Government Input: Other: USD150,000 (Grant from the Japanese mission NY) Total:USD2,650,000 |

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| <p>National Government will be bolstered drawing on the UN ‘trusted broker’ role and expertise. The focus will be workable autonomy arrangements, constructive relationships between the Governments, progress made on referendum preparations. There will also be support to the inter-parliamentary dialogue between GoPNG and ABG with a view to a shared understanding of the two parliaments’ role in the implementation of the Bougainville Peace Agreement, human rights and other key peacebuilding issues.</p> | <p>Proposed Project Start Date: 17th August 2015 Proposed Project End Date: TBC with PBSO Total duration (in months): 36 months</p> |
| <p>Gender Marker Score¹: <u> 2 </u> <i>Score 3 for projects that have gender equality as a principal objective.</i> <i>Score 2 for projects that have gender equality as a significant objective.</i> <i>Score 1 for projects that will contribute in some way to gender equality, but not significantly.</i> <i>Score 0 for projects that are not expected to contribute noticeably to gender equality.</i></p> | |
| <p>Priority Plan Outcome Area to which the project is contributing: Outcome 1: Relationship and trust between GoPNG and ABG are strengthened to contribute to effective implementation of autonomy arrangements and of the Bougainville Peace Agreement.”</p> | |
| <p>Project Outcome Statements:</p> <ul style="list-style-type: none"> (1) The key Bougainville Peace Agreement (BPA) provisions on autonomy arrangements and on the referendum are progressed through joint decisions and actions of the PNG Government and the ABG. (2) The national and the Bougainville Parliaments have a shared understanding of the BPA and the referendum provisions and the effectiveness of the Bougainville Parliament is strengthened, in line with the 2013 Autonomy Review findings | |
| <p>PBF Focus Area² which best summarizes the focus of the project: 2.2 Democratic Governance</p> | |

¹ PBSO monitors the inclusion of gender equality and women’s empowerment all PBF projects, in line with SC Resolutions 1325, 1888, 1889, 1960 and 2122, and as mandated by the Secretary-General in his [Seven-Point Action Plan on Gender Responsive Peacebuilding](#).

²PBF Focus Areas are:

1: *Support the implementation of peace agreements and political dialogue (Priority Area 1):*

(1.1) SSR, (1.2) RoL; (1.3) DDR; (1.4) Political Dialogue;

2: *Promote coexistence and peaceful resolution of conflicts (Priority Area 2):*

(2.1) National reconciliation; (2.1) Democratic Governance; (2.3) Conflict prevention/management;

3: *Revitalise the economy and generate immediate peace dividends (Priority Area 3):*

(3.1) Employment; (3.2) Equitable access to social services

4) *(Re)-establish essential administrative services (Priority Area 4)*

(4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration; (4.3) Governance of peacebuilding resources (including JSC/PBF Secretariats)

(for PRF-funded projects)

Co-chairs of the Joint Steering Committee

Name of Senior UN Representative
Hemansu Roy Trivedy

Name of Government Representative
Sir Manasse Zurenuoc, Kt OBE

Signature

Signature

Title: UN Resident Coordinator

Title: Chief Secretary,
Department of Prime Minister & NEC

Date & Seal 29/7/15
(Usually SRSG for mission settings and
RC for non-mission settings).

Date & Seal 29/7/15

Recipient UN Organization(s)
(If it is a joint project all Heads of UN
Entities/Agencies receiving funds should
sign)

National Implementing Partner(s)

Name of Representative
Sukhrob Khoshmukhamedov

Name of Government Counterpart
Monovi Amani

Signature

Signature

Name of Agency: United Nations
Development Programme

Title: Chief Secretary,
Autonomous Bougainville Government

Date & Seal 29/7/15

Date & Seal 29/7/15

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Annex A: Project Summary (to be submitted as a word document to MPTF-Office)

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PROJECT COMPONENTS:

I. How this project fits within the approved Priority Plan

a) Priority Plan Outcome Area supported:

Relationship and trust between the Government of Papua New Guinea (GoPNG) and Autonomous Bougainville Government (ABG) are strengthened to contribute to effective implementation of autonomy arrangements and of the Bougainville Peace Agreement. This project is a single project under the Priority Plan targeted to support this outcome.

b) Rationale for this project:

After the decade-long Bougainville conflict, a ceasefire agreement was reached in 1998 which led to the adoption of the 2001 Bougainville Peace Agreement (BPA). The BPA has three main pillars: a deferred referendum on the future status of Bougainville (including an independence option); a special high level of autonomy for Bougainville; and an agreed weapons disposal plan. The referendum is to take place between 2015 and 2020, which is between 10 and 15 years after the establishment of the Autonomous Bougainville Government (ABG) in 2005 following the first Bougainville presidential and parliamentary elections. The outcome of the referendum is subject to the ratification of the National Parliament of PNG.

A joint GoPNG and ABG review of the implementation of the peace agreement was undertaken in 2013. This review, known as the Joint Autonomy Review, found that the implementation of the BPA, including the transfer of powers for the autonomy arrangements, was uneven and slow. The peace and development analysis (PDA) undertaken in late 2013 and early 2014 to support the development of the Priority Plan found that Bougainville should not be classified as ‘post-conflict’ and that the historical drivers of conflict remain present today. One of the key factors contributing to potential instability is a lack of accurate, relevant and trusted information sources amongst much of the population; and widespread skepticism and distrust of those in leadership positions.

The implementation of the BPA relies on a relationship of trust between the two Governments in several aspects. First, the implementation of the autonomy arrangements requires the GoPNG and ABG to agree on and implement the transfer of powers, including the financial obligations. As part of the implementation of the autonomy arrangements of the BPA, a total of 34 powers and functions were originally requested for gradual transfer from GoPNG to the ABG and, while there was progress and significant commitments made in March 2015, the implementation has overall been delayed and contentious. The Joint Autonomy Review found that found that:

“the lack of understanding in Papua New Guinea and Bougainville of the autonomy arrangements is the single largest issue facing PNG and Bougainville today. This issue goes to the heart of many current misunderstandings, tensions, unfulfilled expectations and potential conflict on many levels. This weakness starts with the political and administration leaders in Papua New Guinea and in Bougainville and extends down to the people of Bougainville. It is pervasive at all levels.”

Second, the relationship between the GoPNG and the ABG is critical because the preparations for the referendum require the GoPNG and the ABG to make important decisions jointly and through inclusive processes, such as public consultation. In February 2015, the UN deployed an electoral scoping mission, at the request of the GoPNG and the ABG. The UN mission was told that the referendum preparations had not begun in earnest. It found that the referendum preparations require a significant investment of time and attention, with key decisions to be made jointly by the PNG Government and the ABG (such as decisions on date, voter eligibility and referendum options) before operational preparations can commence. The mission also heard that while

women had been involved in the peace process, women are currently not well represented and women's groups are not widely consulted on the matters relating to the implementation of the BPA. The PDA found that post-BPA, women in Bougainville have lost the prominence they had during, before and during the crisis, and in the peacemaking (it should be noted that Bougainville is a matrilineal society where women traditionally hold an important place in community decisions and land ownership). Many of the people consulted stated that 'women need to reunite in their pursuit of equal representation' and get support from men. '

There are currently three women in the Bougainville House of Representatives, occupying the three reserved seats for women, and women candidates told the UN mission that they had been actively discouraged by a wide cross-section of society from contesting the non-reserved seats. . The representation and participation of women in leadership and decision making in Bougainville and that this is an important issue for long-term peace in Bougainville. An Action Plan on Women, Peace and Security under the framework of the UN Security Council Resolution 1325 was developed in 2012 but has not been operationalized.

Reaching decisions on complex matters such as the options on the referendum ballot paper, depend on the relationship of trust between the two Governments, access to international expertise and experiences on autonomy options, as well as processes for public consultation to bring in women's perspectives and transparent decision making.

While the GoPNG is increasingly implementing its financial obligations under the BPA and has started releasing K500 million from 2012 to 2017 (K100 million per year), there remains a need to strengthen that relationship. Improving the dialogue and relationship between the two Governments would support the implementation of the BPA, including the preparations for the referendum, and build the conditions for longer term peace in Bougainville.

For these reasons, the project targets avenues to build the dialogue and strengthen the relationship at different levels between the GoPNG and the ABG, with a view to advancing the implementation of the BPA. It targets both the formal mechanisms established under the BPA for decision-making and also informal avenues whereby eminent persons can engage informally to raise awareness about the BPA and its provisions relating to autonomy and the referendum. The BPA established the Joint Supervisory Board (JSB) as the mechanism for consultation between the GoPNG and the ABG on the implementation of the BPA. Although the frequency of the JSB meetings has increased since the Joint Autonomy Review, it has not kept to schedule. It met once in 2014 and last met in March 2015, which was attended at the highest level by both governments. The structure of JSB meetings generally involves formal statements by the Governments and there is usually provide few opportunities for dialogue between the two Governments.

Under the JSB, a Referendum Committee (and under it a technical committee) was established, co-chaired by the Chief Secretary of PNG and the Chief Secretary of ABG. The Referendum Committee has developed some work streams (proposed by an Australian and New Zealand-funded facilitator appointed to assist the Committee) to move the referendum preparations forward:

1. Engagement with the people of Bougainville and Papua New Guinea and the two governments;
2. Weapons disposal assessment;
3. Criteria allowing non-resident Bougainvilleans to vote;
4. Good governance assessment;
5. Process for determining the question(s) to be put to the people;
6. Establishing the independent administrative agency and financing the referendum;
7. Review of the legal provisions for the conduct of the referendum.

The implementation of these work streams remains in the nascent stages and require support and momentum to move them forward. There is also a need for stronger connections to be established at the administrative level among civil servants because the BPA implementation also relies on officials working together on highly technical issues and coordinating technical aspects of the transfer of powers, including negotiating MOUs between counterparts in GoPNG and ABG.

Further, parliamentarians play a key role in the implementation of the BPA. The PNG Parliament is required to ratify the outcome of the referendum on the future status of Bougainville, and its failure to do so would significantly exacerbate tensions in Bougainville and heighten the risk of an outbreak of violence. Working with parliamentarians to build their awareness of the BPA and their relationships with counterparts from Bougainville is therefore fundamental to the successful implementation of the BPA. Within the two parliaments, the PNG National Parliament and the Bougainville House of Representatives, Bipartisan Parliamentary Committees on the Referendum have been established. To date the activities of the Committees have been limited, but they offer potential avenues to build the dialogue and awareness on the referendum.

The Bougainville House of Representatives is also a key institution for the smooth implementation of the BPA, including building good governance in Bougainville. Bougainville will hold Presidential and parliamentary elections in May-June 2015. The elections could result in many new parliamentarians entering office, many of whom might not have been part of or be well-versed in the BPA and the processes in place for the referendum, and, as they are elected for five-year terms, they will be the political leaders who will be charged with taking Bougainville to the referendum. Working with the parliamentarians will therefore build the understanding of the BPA among the new generation of leaders. In addition, the BPA stipulates that two aspects are to be taken into account in setting the date for the referendum: weapons disposal and good governance. In assessing the situation of good governance in Bougainville, the Joint Autonomy Review found that Members of the House needed more training and research support, greater resources for the committees of the House to carry out their work, and greater communications and outreach support to build awareness and transparency about the House's work.

Both Governments illustrated their commitment to the results in the Peacebuilding Priority Plan (PPP), including through their participation in the Joint Steering Committee, the PBF Technical Committee and the Peace and Development Analysis. Moreover, ABG has further strengthened the enabling environment for the Priority Plan through recent and ongoing institutional reforms, including the new Public Services Act; the Peace and Security Strategy; and an Action Plan for Women, Peace and Security; and with a Gender Policy. As noted in the Priority Plan, in requesting the support from the Peacebuilding Fund, the GoPNG and the ABG re-committed to working together to ensure the following commitments continue to be implemented:

- The Joint Supervisory Body (comprising of ministerial staff and technocrats of both governments) to meet biannually to progress the BPA. Resolutions are made and followed up during subsequent meetings.
- Referendum Committee (with senior representatives from both governments) to meet regularly.
- A Parliamentary project is signed between the PNG Government and the UN. (NB. The Bougainville House of Representatives is currently discussing an MoU to partner with the PNG National Parliament and to benefit from this project.)
- Draw-down of powers to continue in accordance with the BPA provisions and the Autonomy Review (NB: the draw-down has started with key national departments developing MoUs with the respective Bougainville administrative divisions.)
- Continued high level meetings between the two Governments to take place, as required.
- National Government development grants to Bougainville to continue as per the 2012 pledge of K500 million (approx. USD250 million) from 2013 to 2017, that is K100 million per year, for restoration and other necessary development projects.

- The National Coordination Office for Bougainville (NCOBA) to continue to play a role in strengthening the relationship between the two Governments. The NCOBA has recently been staffed and given more support to engage and perform its role as the lead liaison and coordination office between both governments. During the drafting of the PPP, a senior counsel was recruited to support and advise on the progress of the autonomy arrangements and referendum discussions.

The UN mission was told that PNG has a heavy schedule of planned high level events: 2015 Pacific Games and Pacific Island Forum Summit; the parliamentary politicking and campaigning ahead of the 2017 PNG elections; and 2018 Asia-Pacific Economic Cooperation Summit and its many preparatory ministerial and officials meetings. With the need for the ABG and GoPNG to make significant decisions jointly and in a timely manner on the referendum and to implement autonomy arrangements, this project aims to strengthen relations and focus attention on the BPA's implementation. The competing priorities and the lack of attention on the PNG side to progress the referendum preparations may only increase as the 2017 PNG elections draw nearer, a situation that may be exacerbated by insufficient and high turnover of staff. There is a risk that without dialogue and strengthened relations between the two Governments the BPA implementation could stall.

Both the GoPNG and the ABG endorsed the submission of the UN electoral scoping mission to the JSB on 13 March and welcomed the UN role in the referendum preparations. The UN mission found that there was widespread support in Bougainville for the UN's role that the UN will engage to help build the momentum and facilitate GoPNG and ABG dialogue and decision-making. International development partners also support the UN's political role, acknowledging the unique value added and comparative advantage of the UN in form of its impartiality, and long-standing engagement in Bougainville.

c) Coherence with existing projects:

The objectives of this project will be supported and complemented by the proposed UN Referendum support project which is under discussion. The Referendum support project is envisaged to potentially advise and support progress in the following work streams: (1) Criteria allowing non-resident Bougainvilleans to vote (work stream 3); (2) Establishing the independent administrative agency and financing the referendum (work stream 1); and (3) Review of the legal provision for the conduct of the referendum (work stream 7). This will complement the support being provided under this project in the following work streams: (1) Weapons disposal assessment (work stream 2); (2) Good governance assessment (work stream 4); and (3) The process of determining the questions to be put to the people. (work stream 5). Finally, engagement with the people of Bougainville and Papua New Guinea and the two governments (work stream 1) will be partly supported by this project and partly by Outcome 2 of the PBF.

The UNDP Parliamentary Support project working on the national level will also be linked closely to this project. It will be a strategic entry point as it will work directly with the national elected leaders. A key aspect of the UNDP Parliamentary Support project is to strengthen the capacity and work of the parliamentary committees, but the project does not have funding to work with the Bougainville Parliament. Through this project, the Bipartisan committee on the referendum will be targeted both in the PNG Parliament and also the Bougainville House of Representatives.

A strong focus for women will be complemented and supported by the proposed PBF Gender Promotion initiative (IRF project): *Equality for Progress Bougainville Women in Leadership Programme -Increasing the political participation of women in Bougainville* (GPI WIL project). In particular, this PRF project will support and enhance the two outcome areas of the GPI WIL project: (i) *advocacy and capacity development for enhanced political participation of women and* (ii) *the development of policies, legal frameworks, processes and institutional mechanisms to support women's improved political participation*

This will be done through ensuring women leaders and gender advocates are given space in key dialogues and meetings with political leaders and government officials to ensure gender issues and women's rights issues are given importance and consideration. For example, through the parliamentary strengthening component of this project, it will support both parliaments to integrate gender equality considerations, including through the establishment of a Parliamentary Select Committee on Gender Equality and engendering the work of existing Peace and Security; Human Rights Parliamentary Committees.

d) Mapping of existing peacebuilding activities and gaps:

| Priority Plan Outcome Area | Source of funding (Government/development partner) | Key Projects/Activities | Duration of projects /activities | Budget in USD | Description of major gaps in the Outcome Area, programmatic or financial |
|---|---|--|---|----------------------|--|
| <i>Strengthened relationship/trust between GoPNG and ABG (especially with regards to the conduct and outcome of referendum)</i> | <i>GoPNG and ABG</i> | <i>Meetings of JSB</i> | <i>Ongoing</i> | <i>Not known</i> | <i>Lack of consistency of these meetings.</i> |
| | | <i>Meetings of Technical C Referendum Committee</i> | | <i>Not known</i> | |
| | | <i>Ongoing informal meetings between PNG Prime Minister and ABG President</i> | | <i>Not known</i> | <i>Adhoc meetings. Need to be formalized and regular.</i> |
| | | <i>Ongoing meetings between Chief Secretaries of both Governments as and when the need arises.</i> | | <i>Not known</i> | <i>Adhoc meetings. Need to be formalized and regular.</i> |
| | <i>Initial dialogue initiated between the PNG Parliament and ABG House of Representatives</i> | <i>Not known</i> | | | |
| | <i>UN Women /UNFPA</i> | <i>Autonomy Review 2013 conducted.</i> | | <i>Not known</i> | <i>Progress of the transfer of powers and their operationalization at ABG and local level yet to be ascertained.</i> |
| | | <i>Facilitated ABG women MPs dialogue with National women MPs; facilitate dialogue with Boug. Women's Federation with PNG National Council of Women.</i> | | <i>Not known</i> | |

| Priority Plan Outcome Area | Source of funding (Government/development partner) | Key Projects/Activities | Duration of projects /activities | Budget in USD | Description of major gaps in the Outcome Area, programmatic or financial |
|---|--|--|--|-----------------------------|--|
| Strengthened confidence of Bougainville people in the BPA and informed choices at referendum through improved communication, civic education and dialogue | Government and ABG | Community consultations on the Tseroge Summit outcomes on PBA and Arms disposal. | Under the 2011-2015 ABG strategic Plan | USD 1 million for 2014-2015 | No Government budget allocation for the Peace strategy implementation No inclusive and constructive discourse on the BPA |
| | UNDP and ABG | Mapping on and assessment of BPA Implementation on the key Pillar; Arms Disposal. | Effective 2014 | | |
| | UNDP and ABG | Support to the ABG Awareness strategy. | | | |
| | UNDP and UNFPA | Youth Fora/Parliament Initiative on Leadership transformation. | | | |
| | UNICEF | Support to the operationalization of MOU between DfCD and ABG on the transfer of power for the implementation of Civil Registration and Lukuatim Pikinini Acts | Ongoing | \$150,000 | |
| Existence of an enabling environment for a peaceful referendum | UNDP and Catholic Church | Facilitation of dialogues/discussions between factions and government (South and Central Bougainville). | | 300,000 | Absence of constructive dialogues between different political groups; Poor media and communication coverage to enable informed community dialogues. |
| | UN Women | Implementation of Gender & Elections Program (BRIDGE) to 5 | 2011-2013 | \$75,000 | Requirement to Strengthen gender equality at all levels of decision making from VA, COEs & ABG; Lack of gender sensitive policies & |

| Priority Plan Outcome Area | Source of funding (Government/development partner) | Key Projects/Activities | Duration of projects /activities | Budget in USD | Description of major gaps in the Outcome Area, programmatic or financial |
|----------------------------|--|--|----------------------------------|---------------|---|
| | UN Women | <p><i>districts including Panguna & Konnou; Facilitating BRIDGE Gender & Elections training to ABG MP; mainstreaming of BRIDGE WPS into all UN Women processes</i></p> <p><i>UN Women Supporting the ABG awareness strategy through a weekly radio program promoting GE, WE, WP; 16 Days of Activism (2012-14)</i></p> | 2014 | \$5,000 | <p><i>legislation and requirement to education of general population of the polices and electoral processes requires MPs top lead process.</i></p> <p><i>Requirement to support WPS public awareness processes.</i></p> |

II. Objectives of PBF support and proposed implementation

a) Project outcomes, theory of change, activities, targets and sequencing:

This project has been designed so as to achieve the first outcome of the Priority Plan, that is that “Relationship and trust between GoPNG and ABG are strengthened to contribute to effective implementation of autonomy arrangements and of the Bougainville Peace Agreement.”

The project will achieve this through two mutually reinforcing outcomes:

- (1) The key Bougainville Peace Agreement (BPA) provisions on autonomy arrangements and the referendum are progressed through joint decisions and actions of the PNG Government and the ABG.
- (2) The national and the Bougainville Parliaments have a shared understanding of the BPA and the referendum provisions and the effectiveness of the Bougainville Parliament is strengthened, in line with the 2013 Autonomy Review findings.

Theory of Change:

If the ABG and GoPNG (a) have access to independent expert advice and support through the UN with regards to the implementation of the BPA and the transfer of powers and (b) are supported through UN-facilitated dialogue to address specific bottlenecks to the BPA process, involving key political and traditional leaders/institutions, and (c) if the two Parliaments, including the new generation of leaders in the Bougainville Parliament, have a shared understanding of their role in the BPA and the referendum; then the relationship and trust between ABG and GoPNG would be strengthened, key bottlenecks with regards to autonomy and the holding of the referendum would be identified and addressed jointly, BPA implementation - including autonomy arrangements - would proceed more effectively, and the two Parliaments would take a stronger role in ensuring good governance and in respecting the BPA provisions with regards to the autonomy and the referendum.

Explanation of the approach:

The approach taken in this project is two-fold:

- On the one hand it focuses on the dialogue fora, both formal and informal, on supporting and strengthening the BPA mechanisms, such as the Joint Supervisory Board and the Referendum Committee, and on providing technical assistance to progress the key findings of the 2013 Autonomy Review and the referendum work streams. With regards to the referendum streams, this project may cover streams 2, 4 and 5 (weapons disposal, good governance and process for determining the questions to be put to the people) and potentially work stream 1 (engagement with the people of Bougainville and PNG and the two governments) which will also be supported by the Priority Plan Outcome 2 PBF project. Finally, as previously mentioned, the future referendum project may cover the remaining streams (3, 6 and 7).
- On the other hand, it focuses specifically on parliamentary support and the relationship between the GoPNG and ABG Parliaments, given the key role that will be played by the Parliaments in good governance and progressing the autonomy arrangements and, ultimately, the referendum, including the ratification of the referendum result.

The project builds on existing work in the area of BPA, such as the findings from the Joint Autonomy Review and the referendum work streams identified by the Referendum Committee, and uses the UN expertise and neutrality to help progress those effectively and in a timely manner, in the areas that UN has the particular added value.

The project also builds on the existing dialogue and BPA mechanisms and fora, such as the JSB and the Referendum Committee. It also envisages to support side-events or side-discussions at JSB meetings that would allow for more in-depth discussion and exchange between the two Governments. Several strategies will be put in place to achieve the expected outcomes such as supporting other informal avenues, which have been identified as helpful and complementary in raising awareness about the BPA and addressing bottlenecks. One such mechanism is envisaged to be a small Eminent Persons' Group, consisting of respected elders and community leaders who have been part of the BPA negotiations, as well as a formal series of GoPNG and ABG roundtables. Through discussion and drawing on international lessons, the roundtables could be tasked with making joint decisions and coming to a shared understanding of key issues on the path to the referendum.

Importantly, the project is based on the belief that sustainable peace in Bougainville will rest on the inclusive processes and consultation with the people of Bougainville and PNG, in the implementation of the BPA and further in the preparations for the referendum. Decision-making that is consultative and transparent on key issues related to the BPA and the referendum will foster the legitimacy and credibility of the process and reduce the risk of grievances and violence. As such, the project proposes awareness raising and capacity building around the BPA and peacebuilding of the new generation of politicians and public servants who play an important role in Bougainville's governance but may not be well versed in the BPA. Moreover, the project supports the outreach activities by the key BPA bodies and the Parliament to their constituents with a view to closing the loop between the high level and the grassroots. In doing so, the project will pay particular attention to ensuring that these outreach activities are tailored in a way which will enable traditionally excluded stakeholders in the communities to be reached, including ex-combatants, land-owners, women and youth.

As previously mentioned, the support under this outcome will complement the future UN referendum support program, which will be provided on the basis of the findings of the UN referendum needs assessment mission. The referendum program is going to consist of the following: (1) support to agree on the mandate, structure, and key considerations in establishing the proposed independent authority to administer the referendum, based on international experience and UN guidelines; (2) support to establish the authority and build its capacity, including assistance in operational, legal and other substantive areas, such as the electoral roll; (3) based on international experience, support to agree on voter eligibility criteria, highlighting the decisions required in relation to eligibility by the PNG government and ABG. Additionally, a senior electoral adviser will be deployed to: advise the RC, PNG and ABG governments ; ensure key political decisions affecting the referendum process are being made in a timely manner, by facilitating dialogue towards referendum-related decisions that need to be made, in conjunction with the Resident Coordinator; advise the RC, UN Peace and Development Advisor and Political "Liaison" Officer on all electoral/referendum-related matters; substantively oversee Outcome 2 of the Peacebuilding Priority Plan with regards to the referendum; and assist in keeping relevant national and international stakeholders informed of electoral/referendum developments to prevent misunderstandings or misinformation, and provide early-warning when situations that warrant it arises.

Project outputs and activities:

The project will consist of the following outputs and activities, in order to achieve the two project outcomes outlined above:

Output 1.1: Existence and effective use of dialogue fora for GoPNG and ABG to discuss BPA provisions and resolve bottlenecks and to communicate with the Bougainville population

Activity 1.1.1: GoPNG and ABG roundtables with regional and international experts, including on lessons learned from regional and international peacebuilding, autonomy arrangements and options on the ballot. These roundtables or dialogue could also be held as

side-events or side-discussions to JSB meetings, to allow space for in-depth discussion on particular issues.

Activity 1.1.2: Advisory support to and capacity building of existing BPA and referendum mechanisms, including the Joint Supervisory Body and the Referendum Committee to ensure they can fulfill their responsibilities.

Technical advice will be provided at the request of the JSB and the Referendum Committee, on specific areas where the UN has significant international experience.

These areas include:

- Methods for consultation and engagement with the people of Bougainville and PNG;
- Good governance assessment;
- Examples from international experience of autonomy arrangements;
- The process for determining the questions and examples from international experience of the options to be placed on the referendum ballot.

Activity 1.1.3: Public outreach to PNG and Bougainville stakeholders, including men, women and youth, by the JSB and the Referendum Committee to inform their decisions.

Output 1.2: Progress on implementation of key BPA provisions regarding autonomy arrangements and preparations for the referendum

Activity 1.2.1: Advice on and support to the establishment of the proposed Secretariat to the Referendum Committee

Activity 1.2.2: Progress of the referendum work streams identified by the Referendum Committee for UN Support

Activity 1.2.3: Support to the conduct of the 2015 Joint Autonomy Review

Activity 1.2.4: Technical support to specific sector areas with regards to transfer of powers, as identified in the 2013 Autonomy Review.

Output 1.3: Increased understanding by the Government and the civil servants of the BPA intentions and provisions

Activity 1.3.1: Informal dialogue fora, seminars and workshops, with key stakeholders and community leaders including women and youth to identify and progress issues and bottlenecks with regards to BPA

Activity 1.3.2: Establishment of an Eminent Persons' Group (more detail on its composition and selection is provided below).

Activity 1.3.3: Eminent Persons Group develops and implements a workplan on awareness raising around BPA and on reviewing progress of Roundtable discussions.

Output 2.1: Strengthened governance capacity of the Bougainville Parliament to fulfill its functions under the autonomy arrangements. This support will be based on Bougainville House of Representatives Strategic Plan 2015-19 and will include:

Activity 2.1.1: ICT support provided to Bougainville Parliament to increase the transparency and public reach of ABG decisions and debates. This will enable more transparency by allowing parliamentary debates to be recorded and transmitted to the public by radio; public access to all proceedings in the Assembly and effective outreach to constituents to ensure that

they are kept informed of all parliamentary debates and decisions concerning the referendum and other peacebuilding issues.

Activity 2.1.2: Bougainville House of Representatives provides regular community outreach with regards to its functions and work and to seek community feedback

Activity 2.1.3: Training and research support to Bougainville Parliament MPs to assist them to fulfill their functions effectively.

Output 2.2: Bougainville Parliament and PNG Parliament are aware of respective roles and responsibilities regarding the referendum and regularly exchange views on the BPA implementation

Activity 2.2.1: Targeted learning exchange of Bougainville MPs and decision-makers, including a strong focus on women MPs and leaders, with a relevant neighbouring country regarding experience on autonomy arrangements and/or referendum.

Activity 2.2.2: Support to the functioning of the GoPNG and ABG Bipartisan Parliamentary Referendum Committees, including induction for committee members on BPA and policy papers prepared for the committee, at their request, on specific issues and questions related to the BPA and the role of the Parliament.

Activity 2.2.3: Dialogue and exchange between the two referendum committees.

Project target groups:

The target groups of this support will include the key political stakeholders in the BPA and the transfer of powers, including: the PNG Prime Minister and the President of Bougainville, the two Chief Secretaries, other key political persons, Heads of ABG administration, the two parliaments, Referendum Committee, the Joint Supervisory Body, the Bougainville Office for Referendum, NCOBA, an Eminent Persons Group, the PNG Defense Force, respected leaders, women’s parliamentary representatives, Director of the Office for Women and the President of the Bougainville Women’s Federation, and other key high level stakeholders. This will reinforce and expand the Women in Leadership (WIL) program to consolidate the triangle of women’s empowerment between parliament, government and civil society.

The Eminent Persons group will be invited based on advice from the two Chief Secretaries, and will include people who had been instrumental in the BPA negotiations. The group will have a TOR which will ensure that women and youth are consulted on all issues and are also represented and have an input into all meetings. Consultations will be done to identify suitable participants to participate in meetings of the Eminent Persons group.

b) Budget:

Table 2: Project Output/Activity Budget

| Outcome/ Output number | Output name | Output budget by RUNO (all UNDP) | UN budget category (see table below for list of categories) | Any remarks (e.g. on types of inputs provided or budget justification) |
|------------------------------|---|---|---|--|
| | <i>Outcome 1:</i> The key Bougainville Peace Agreement (BPA) provisions on autonomy arrangements and on the referendum are progressed through joint decisions and actions of the PNG Government and the ABG | | | |
| | <i>Output 1.1:</i> Existence and effective use of dialogue fora for GoPNG and ABG to discuss BPA provisions and resolve bottlenecks and to communicate with the Bougainville population | | | |

| Outcome/ Output number | Output name | Output budget by RUNO (all UNDP) | UN budget category (see table below for list of categories) | Any remarks (e.g. on types of inputs provided or budget justification) |
|---|---|--|---|--|
| Activity 1.1.1 | GoPNG and ABG roundtables with regional and international experts, including on lessons learned from regional and international peacebuilding, autonomy arrangements and referendum options and potential JSC side-events | 100,000 (150,000 from Japanese funds) | Contractual services, staff and other personnel, supplies; travel; indirect costs. | |
| Activity 1.1.2 | Advisory support to and capacity building of existing BPA and referendum mechanisms, including the Joint Supervisory Body and the Referendum Committee to ensure they can fulfill their responsibilities. | 80,000 | Contractual services; staff and other personnel, travel; indirect costs | |
| Activity 1.1.3 | Public outreach to PNG and Bougainville stakeholders, including men, women and youth, by the JSB and the Referendum Committee to inform their decisions | 150,000 | Contractual services, staff and other personnel, grants, travel; indirect costs. | |
| Total | | 350,000 | | |
| Output 1.2: Progress on implementation of key BPA provisions regarding autonomy arrangements and preparations for the referendum | | | | |
| Activity 1.2.1 | Advice on and support to establishment of the proposed Secretariat to the referendum committee | 50,000 | Contractual services, staff and other personnel, grants and travel; | |
| Activity 1.2.2 | Progress of the referendum work streams identified by the Referendum Committee for UN Support | 100,000 | Contractual services, grants, travel; indirect costs | |
| Activity 1.2.3 | Support the conduct of the 2015 Autonomy Review and follow up activities | 250,000 | Contractual services, staff; supplies; travel; operating costs; equipment; indirect costs | |
| Activity 1.2.4 | Technical support to specific sector areas with | 250,000 | Contractual services; travel | |

| Outcome/ Output number | Output name | Output budget by RUNO (all UNDP) | UN budget category (see table below for list of categories) | Any remarks (e.g. on types of inputs provided or budget justification) |
|---|---|---|--|--|
| | regards to transfer of powers, as identified in the 2013 Autonomy Review | | and indirect costs. | |
| Total | | 650,000 | | |
| Output 1.3: Increased understanding by the Government and the civil servants of the BPA intentions and provisions | | | | |
| Activity 1.3.1 | Informal dialogue fora, seminars and workshops, with key stakeholders and community leaders to identify and progress issues and bottlenecks with regards to BPA | 150,000 | Contractual services, staff; supplies; grants, travel; operating costs; equipment: indirect costs | |
| Activity 1.3.2 | Establishment of an Eminent Persons' Group | 20,000 | Contractual services, travel; operating indirect costs | |
| Activity 1.3.3 | Eminent Persons Group develops and implements a workplan on awareness raising around BPA and on reviewing progress of Roundtable discussions | 30,000 | Contractual services, supplies; travel; equipment: indirect costs | |
| Total | | 200,000 | | |
| <i>Outcome 2: The national and the Bougainville Parliaments have a shared understanding of the BPA and the referendum provisions and the effectiveness of the Bougainville Parliament is strengthened, in line with the 2013 Autonomy Review findings</i> | | | | |
| Output 2.1: Strengthened capacity of the Bougainville Parliament to fulfill its functions under the Autonomy Arrangements and the good governance provisions of the BPA | | | | |
| Activity 2.1.1 | ICT support provided to Bougainville House of Representatives to increase the transparency and public reach of ABG decisions and debates | 400,000 | Contractual services, staff and other personal; supplies; travel; operating costs; equipment: indirect costs | |
| 2.1.2 | Needs assessment of the Bougainville House of Representatives and administration and follow up plan to address key capacity issues | 160,400 | Contractual services, staff and other personal; supplies; travel; operating costs; equipment: indirect costs | |

| Outcome/ Output number | Output name | Output budget by RUNO (all UNDP) | UN budget category (see table below for list of categories) | Any remarks (e.g. on types of inputs provided or budget justification) |
|---|---|---|---|--|
| Activity 2.1.3 | Bougainville House of Representatives provides regular community outreach with regards to its functions and work and to seek community feedback | 100,000 | Contractual services, supplies; travel; operating costs. | |
| Activity 2.1.4 | Training and research support to Bougainville Parliament MPs to assist them to fulfill their functions effectively | 50,000 | Contractual services, staff and other personnel; supplies; travel; operating costs; equipment: indirect costs | |
| Total | | 710,400 | | |
| Output 2.2: Bougainville Parliament and PNG Parliament are aware of respective roles and responsibilities regarding the referendum and regularly exchange views on the BPA | | | | |
| Activity 2.2.1 | Targeted learning exchange of Bougainville MPs and decision-makers with a relevant neighbouring country regarding experience on autonomy arrangements and/or referendum | 80,000 | Contractual services, staff; travel; indirect costs | |
| Activity 2.2.2 | Support to the functioning of the GoPNG and ABG referendum committees, including induction for committee members on BPA and policy papers prepared for the committee | 40,000 | Contractual services, staff and other personnel; supplies; travel; equipment: indirect costs | |
| Activity 2.2.3 | Dialogue and exchange between the two referendum committees of parliament | 30,000 | Contractual services, staff and other personnel; supplies; travel; equipment: indirect costs | |
| Total | | 150,000 | | |
| Project staff costs | 409,600 | | | |
| Project M&E costs | 30,000 | | | |
| GRAND | 2,500,000 | | | |

| Outcome/ Output number | Output name | Output budget by RUNO (all UNDP) | UN budget category (see table below for list of categories) | Any remarks (e.g. on types of inputs provided or budget justification) |
|------------------------------|-------------|---|---|--|
| TOTAL | | | | |

Table 3: Project budget by UN categories

| CATEGORIES | Amount Recipient Agency | TOTAL |
|---|----------------------------|------------|
| 1. Staff and other personnel | UNDP | 409,600 |
| 2. Supplies, Commodities, Materials | UNDP | 120,000 |
| 3. Equipment, Vehicles, and Furniture (including Depreciation) | UNDP | 130,000 |
| 4. Contractual services | UNDP | 724,889 |
| 5. Travel | UNDP | 250,000 |
| 6. Transfers and Grants to Counterparts | UNDP | 400,000 |
| 7. General Operating and other Direct Costs | UNDP | 301,960 |
| Sub-Total Project Costs | UNDP | 2,336,449 |
| | | |
| 8. Indirect Support Costs* | UNDP | 163,551.43 |
| TOTAL | | 2,500,000 |

* The rate shall not exceed 7% of the total of categories 1-7, as specified in the PBF MOU and should follow the rules and guidelines of each recipient organization. Note that Agency-incurred direct project implementation costs should be charged to the relevant budget line, according to the Agency's regulations, rules and procedures.

c) Capacity of RUNO(s) and implementing partners:

UNDP is the lead agency managing the formulation and design of the projects of the UN Peacebuilding Fund. The PBF support will be used to broker relationships and trust building between the two governments and it will draw on expertise from the Department of Political Affairs. The UN has had a long term engagement with the peacebuilding process in Bougainville. In 1998 a UN Political Office in Bougainville (UNPOB) was established to monitor the ceasefire agreement, facilitate talks and provide political support, and it contributed significantly to the adoption of the Bougainville Peace Agreement (BPA) 2001. UNPOB was succeeded in 2003 by the UN Observer Mission in Bougainville (UNOMB), which had the task to certify compliance in the handing in of weapons. With the phasing-out of UNOMB, UNDP established three single offices in the three regions of North, Central and South Bougainville (the Central and South Bougainville offices have now been consolidated). Through those offices, the UN – under UNDP leadership - has been the only international organization that has maintained an uninterrupted presence across the island since the conflict and has maintained high levels of support and respect by the population and the successive regional governments. Today, UNDP is still perceived as an honest and impartial convener and broker with technical expertise on peace, security, human

rights and development. UNDP enjoys high levels of trust and confidence from the people of Bougainville as well as the successive leaders of both GoPNG and ABG.

The national and autonomous governments have requested increased involvement in peacebuilding by the UN. Leading bilateral donors, including Australia, have indicated support for an increased role of the UN in peacebuilding.

UNDP chairs the UN Bougainville Task Team which the PBF work sits under, and is the coordinating agency for the UN agencies in Bougainville through a Joint Strategic Plan and respective Joint Annual Work Plans for up to eight UN agencies. In Port Moresby, the PBF work is supported by the UNDP Assistant Representatives for Programmes, the Assistant Representative for Governance, the Governance Programme Analyst, and the Governance Programme Associate, all of whom have extensive experience in working on Bougainville-related issues. This capacity will be complemented by the incoming Port-Moresby-based Peace and Development Advisor, co-funded by UNDP and the UN Department of Political Affairs in 2015 and by UNDP, the UN Department of Political Affairs and PBSO in 2016. In Bougainville, UNDP will manage the P4 PBF Programme Coordinator, three program officers, an operations manager and five support staff in its offices in Buka and Arawa. An additional Political Liaison Officer – to be based in Buka and funded by the Department of Political Affairs – is currently under recruitment. UNDP offices situated in Buka and Arawa also serve as a base for all UN agencies. The implementation modality of the UNDP is through direct implementation (DIM) and in close collaboration with partners such as government and community-based organizations. UNDP activated its Fast Tracking Procedures to ensure flexible and swift support.

The Bougainville House of Representatives is the legislature of the Autonomous Region of Bougainville, an autonomous entity within Papua New Guinea. It was established in 2005 under Part 5 of the region's constitution, which specifies that the House of Representatives shall comprise 39 elected members in addition to the President of the Autonomous Region of Bougainville. Each of the 33 constituencies defined under Part 8 of the Constitution elects a single member to the House. Additionally, while there is not a quota, there are affirmative action measures in place to ensure women's representation with North Bougainville District, South Bougainville District and Central Bougainville District each electing a woman representative (often referred to as 3 reserved seats for women). Former combatant representative who fought with the Bougainville Revolutionary Army. Representatives of Bougainville who have been elected to the National Parliament of Papua New Guinea are also have 3 reserved seats, and are allowed many of the same privileges as members of the Bougainville House of Representatives; but they may not: introduce motions, vote, or be counted towards a quorum. However, they are allowed to attend meetings of the House where they take part in debates and other proceedings. The Joint Autonomy Review found that there is evidence of the House operating independently as a parliament under its own standing, but significant weaknesses exist within its own operations.

Papua New Guinea (PNG) Parliament is a single chamber legislature (law-making body) consisting of 89 Members elected from Open electorates and 22 Governors elected from Provincial electorates. The total 111 Members are directly voted into office by citizens over 18 years of age and represent Papua New Guinea provinces and districts. After an election, the political party with the most seats is invited by the Governor General to form Government. Since Independence all Governments have been formed by a coalition of Parties because no Party has won enough Seats to form Government alone. The National Constitution gives the legislative (law-making) power of the people to Parliament. The PNG Constitution also declares that the maximum term of a Parliament is five years. No-confidence votes against the government cannot be held within the first 30 months of a government's term. In this term, the grace period expired in February 2015.

| Table 4: Overview of RUNO funding in the country | | | | |
|---|-----------------------------|----------------------------------|--|-----------------------------|
| | RUNO : NAME UNDP | Key Source of Funding | Annual Regular Budget in \$ | Annual emergency |
| | | | | |

| | | (government, donor etc.) | | budget (e.g. CAP) |
|------------------------|------|-----------------------------|------------|-------------------|
| Previous calendar year | UNDP | Core and non-core resources | 12,000,000 | Nil |
| Current calendar year | UNDP | Core and non-core resources | 18,000,000 | Nil |

III. Management and coordination

a) **Project management:** UNDP has offices situated in Buka and Arawa, with capacity of 13 staff. The implementation modality of UNDP is through direct implementation and with partners such as the ABG and GoPNG, civil society organizations and other partners, particularly the members of the PBF Steering Committee and Technical Working Group, in particular the Governments of Australia, New Zealand and Japan, as well as the World Bank. Joint planning, programming and operations are implemented by the Bougainville Task Team which is chaired by UNDP. Under the *Delivering as One* modality, the UN in PNG has adopted an area-based, multi-sectoral approach based on a single Joint Annual Work Plan for Bougainville, to ensure that its efforts remain focused on peacebuilding and reconciliation, but also meet Bougainvillean aspirations of longer-term socio-economic recovery.

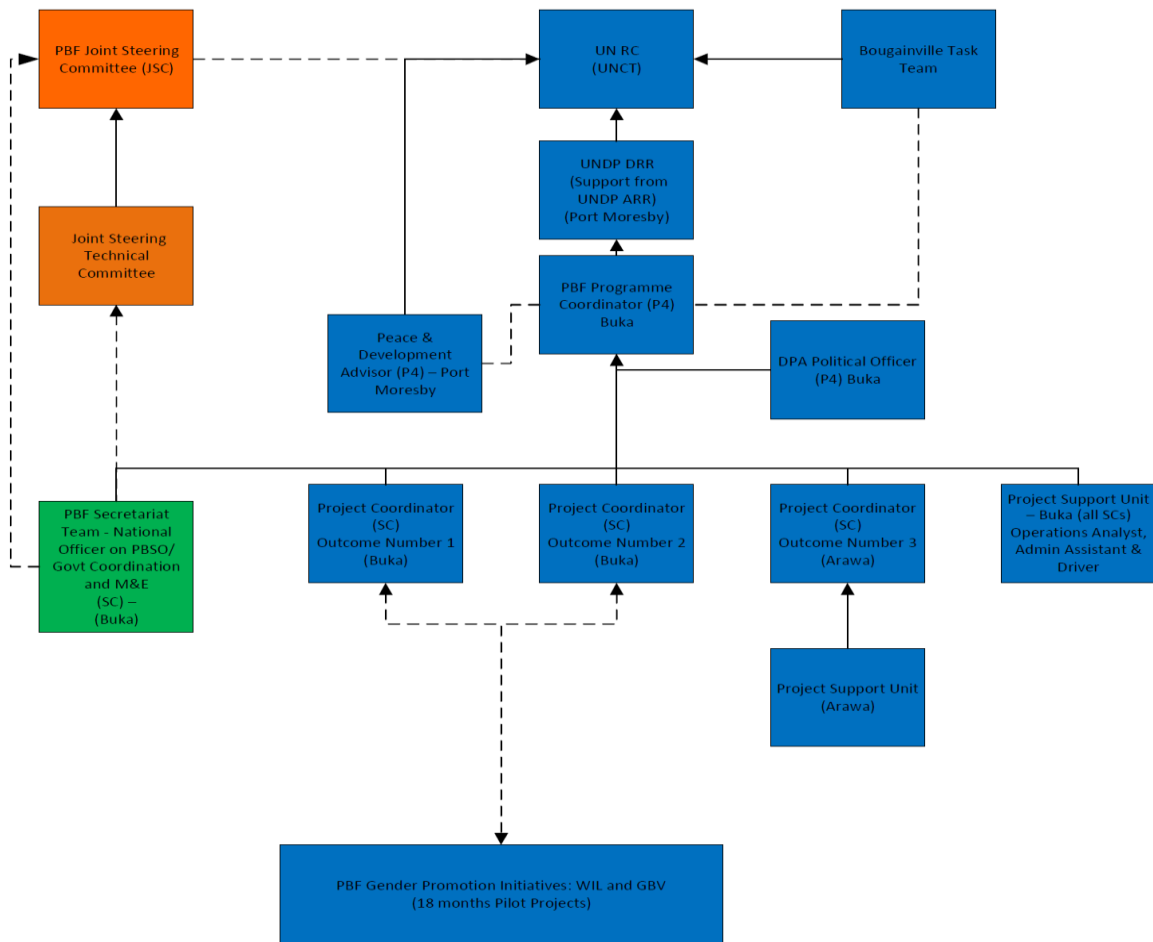
A national project officer, based in Buka, will be recruited to work with the PBF Programme Manager and the UNDP Assistant Resident Representative (Governance) to implement this project. A Peace and Development Adviser post (PDA) (P5) with UNDP has been approved and is expected to be filled in 2015 based in Port Moresby but with frequent visits to and support to Bougainville. The arrival of the PDA will significantly boost the peacebuilding expertise of the UN. In addition, a Political Liaison Officer (P4) to be funded by the UN Department for Political Affairs will be posted in Buka to support the work on referendum preparations and also this project.

The project will be implemented with support from UNDP staff based in Port Moresby. Expertise in referendum assistance, political facilitation, process design, natural resources and international law will also be provided through the UN Department of Political Affairs, the Standby Team on Mediation, and the Electoral Assistance Division. Technical assistance through support from UN regional centres in Fiji and Bangkok will be called to assist as well as consultancies where expertise and skills required are not available within the UN system.

This project will be closely coordinated with the UN electoral, referendum and parliamentary support projects and will benefit from direct advice and support from these. As the UN adviser on referendum issues to the RC and the ABG and PNG, a senior electoral adviser will be recruited to advise and provide guidance on the implementation of various aspects of the project to ensure the activities are guided by rigorous technical electoral expertise, overall coherence of UN support, compliance with UN policy and to ensure appropriate advice, expertise and support is being provided to the PNG and ABG authorities. Specifically the Senior Electoral Adviser/CTA should be consulted on: (1) international expertise and experience on referendum options including implications of the number of option(s). (once the option(s) are decided upon, the Senior Electoral Adviser/CTA will be involved in how the options or question(s) would be put forth on the ballot); (2) targeted lessons learnt or experience sharing between MPs and relevant countries; (3) induction of the bipartisan referendum committees on the referendum and referendum related policy papers; (4) advice on the establishment of the Referendum Committee Secretariat; (5) planned activities of the eminent persons group and the round tables as they relate to substantive referendum issues. Additionally, the Senior Electoral Adviser/CTA will advise the UN PDA and Political “Liaison” Officer on all electoral/referendum-related matters. Until the Senior Electoral Adviser/CTA is recruited and deployed to PNG, EAD will be consulted and

will provide guidance on referendum related issues including matters outlined above as well as specific issues on which the UN has submitted discussions papers to the Joint Supervisory Body.

Organigram of PBF projects and initiatives



b) **Risk management:**

Table 5 – Risk management matrix

| Risks to the achievement of PBF outcomes | Likelihood of occurrence (high, medium, low) | Severity of risk impact (high, medium, low) | Mitigating Strategy (and Person/Unit responsible) |
|--|--|---|--|
| High turnover of senior officials and, at the elections, parliamentarians. | High | High | Strengthening awareness about the BPA in the ABG and in the GoPNG and consistency and core expertise within relevant institutional mechanisms of the ABG in the implementation process |

| Risks to the achievement of PBF outcomes | Likelihood of occurrence (high, medium, low) | Severity of risk impact (high, medium, low) | Mitigating Strategy (and Person/Unit responsible) |
|---|---|--|---|
| | | | (Chief Secretaries of both Governments and ABG Chief Secretary). |
| Lack of willingness or political support to progress BPA (transfer of powers); address findings of the Autonomy Review. | Medium | High | Support dialogue and other fora including setting up of an eminent group of elders or Statesmen to broker agreement and support. (Chief Secretaries of both governments). |
| The competing priorities and the low-levels of attention on the PNG side to progress the referendum preparations will be exacerbated as the 2017 PNG election draws nearer. | High | High | Support a timetable for regular dialogue mentioned above and keeping Chief Secretaries of both governments informed of delays or bottlenecks. |
| Lack of trust and political interference between the Government of PNG and ABG on both political level and administrative may affect the overall outcome of the project its goals and objectives. | Medium | High | UNDP management should ensure regular meetings and communication on the progress of the project is done for the governments through the offices of the Chief Secretaries. Regular analysis of the political situation conducted to understand and mitigate its implications for the implementation of the project |
| Limited access to quality information and informed political discourse at community level | High | medium | Strengthened media and localization of information dissemination mechanisms (ABG Communications and Media Division) and transparent consultation process conducted |
| Effects on credibility of process due to eroding confidence in some national institutions. | High | High | Key mechanisms (JSB; Referendum Committee) strengthened to carry out its functions and progress key elements of the BPA such as the transfer of powers (Chief Secretaries of both governments). |
| In a highly factionalised and changeable political environment, the UN faces allegations of partiality or the UN is blamed for delays in the implementation of the BPA | Medium | Medium | Regularly updated political analysis conducted by the PDA and the Political Liaison Officer to understand the context and adjust the project accordingly. Project implementation is coordinated with communications strategy to build public understanding and manage expectations about the UN's role |
| High turnover of project staff. | Medium | Medium | The main issue has been the low remuneration offered by UNDP because of the salary scale which last reviewed in 2010. UNDP is reviewing the scale in the second quarter of 2015 and a updated scale may be available by the end of 2015. |
| Capacity limitations by local | Medium | Low | UNDP management to seek support from |

| Risks to the achievement of PBF outcomes | Likelihood of occurrence (high, medium, low) | Severity of risk impact (high, medium, low) | Mitigating Strategy (and Person/Unit responsible) |
|---|---|--|--|
| partners to engage including the various ABG departments may result in the project not achieving its outcome, goals and objectives | | | other UN agencies on capacity assessment of IPs done and develop a matrix to source IPs with a possibility of seeking IPs based in PNG. |
| Violence erupting after the 2015 Presidential and parliamentary elections or the 2016 Council of Elders elections and disrupts the project implementation. | Medium | Medium | UNDP management to work closely with the election stakeholders through its Electoral Support project to give input to early warning on possible election violence. UNDP to work through its national Parliamentary Support Project to ensure the parliamentary support work can continue through a twinning arrangements between the PNG and Bougainville parliaments. |
| Delays and perceived stalling by GoPNG of the referendum preparations results in increased tensions between the two Governments and violence in PNG | Medium | Medium | UN raises the risk of increased tensions as a result of delays and works with partners to continue progress on the referendum |
| Other PBF projects (Outcome 2, 3 and the Gender initiatives) cause direct or indirect political implications including strained relations with development partners and donors. | Medium | Low | UNDP management has agreed to put in place a PBF Programme Coordinator (P4) to ensure all projects are managed efficiently. A Political Liaison officer will also be in place in 2014 to support the project. Both staff will report the UN Resident Coordinator |
| High costs of operations may lead to UNDP not being able to conduct all the project activities. | Medium | Medium | UNDP management to monitor the situation closely. PBSO to be notified of changes in the project location and when additional funds are needed to successful implement the project. Funds to be raised to counter increasing operational costs. |

c) **Monitoring & Evaluation:**

Outcome 1 monitoring and evaluation (M&E) framework is part of the overall PPP M&E framework. It will also align with the M&E of the other two PBF Outcome areas, which will support efficiencies between the two projects. Each PBF project will be responsible for the M&E and reporting of its own activities, outputs and outcomes. This will include a dedicated M&E budget for the project, including some for the creation and implementation of surveys to track levels of knowledge/understanding for some of the indicators in the Results Framework (see Annex B). A part of the M&E work will be reviewing all the baselines in the Results Framework and adding any baselines which may be missing.

The project will provide outcome-oriented reporting to the Joint Steering Committee and PBSO, twice a year, in line with PBF reporting timeframes (due dates to PBSO are 15 June and 15 November) and using PBF reporting templates.

The M&E of the Priority Plan will be the responsibility of the PBF Secretariat and, at a higher level, of the Joint Steering Committee, which will be advised of progress through the Secretariat and through the RUNO reports, and responsible for overseeing and responding to any need for course change. A dedicated national M&E officer will be hired to be part of the PBF Secretariat, to finalise the Priority Plan Results Framework and to prepare and implement the M&E Plan for the Priority Plan, once the major projects are in place. The M&E officer will also consult available data from the Government records and recent Government and development partner reports, to help to establish baselines. The M&E officer will be provided with TA support for the design of these mechanisms and putting in place the monitoring.

PBSO will commission an independent evaluation of the Peacebuilding Priority Plan at the end of its implementation, which will include an evaluation of this project,

d) Administrative arrangements

The UNDP 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, 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 provide no later than 15 June;
- Annual narrative reports, to be provided no later than 15 November;
- End of project reports, to be provided no later than 3 months following operational closure of 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 been 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: Project Summary (to be submitted as a word document to MPTF-Office)



**PEACEBUILDING FUND
PROJECT SUMMARY**

| | | | |
|-------------------------------------|---|-------------|--|
| Project Number & Title: | PBF/ Strengthening partnership and political dialogue between GoPNG and ABG | | |
| Recipient UN Organization: | UNDP | | |
| Implementing Partner(s): | PNG Government; Autonomous Bougainville Government; (with support from the PNG Parliament and Bougainville House of Representatives, Parliaments of New South Wales and Queensland and Inter-parliamentary Union. | | |
| Location: | PNG & Bougainville | | |
| Approved Project Budget: | \$US 2.5 million (additional USD150,000 from the Japanese Government) | | |
| Duration: | Planned Start Date: | 2015 | Planned Completion: 2017 |
| Priority Plan approval date: | 25th September , 2014 | | |
| Brief project Description: | Support will be given the Government of PNG and the Autonomous Government of Bougainville through mechanisms such as the Referendum Committee, to empower them to progress key BPA processes in a timely and effective manner. The dialogue, engagement and between Bougainville and the National Government will be bolstered drawing on the UN ‘trusted broker’ role and expertise. The focus will be workable autonomy arrangements, constructive relationships between the Governments, progress made on referendum preparations. There will also be support to the inter-parliamentary dialogue between GoPNG and ABG with a view to a shared understanding of the two parliaments’ role in the implementation of the Bougainville Peace Agreement, human rights, promotion of gender equality and other key peacebuilding issues. | | |
| Project Outcome: | <p>Outcome 1: The key Bougainville Peace Agreement (BPA) provisions on autonomy arrangements and on the referendum are progressed through joint decisions and actions of the PNG Government and the ABG</p> <p>Outcome 2: The national and the Bougainville Parliaments have a shared understanding of the BPA and the referendum provisions and the Bougainville Parliament fulfills the good governance criteria of the BPA, in line with the 2013 Autonomy Review findings.</p> | | |

| | |
|--------------------------------|--|
| PBF Focus Area: | 2.2 Democratic Governance |
| Gender marker: | 2 |
| Key Project Activities: | <ul style="list-style-type: none"> • Existence and effective use of dialogue fora for GoPNG and ABG to discuss BPA provisions and resolve bottlenecks and to communicate with the Bougainville population • Progress on implementation of key BPA provisions regarding autonomy arrangements and preparations for the referendum • Increased understanding by the Government and the civil servants of the BPA intentions and provisions • OutputStrengthened capacity of the Bougainville Parliament to fulfill its functions under the Autonomy Arrangements and the good governance provisions of the BPA • Bougainville Parliament and PNG Parliament are aware of respective roles and responsibilities regarding the referendum and regularly exchange views on the BPA |

Annex B: Project Results Framework

| Outcomes | Outputs | Indicators | Means of Verification | Year 1 | | | | Year 2 | | | | Milestones | | |
|---|--|---|---|--------|--|--|--|--------|--|--|--|------------|--|--|
| Outcome 1: The key Bougainville Peace Agreement (BPA) provisions on autonomy arrangements and on the referendum are progressed through joint decisions and actions of the PNG Government and the ABG | | Outcome Indicator 1 a Level of progress in Autonomy arrangements implementation since 2013 Autonomy Review Baseline: Findings from 2013 Autonomy Review – many bottlenecks identified Target: Tangible improvements with regards to 2013 bottlenecks | 2015 Autonomy Review Reports from the Eminent Persons' Group on progress from Roundtable discussions | | | | | | | | | | | |
| | | Outcome Indicator 1 b Evidence of joint decision by two Government on date and options for referendum Baseline: Date and options for referendum not agreed Target: Date and options for referendum agreed | Public statements and notice by the Referendum Committee | | | | | | | | | | | |
| | | Outcome Indicator 1c Increase in the funds and timely release of funds by GoPNG to ABG. Baseline: First K100 million for grants for RDP released Target: All funds released | Budget documents | | | | | | | | | | | |
| | Output 1.1 Existence and effective use of dialogue fora for GoPNG and ABG to discuss BPA provisions and resolve bottlenecks and to communicate with the Bougainville population | Output Indicator 1.1.1 Frequency of GoPNG and ABG Roundtable meetings Baseline: JSB meetings Target: At least one a year. | | | | | | | | | | | | |
| | | Output Indicator 1.1.2 Frequency of JSB meetings and recommendations with regards to autonomy arrangements and referendum Baseline: JSC meets on an ad hoc | JSB minutes | | | | | | | | | | | |

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|--|--|---|---|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|
| | | <p>basis and does not always make decisions Target: JSB meets at least twice a year and makes recommendations on autonomy arrangements/ referendum</p> | | | | | | | | | | | | | | | | | | |
| | | <p>Output Indicator 1.1.3 Number of Council of Elders visits and number of persons consulted by the technical committees of the JSB, disaggregated by sex and age</p> <p>Baseline: None Target: At least 80% of COEs by the end of the project.</p> | JSB minutes and project reports of the technical committees. | | | | | | | | | | | | | | | | | |
| | Output 1.2 Progress on implementation of key BPA provisions regarding autonomy arrangements and preparations for the referendum | <p>Output Indicator 1.2.1 Level of progress of Referendum work streams (this indicator will be made more specific when annual work plans are made and concrete work stream activities and targets are identified as part of this project support)</p> <p>Baseline: 0 Target: At least two referendum work streams make tangible progress, in line with identified areas</p> | Project reporting | | | | | | | | | | | | | | | | | |
| | | <p>Output Indicator 1.2.2 Timeliness and quality of 2015 Autonomy Review</p> <p>Baseline: review due to take place in 2015 Target: Autonomy Review 2015 takes place, provides evidence of progress and is endorsed by GoPNG and ABG</p> | Autonomy Review content and public endorsement by two Governments | | | | | | | | | | | | | | | | | |
| | | Output Indicator 1.2.3 | Minutes of the | | | | | | | | | | | | | | | | | |

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|--|---|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|
| | | Frequency of meetings of the Referendum Committee Baseline. Last meeting held on 12 March 2015 Target: Before every JSB meeting. | Referendum Committee meetings | | | | | | | | | | | | | | | | |
| | Output 1.3 Increased understanding by the Government and the civil servants of the BPA intentions and provisions | Output Indicator 1.3.1 Eminent Persons' Group is established and composed of men and women Baseline: No group exists Target: Group established and disaggregated by sex and age | Project reporting | | | | | | | | | | | | | | | | |
| | | Output Indicator 1.3.2 Eminent Persons Group develops a workplan and progresses its implementation Baseline: N/A Target: To be adjusted when EPG established | Project reporting | | | | | | | | | | | | | | | | |
| | | Output Indicator 1.3.3 Level of understanding of BPA key provisions by civil servants and MPs Baseline: To be determined by a survey Target: Improvement by at least 50% | Survey to be prepared and administered through project | | | | | | | | | | | | | | | | |
| Outcome 2: The national and the Bougainville Parliaments have a shared understanding of the BPA and the referendum provisions and the effectiveness of the Bougainville Parliament is strengthened, in line with the 2013 Autonomy Review findings. | | Outcome Indicator 2 a Level of Bougainville parliament capacity to perform its role effectively Baseline: Autonomy Review 2013 found important gaps Target: Improvements in effectiveness and transparency of proceedings | Autonomy Review 2015 | | | | | | | | | | | | | | | | |
| | | Outcome Indicator 2 b Existence of joint statements between two Parliaments on BPA | Copies of statements | | | | | | | | | | | | | | | | |

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|--|---|---|-------------------|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|
| | | Baseline: No such statements exist Target: Statements made public and show shared understanding of BPA | | | | | | | | | | | | | | | | | |
| | | Outcome Indicator 2 c Level of confidence by Bougainville population in ABG Parliament's capacity and willingness to engage with the population on key issues Baseline: To be determined by a survey Target: To be determined by a survey | Survey | | | | | | | | | | | | | | | | |
| | Output 2.1 Strengthened capacity of the Bougainville Parliament to fulfill its functions under the Autonomy Arrangements and the good governance provisions of the BPA | Output Indicator 2.1.1 Bougainville parliament's website operational with information on peace and development, BPA, human rights and gender. Baseline: No library or information services exist. Target: Website and Hansard in place with useful information on key peacebuilding issues and regular updates | Website | | | | | | | | | | | | | | | | |
| | | Output Indicator 2.1.2 Number of public consultations and number of people consulted by Bougainville Parliament, disaggregated by sex and age Baseline: None Target: At least 1 public consultation each year. | Project reporting | | | | | | | | | | | | | | | | |
| Output Indicator 2.1.3 Level of awareness of Bougainville MPs on BPA Baseline: to be determined by a survey Target: Improvement of at least 50% | | A survey | | | | | | | | | | | | | | | | | |

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|--|--|---|-----------------|--|--|--|--|--|--|--|--|--|--|--|--|--|--|--|
| | <p>Output 2.2 Bougainville Parliament and PNG Parliament are aware of respective roles and responsibilities regarding the referendum and regularly exchange views on the BPA</p> | <p>Output Indicator 2.2.1 MoU in place between PNG and Bougainville Parliament for cooperation</p> <p>Baseline: No MOU Target: MOU in place in 2015</p> | MOU | | | | | | | | | | | | | | | |
| | | <p>Output Indicator 2.2.2 The Parliamentary referendum committees meet and exchange information regularly</p> <p>Baseline: Do not meet Target: Meet at least twice a year</p> | Meeting minutes | | | | | | | | | | | | | | | |
| | | <p>Output Indicator 2.2.3 Parliamentarians who participate in a learning exchange with another country on BPA relevant lessons learned become champions of peace</p> <p>Baseline: N/A Target: 75% of those parliamentarians who participated in learning exchange can demonstrate how they will use it to become champions of peace</p> | Survey | | | | | | | | | | | | | | | |

**PRF – PROJECT ASSESSMENT & TRANSMITTAL FORM
TEMPLATE 3.3**



**United Nations Peacebuilding Support Office/Peacebuilding Fund
(PBSO/PBF)**

**Project Assessment /Transmittal Form
(to be provided to MPTF, accompanying every PRF new project documents
– template 3.2 or revised project document – template 3.4)**

| Part A. JSC Meeting Information | |
|--|---|
| <i>To be completed by the PBF Secretariat</i> | |
| Date of JSC Meeting: 22 July 2015 | Title of approved project: Strengthening partnership and political dialogue between GoPNG and ABG |
| Priority Plan Outcome to which project contributes: Outcome 1 | PBF Focus Areas ³ which best summarizes the focus of the project (select one only): 2.2 |
| Recipient UN Organization(s): UNDP | Total PBF Budget for the project: USD2,500,000 |

| Part B: Project Summary | |
|---|--|
| <i>To be completed by the Recipient UN Organization or PBF Secretariat</i> | |
| <p><i>Head of UN Recipient Organization with contact email and phone number:</i></p> <p>Name of Representative - UNDP Sukhrob Khoshmukhamedov sukhrob.khoshmuhamedov@undp.org +675 321 2877</p> <p><i>* If more than one RUNO, list all, RUNO by RUNO.</i></p> | <p>Project title: Strengthening partnership and political dialogue between GoPNG and ABG</p> |

³ PBF focus areas are:

1: Support the implementation of peace agreements and political dialogue (Priority Area 1):

(1.1) SSR, (1.2) RoL; (1.3) DDR; (1.4) Political Dialogue;

2: Promote coexistence and peaceful resolution of conflicts (Priority Area 2):

(2.1) National reconciliation; (2.2) Democratic Governance; (2.3) Conflict prevention/management;

3: Revitalize the economy and generate immediate peace dividends (Priority Area 3):

(3.1) Employment; (3.2) Equitable access to social services

4) (Re)-establish essential administrative services (Priority Area 4)

(4.1) Strengthening of essential national state capacity; (4.2) extension of state authority/local administration; (4.3) Governance of peacebuilding resources (including JSC/PBF Secretariats)

| | |
|---|---|
| Proposed Project, if approved, would result in: | Project commencement date and duration: |
| <input checked="" type="checkbox"/> New Project (template 3.2 accompanies) <input type="checkbox"/> Existing project revision (template 3.4 accompanies) | |
| PBF Initial Project Budget : \$2,500,000 PBF Revised Project Budget (<i>if applicable</i>): | |
| PBF amount requested broken down by RUNOs : UNDP\$2,500,000 | |
| <i>*For project extension indicate current budget and new proposed budget by RUNOs</i> | |

Part C: Technical Review

To be completed by the PBF Secretariat on behalf of the Technical Committee

Composition of Technical Committee Panel:

Provide names, titles and organizational affiliation of Panel members

- Chief Secretary to PNG Government – Sir Manasupe Zurenuoc
- Office of the Chief Secretary to PNG Government – Alup Kanawi and Chris Asa
- Chief Secretary to the Autonomous Bougainville Government - Mr Monovi Amani
- Office of the Deputy Chief Secretary- Operations, Mr. Paul Kebori and Ms Ancinta Semoso.
- Deputy Chief Security - Policy, Mr Lauatu Tautea
- Bougainville Office for Referendum, Mr. James Tanis, CEO
- ABG Community Development, Ms Mana Kakaroutz, Acting Secretary
- ABG Community Government, Mr Herbert Kimai, Acting Secretary
- ABG Law and Justice Department, Mr. Kenneth Nanei, Acting Secretary
- Acting Clerk of Bougainville Parliament, Edwin Kenehata
- Australian High Commission: Tim Bryson, Counsellor - Bougainville
- New Zealand High Commission: Jonathan Fletcher, Counsellor Development
- UN Women: Jeffrey Buchanan, Country Representative
- UNDP: Julie Bukikun, Assistant Resident Representative
- UNDP/PBF: Lawrence Bassie, Interim PBF Coordinator
- UN DPA: Jone Baledrokadroka, Peace and Development Adviser.

Technical Review Dates: 15, 16th and 21st July 2015.

Evaluation of Proposal by the Technical Advisory Panel

Provide an overall recommendation to the Joint Steering Committee on the project. In the boxes below tick the appropriate response box.

Endorsed for implementation.

| <i>i) Technical Review of the project design</i> | | |
|--|---|---|
| (a) | Is the project of direct and immediate relevance to peacebuilding and does it clearly link to the findings of a conflict analysis? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (b) | Does the project effectively further one of the Priority Plan outcomes? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (c) | Does the project identify the urgency of the funding or peacebuilding gap? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (d) | Is the project likely to have catalytic effects either in terms of financial leverage or unblocking peace relevant processes? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (e) | Do the project outcomes contribute to the Priority Plan outcomes and is there a clear theory of change linking activities with outputs and with outcomes? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (f) | Are the project costs transparent and do they reflect cost consciousness and value for money? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (g) | Is the project coherent with other projects in the Priority Plan? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (h) | Is the project gender sensitive? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (i) | Is the project conflict sensitive? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (j) | Has the project adequately considered risks and provided strategies for managing them? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| <i>ii) Implementation performance</i> | | |
| (a) | Is the funding recipient agency (RUNO) well placed to implement the project within the timeframe, given its mandate, experience to date, staff capacity and any previous results? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |

| | | |
|--------------------------------------|---|---|
| (b) | If the funding agency is not the implementation partner, does the proposed implementation partner have the capacity and competence to achieve the expected project results? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (c) | Do the management arrangements describe clearly how the funding recipient agencies will keep oversight of the fund use and status of results achievement during the whole implementation process? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| iii) Monitoring and reporting | | |
| (a) | Does the project proposal include a clear Results Framework with baselines, targets and means of verification? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (b) | Do the indicators of the project results framework relate meaningfully to the indicators of the Priority Plan Results Framework (without duplicating them)? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (c) | Does the proposal include a budget for the coverage of all M&E related costs (all monitoring costs as well as costs associated with annual or other periodic reviews with partners)? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| (d) | Is it clear who will be responsible for the 6-monthly project reporting? | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |

Part D: Administrative Review

To be completed by the PBF Secretariat

PBF Secretariat Review Date: 30 July 2015

Check on Project Document Content

- | | |
|---|---|
| <input type="checkbox"/> Signed project document | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| <input type="checkbox"/> Indirect Support Cost (7%) | Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> |
| <input type="checkbox"/> Progress Report (for revised project documents only) | Yes <input type="checkbox"/> No <input type="checkbox"/> |

Part E: Decision of the Joint Steering Committee
To be completed by the PBF Secretariat and signed by PBF Joint Steering Committee co-chairs


Decision of the PBF Joint Steering Committee

Approved for a total budget of \$2,500,000
 Approved with modification/condition
 Deferred/returned with comments for further consideration
 Rejected

Comments/Justification/Any conditions

Virtual approval done on 22 July 2015

Mr. Monovi Amani
Chief Secretary, ABG
Government Co-Chair, PBF Joint Steering Committee



Signature
 Date 30/7/15

Mr. Roy Trivedy
UN Resident Coordinator
UN Co-Chair, PBF Joint Steering Committee



Signature
 Date 30/7/15

Part F: Administrative Agent Review

To be completed by the Administrative Agent

Action taken by the Administrative Agent: MPTF Office, UNDP

Project consistent with provisions of the PBF Memorandum of Understanding and Standard Administrative Arrangements with donors

Executive Coordinator, MPTF Office, UNDP

Signature

Date