

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

IRF PROJECT DOCUMENT

<p>Project Title: Support to political dialogue and national reconciliation in Guinea-Bissau</p>	<p>Recipient UN Organization(s): UNDP</p>
<p>Project Contact: Gabriel Dava (UNDP) Address: Rua Rui Djassi Telephone: E-mail: gabriel.dava@undp.org</p>	<p>Implementing Partner(s) – name & type (Government, CSO, etc): UNIOGBIS, UN-Women, Women’s Forum for Peace; Organizing Commission for the National Conference (OCNC); non-governmental organizations; United Nations agencies, funds and programmes in Guinea-Bissau</p> <p>Project Location: Guinea-Bissau</p>
<p>Project Description: Support the political process by enabling constructive dialogue among key political stakeholders and advance the national reconciliation process, including through the preparatory work for the National Conference “Paths to Peace and Development”</p>	<p>Total Project Cost: USD 807,327.51 *Approved Peacebuilding Fund budget: 807,327.51 Fully allocated first tranche: USD 565,129.26 Conditional second tranche: USD 242,198.25</p> <p>Government contribution: - Other: UNIOGBIS regular budget</p> <p>*The overall approved PBF budget and release of the second tranche are subject to the PBSO’s evaluation and decisional process, and subject to the availability of funds in the PBF account.</p>
	<p>Proposed Project Start Date: January 2018 Proposed Project End Date: June 2019 Total duration (in months): 18 months</p>
<p>Gender Marker Score: <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>Project Outcomes: Outcome 1. Political stakeholders engage in dialogue to address the current crisis and root causes of instability through the</p>	

strengthening of national capacities for dialogue on political and institutional reform issues

Outcome 2. Political and civil society actors representing various segments of the Bissau-Guinean society actively and jointly engage in the process of design of an institutionalized national reconciliation process as a unifying national objective

PBF Focus Areas which best summarizes the focus of the project (*select one*):

1. Support the implementation of peace agreements and political dialogue (Priority Area 1): (1.4)
Political dialogue

(for IRF-funded projects)



<p>Recipient UN Organization(s) Mr. David McLachlan-Karr UNDP Resident Representative</p> <p><i>[Signature]</i> Signature</p> <p>Date & Seal 12/12/17</p> 	<p>Representative of National Authorities Padre Domingos da Fonseca Chair of the Organizing Commission for the National Conference "Paths to Peace and Development"</p> <p><i>[Signature]</i> Signature</p> <p>Date & Seal 12</p> 
<p>Peacebuilding Support Office (PBSO) Mr. Oscar Fernandez-Taranco Assistant Secretary-General for Peacebuilding Support</p> <p><i>[Signature]</i> Signature</p> <p>Date & Seal 15/12/2017</p>	<p>UNIOGBIS Mr. Modibo I. Touré Special Representative of the Secretary-General</p> <p><i>[Signature]</i> Signature</p> <p>Date & Seal 13/12/2017</p>

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PROJECT COMPONENTS:

I. Peacebuilding Context and Rationale for PBF support

a) Peacebuilding context:

Since its independence in 1973, Guinea-Bissau has experienced recurring political and institutional instability, characterized by suboptimal economic progress, armed conflict and a series of coups d'état and human rights violations, including political assassinations. The 1998-1999 armed conflict further aggravated the situation as it devastated the country's economic and social infrastructure, worsening the already widespread poverty. Stability and economic development have since remained largely hampered by negative civil-military dynamics and opportunistic alliances between the political and military elites, inter- and intra-party divisions, impunity, weak State institutions, chronic lack of constructive dialogue and the inability of the State to effectively live up to its part of the social contract.¹

Today, Guinea-Bissau continues to face chronic political and institutional instability, which severely affects its economic development. The latest coup d'état, in April 2012, prompted the United Nations Security Council to impose targeted sanctions on members of the military responsible for the unconstitutional change of power. Following a two-year transitional period, legislative and presidential elections were held in 2014, marking the return to constitutional order. The holding of free, fair and transparent elections, as well as the appointment of a new government, created momentum around a national vision for development and peacebuilding. This vision informed the development of the country's national strategic and operational plan for 2015-2020 ("Terra Ranka"), which was presented at an international partners' roundtable in Brussels in March 2015 and attracted USD 1.5 billion in pledges from donors in support of its implementation.

Notwithstanding the overall optimistic national political environment and international attention on Guinea-Bissau, the President of the Republic dismissed the Prime Minister and his government in August 2015, alleging failure to overcome incompatibilities in their institutional relationship and to restore mutual confidence, as well as the involvement of members of the Government in corruption. Tensions escalated into a rift opposing two main sides: the President of the Republic (PAIGC), allied with the PRS (the second largest party in the country) and a group of 15 Members of Parliament expelled from the PAIGC (largest party in the country and winner of the 2014 legislative elections); and the President of the PAIGC (the dismissed Prime Minister), supported by the President of the National Assembly (PAIGC), the PAIGC parliamentary group and the National Assembly's Permanent Commission, which is controlled by PAIGC. In the midst of increasing tension between the two sides, successive individuals appointed for the position of Prime Minister and their governments have been unable to secure the approval of their programmes and State budgets by the National Assembly, whose plenary has not convened since December 2015.

Following a request by the President of the Republic, the Economic Community of West African States (ECOWAS) took the lead, with support from the African Union (AU), the Community of Portuguese Speaking Countries (CPLP), the European Union (EU) and the

¹ These drivers of instability have been identified both in a strategic assessment on Guinea-Bissau undertaken by the United Nations in 2014 (see S/2015/37, of 19 January 2015) and in a fragility assessment by the Government of Guinea-Bissau and the United Nations Development Programme (UNDP) in March 2017.

United Nations (UN), in mediation efforts to overcome the political crisis. The mediation process resulted in a six-point roadmap for the resolution of the political and institutional crisis, signed in Bissau in September 2016, and an agreement to facilitate the implementation of the roadmap, signed in Conakry in October 2016. The Conakry Agreement provides for the appointment of a consensus Prime Minister who would have the “confidence” of the President of the Republic; the formation of an inclusive Government to implement a programme of reforms stemming from a national roundtable dialogue to be held within 30 days of the appointment of the Prime Minister; the development and adoption of a stability pact articulating key legislative and institutional reforms; and the unconditional reintegration of the 15 parliamentarians expelled from the PAIGC (the “Group of 15”) into the party, in accordance with the party’s rules. Shortly after the signature of the Agreement, however, political actors started to publicly express disagreement on the interpretation of its specific provisions, increasing tensions and preventing its implementation to date.

In the midst of continued political tensions, a positive peacebuilding development was the participation of key political actors, who had been avoiding each other for months, in an international symposium on reconciliation, held in Bissau in February 2017, upon the initiative of the Organizing Commission of the National Conference “Paths to Peace and Development.” The fact that the Commission (OCNC) succeeded in bringing together parties to the current political crisis to the symposium conveyed a strong message about the importance of reconciliation in Guinea-Bissau, and contributed to deescalating tensions, even if only temporarily, among key national political actors. Furthermore, by bringing together more than 200 delegates from all regions of the country to discuss the issue of reconciliation, the symposium contributed to sustaining momentum and broadening the political dialogue and reconciliation agenda to national level, thus strengthening the conditions for implementing these processes.

In spite of the positive momentum created by the symposium, political tensions persisted owing to the unwillingness and lack of readiness of political actors to engage in constructive and frank dialogue. In April and May 2017, mediation efforts intensified, including by means of an ECOWAS high-level ministerial mission to Bissau to follow up on the implementation of the Conakry Agreement and consult with a range of political actors and international partners.

In addition, an independent group of women’s organizations, the Women’s Forum for Peace, nominated a small group of women representing ten of their member organizations, but affiliated with no political parties, to engage with stakeholders to the political crisis to promote conflict resolution. Owing to the advocacy efforts led by this group of 10 women, known as the Women’s Facilitation Group, the President of the Republic held bilateral talks in July 2017 with key national political actors, including the Speaker of Parliament, the Prime Minister, the leaders of the PAIGC and PRS, as well as the group of 15 Members of Parliament expelled from the PAIGC. Such efforts opened up channels of communication and deescalated tensions among the main political actors. Notwithstanding the absence of a breakthrough to date, the initiative of the Women’s Facilitation Group has been gaining momentum and political actors are increasingly regarding it as a credible facilitator for constructive dialogue, which demonstrates the Group’s potential to contributing to a solution to the crisis.

A brief overview of Guinea-Bissau’s peacebuilding context thus reveals that there is a persisting lack of readiness to engage in constructive dialogue, which represents a prominent factor driving the current crisis. In a behavioural pattern consistent with

previous political and institutional crises in Guinea-Bissau, actors keep using positional bargaining approaches rather than interest-based negotiations and are unwilling to implement an agreement and a roadmap designed by themselves to overcome the crisis. Lack of meaningful dialogue among key political actors has also prevented progress in advancing State and institutional reforms, which is key to political and institutional stability in the country. In this context, the population has become increasingly distrustful of public actors and State institutions, which, in addition to being a driver of instability in itself, has the potential to aggravate social and political tensions, reinforce instability and even lead to violence.

The proposed project will aim to make a meaningful contribution to peacebuilding in Guinea-Bissau by supporting national actors to address the chronic lack of constructive dialogue to foster political and institutional stabilization. To that end, the project will concurrently focus on:

- i) supporting the continuation of facilitation and mediation efforts emanating from the Women's Forum for Peace (WFP) to foster a space for dialogue between the parties to the current crisis towards the implementation of commitments made to resolve the crisis;
- ii) strengthening inclusive and sustainable national capacities for dialogue and mediation with effective mechanisms to engage in constructive dialogue early on when tensions arise, and to prevent escalation into political and institutional crises;
- iii) enhancing the technical capacity of social actors to engage with national authorities on the design and monitoring of key State and institutional reforms, and enabling the creation of space for national dialogue on the technical aspects, legal options and roadmap of activities required to implement such reforms;
- iv) supporting the OCNC in continuing its preparations for the National Conference "Paths to Peace and Development", which, by generating positive and unified social attention on the issue of reconciliation, can mitigate otherwise divisive political discourse.

b) Mapping of existing peacebuilding activities and gaps:

Table 1 – Mapping of peacebuilding activities and gaps

Project outcome	Source of funding (Government/development partner)	Key Projects/Activities	Duration of projects/activities	Budget in \$	Description of major gaps in the Outcome Area, programmatic or financial
<i>I. Environment conducive to political and institutional stabilization created by the enablement of constructive relations among key national political stakeholders and of</i>	<i>UNIOGBIS</i>	<i>SRSG/ UNIOGBIS political facilitation between State institutions and other political stakeholders in the country</i>	<i>Ongoing</i>	<i>UNIOGBIS regular budget</i>	<i>The main focus of SRSG/ UNIOGBIS political facilitation is on high-level dialogue among national stakeholders</i>
	<i>ECOWAS</i>	<i>Good offices by ECOWAS, including by means of its</i>	<i>Ongoing</i>	<i>Unknown</i>	<i>The main focus of the ECOWAS good offices is on high-level dialogue</i>

<i>agreement on key reforms</i>		<i>Mediator for Guinea-Bissau</i>			<i>national and regional stakeholders; efforts at the local level are a low priority</i>
<i>2. National Conference "Paths to Peace and Development" held with the participation of key political actors, triggering a meaningful national reconciliation process</i>	<i>Timor-Leste</i>	<i>Direct budget support to the Organizing Commission of the National Conference</i>	<i>Until the holding of the National Conference</i>	<i>USD 5000,000 (USD 250,000 of which disbursed in February 2016; remainder yet to be disbursed)</i>	<i>Funds are to provide direct budget support to the Organizing Commission (e.g. vehicles, equipment, salaries), but not its substantive work</i>

c) Rationale for this IRF:

Tackling the issues driving the complex and multi-dimensional instability in Guinea-Bissau should be seen as a process that will require time as well as collective and multifaceted efforts by various actors at different levels. This project seeks to contribute to such efforts by enabling, in four areas of intervention, initiatives to foster: constructive political dialogue to resolve the current and prevent future crises; national consensus on issues of critical importance for national stability in the medium and long term; and national unity, particularly at a time of potentially divisive discourse.

Initiatives in the first area of intervention will foster constructive political dialogue by supporting facilitation initiatives of the Women's Forum for Peace. The recent positive results achieved by the Women's Facilitation Group in opening up dialogue channels between the parties to the crisis demonstrates the Forum's significant potential to positively impact on the readiness of political actors to engage directly with each other on the implementation of commitments made to resolve the crisis.

Initiatives in the second area of intervention will strengthen inclusive and sustainable national capacities for dialogue and mediation. These initiatives make an assumption, inspired by the work of the Women's Facilitation Group, and in line with Security Council resolution 1325 (2000), that dialogue and mediation capacities in Guinea-Bissau are more effective when women are effectively involved as active agents. Initiatives in this area of intervention will focus on increasing the technical competence and expertise of a pool of women facilitators to support track 1 processes, as well as to promote community dialogue and local-level mediation.

The third area of intervention will strengthen the capacity of national actors to engage with national authorities in the identification of technical aspects, legal options and roadmaps of activities required to implement key State and institutional reforms that are essential for long-term political and institutional stability. As outlined in various national plans² and in the

² E.g., Segundo Documento de Estratégia Nacional de Redução da Pobreza (2011-2015), Guiné-Bissau 2025: Strategic and Operational Plan for 2015-2020 ("Terra Ranka") and United Nations-Guinea-Bissau Partnership Framework 2016-2020.

Conakry Agreement, such reforms are: State reform (good governance); constitutional review; review of the electoral law; review of political parties' law; and defence, security and justice sector reforms. The implementation of these reforms is widely perceived as essential to creating long-lasting political and institutional stability in Guinea-Bissau. However, despite the generalized agreement on the need for these reforms, there is no clarity on the technical aspects, legal options and concrete steps required for their implementation. It is thus crucial that national social actors have strengthened technical capacities to identify and articulate relevant technical and legal options to designing and implementing these reforms, and that they are in position to engage in consultations with national authorities on these options. This area of intervention assumes that, if the required technical and consensus-building preparatory work is successfully completed, the likelihood of these reforms being designed and implemented quickly and effectively once the political and institutional situation allows will be increased.

Finally, initiatives under the fourth area of intervention will focus on supporting national actors in their preparations for the National Conference "Paths to Peace and Development". The National Popular Assembly established the OCNC in 2009 to organize the Conference, which will serve as platform for a nation-wide discussion on the root causes and consequences of conflict in Guinea-Bissau, as well as on possible solutions to outstanding challenges. While the current and near-future political context does not seem conducive to the holding of the National Conference, the demonstrated capacity of the OCNC to convene broad sections of the population and political actors, including from diverging groups, shows significant potential for positive peacebuilding impact. Specifically by mobilizing social interest in and unity behind the reconciliation agenda, and by convening a diverse range of actors around the issue, initiatives in this area of intervention will contribute to mitigating the effects of potentially divisive political discourse in Guinea-Bissau, particularly in the sensitive anticipated electoral periods.

The focus of the PBF Immediate Response Facility on funding time-sensitive, risky initiatives, with potentially high peacebuilding returns that require flexibility, make it an appropriate framework to fund this proposal. Specifically, the first area of intervention in support of the facilitation and mediation efforts of national women's organizations will require the ability to continuously adjust to the rapidly evolving political dynamics throughout implementation of the project. This also implies that while the activities under this area of intervention are outlined in the project proposal, they may need to be adjusted according to evolving national political dynamics. The second, third and fourth areas of intervention will also uniquely benefit from fast and flexible funding that allows for a quick start to project implementation.

II. Objectives of PBF support and proposed implementation

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

Outcome, Outputs and Activities

The project will have two outcomes which, if achieved, have the potential to catalyze convergence and consensus around a national agenda and strategy for political and institutional stability, including by overcoming the current political crisis.

Outcome 1. Political stakeholders engage in dialogue to address the current crisis and root causes of instability through the strengthening of national capacities for dialogue on political and institutional reform issues

The first project outcome encompasses the first two areas of intervention outlined above and will focus on initiatives aimed at fostering dialogue among key national actors to enable an environment that is conducive to both political and institutional stability. To enable political stability, the project will support the initiative of national women's organizations to forge an agreement among national actors on key issues affecting the implementation of political agreements to resolve the crisis. To enable institutional stability, the project will concurrently support efforts to facilitate agreement among national actors on the technical aspects related to the State and institutional reforms that are widely perceived as precondition for long-term stability in Guinea-Bissau.

The specific outputs and activities under this outcome are:

Output 1.1. The capacities of the Women's Forum for Peace to create and foster space for political dialogue between key political stakeholders are strengthened

- Support members of the Women's Forum for Peace in designing and carrying out activities that enable direct engagement of political stakeholders in constructive dialogue, including organizing bilateral and/or group meetings in Bissau or in the regions.
- Support the organization of two regional conferences outside the capital, inclusive of a broad spectrum of local men, women and youth, and with the participation of religious and traditional community leaders, and local political leaders, to consult them on strategies and the engagement of local communities in resolving the current political and institutional crisis.
- Support members of the Women's Forum for Peace in designing a process to organize an inclusive national conference on Women and Youth for Peace and Stability in Guinea-Bissau, with specific content and format to be informed by the regional and local consultations and the continuous political developments

Output 1.2. Existing skills of youth and women-led organizations in dialogue and mediation are strengthened

- Support the organization of a design workshop for the development of training modules for dialogue and mediation. This activity will bring together a group of experts with curriculum development experience and dialogue and mediation facilitators to design the course content and modules for dialogue and mediation training tailored to the Bissau-Guinean context.
- Support the organization of a series of training courses on i) dialogue and mediation for a broad group of pre-selected women, men and youth and ii) advocacy, negotiation and leadership skills for a smaller group of pre-selected women, men, and youth community and civil society leaders.
- Support the organization of bi-annual exchange programmes to enhance learning, sharing of experiences and research in dialogue and mediation. In order to ensure learning from practice in other parts of the region, the exchange will facilitate experience sharing and cross-fertilisation of knowledge between the members of the network and similar groups in the West African region and beyond.

Output 1.3. Capacities of youth and women-led organizations to effectively mobilize their dialogue and mediation skills are strengthened

- Support the development of an Operational Framework and Directives for existing mediation network(s). This activity involves the writing-up of the framework, the Modus Operandi and directives that guide the functions of the Network. Once the directives are developed, an internal mechanism will be put in place in the network to ensure compliance with the directives.
- Support the development of a database of trained women and community mediators: Under this activity, a database of trained, experienced and competent mediators in the will be identified and compiled. The database will include their areas of expertise, scope of skills and comparative advantage.
- Provide administrative, financial and technical capacity to fundraise for expanded dialogue and mediation work of the network of mediators. A session on fund raising and resource mobilization should be included in the training and capacity building for the network. A business for peace strategy (with emphasis on entrepreneurial skills) should be inculcated into such training in order to make the members of the network self-sufficient and improve their team spirit/coordination skills.

Output 1.4. The capacity of social actors to participate in the decision-making process regarding the implementation of key State and institutional reforms is strengthened

- Provide on-the-job support to civil society organizations currently monitoring reform areas to enable: i) the establishment of a baseline and indicators that will be used, in due course, to assess progress in the implementation of reforms; and ii) the creation of a network of monitors in all regions of Guinea-Bissau to keep track of the implementation of reforms at the local level.
- Provide, through individual experts hired through competitive processes, technical support to civil society organizations to develop documents outlining the technical aspects, legal options and roadmap of activities to enable the implementation of key State and institutional reforms. Relevant technical-level personnel in State institutions will be engaged to develop the documents, which will reflect the different needs and stages of each one of the reform areas; for the reform of the constitution, for example, an annotated reading of the constitution will be produced. National academic institutions will be engaged to ensure the quality of the technical documents.
- Support the organization of workshops to enable dialogue and forge consensus among social actors on the aforementioned technical documents. These documents will inform political actors of the positions of social actors on the reforms and will serve as the basis for the participation of social actors in the round table foreseen in the Conakry Agreement to develop a stability pact.

Outcome 2. Political and civil society actors representing various segments of the Bissau-Guinean society actively and jointly engage in the process of design of an institutionalized national reconciliation process as a unifying national objective

Output 2.1. Strengthened capacity of the Organizing Commission to develop a fully-fledged proposal of national reconciliation process for adoption at the National Conference to be socialized among a broad spectrum of political actors and the wider population

- Enhance technical capacity of OCNC members in designing a national consultation process on reconciliation.
- Support the OCNC in producing a document outlining this process and identifying a detailed format, programme, and choreography for the National Conference

Output 2.2. Broad segments of the Bissau-Guinean population, including the diaspora, sensitized about national reconciliation and OCNC activities

- Support the OCNC in designing and undertaking a nation-wide media campaign to raise awareness on reconciliation issues and OCNC activities, including through regular spots and announcements in radios and televisions, the maintenance of the OCNC website and a multimedia exhibition on the history of Guinea-Bissau (which will inform discussions on the period that would be covered in a reconciliation process)
- Supporting the OCNC in publishing and socializing its report outlining the outcomes of inclusive regional consultations on the causes of the conflict in Guinea-Bissau undertaken between 2009 and 2017
- Supporting the OCNC in socializing, within broad segments of the Bissau-Guinean society, including the diaspora, the document outlining the anticipated process and programme for the National Conference

Theory of change

The prolonged political crisis and its consequences demonstrate that the chronic inability of key political stakeholders to engage in constructive dialogue continues to represent a peacebuilding challenge for Guinea-Bissau. To support national stakeholders in finding a solution to the crisis and lay the foundations for lasting political and institutional stability, concerted action by various actors and at different levels will be required. If the project outputs are delivered, they will enable the development of inclusive and institutionalized mechanisms for constructive dialogue and mediation, with a view to solving the current crisis and preventing future crises. They will also enable the occurrence of crucial technical consultations and dialogue with a view to ensure, as soon as the political and institutional situation allows, that the country is ready to quickly and effectively implement institutional reforms essential to its long-term stability. They will also foster, through the preparatory activities of the OCNC, a unifying discourse around the issue of reconciliation, including during the upcoming electoral period that is likely to give rise to divisive political discourse. Furthermore, given the prominence of women as key targets and agents of the outputs, and the integration of local/community-level consultation and/or sensitization activities in all outputs, the project will also contribute to changing the political and institutional culture in Guinea-Bissau towards greater inclusivity of women and the Bissau-Guinean population in the country's stability and thus strengthen its resilience to crises.

Targets

Key political actors, political parties, defence and armed forces, and broad segments of civil society, including women's and youth organizations

Implementation approach and sequencing

The project will create an opportunity to bring together key national political stakeholders in a platform of political dialogue with the involvement of civil society, especially women and youth. The project will build from the existing political dialogue process, particularly the

Women's Forum for Peace, and the preparatory work for the organization of the Conference "Paths to Peace and Development". The project will engage all existing movements and initiatives created to promote peace and dialogue, including at the regional level, to ensure an inclusive process and build a national consensus on key issues that need to be addressed.

The project will assess the level of implementation of key reforms identified as key for peace and stabilization and bring them to the dialogue forum in order to build a national consensus on the prioritization of reforms and on how to proceed with their implementation.

b) Budget:

Table 2: Project Activity Budget

Outcome/ Output number	Output name	Output budget by RUNO	UN budget category (see table below for list of categories)	Any remarks (e.g. on types of inputs provided or budget justification)
Outcome 1: Political stakeholders engage in dialogue to address the current crisis and root causes of instability through the strengthening of national capacities for dialogue on political and institutional reform issues				
Output 1.1	The capacities of the Women's Forum for Peace to create and foster space for political dialogue between key political stakeholders are strengthened	USD 67,740.69	2, 4, 5	Substantive lead: UNIOGBIS/Gender Unit
Output 1.2	Existing skills of youth and women-led organizations in dialogue and mediation are strengthened	USD 17,479.55	2, 4	Substantive lead: UNIOGBIS/GU
Output 1.3	Capacities of youth and women-led organizations to effectively mobilize their dialogue and mediation skills are strengthened	-	-	Substantive lead: UNIOGBIS/GU
Output 1.4	The capacity of social actors to participate in the decision-making process regarding the implementation of key State and institutional reforms is strengthened	USD 262,735.46	1, 2, 4, 5, 6	Substantive lead: UNIOGBIS/Political Affairs Section
Outcome 2: Political and civil society actors representing various segments of the Bissau-Guinean society actively and jointly engage in the process of design of an institutionalized national reconciliation process as a unifying national objective				

Output 2.1	Strengthened capacity of the Organizing Commission to develop a fully-fledged proposal of national reconciliation process for adoption at the National Conference to be socialized among a broad spectrum of political actors and the wider population	USD 104,977.93	1, 2, 4, 5	Substantive lead: UNIOGBIS/Political Affairs Section
Output 2.2	Broad segments of the Bissau-Guinean population, including the diaspora, sensitized about national reconciliation and OCNC activities	USD 192,578.07	2, 4, 5, 6	Substantive lead: UNIOGBIS/Political Affairs Section
	Project Coordinator (International UNV)	USD 79,000	1	
	External evaluation	USD 30,000	7	
Total		USD 754,511.70		

Table 3: Project budget by UN categories

PBF PROJECT BUDGET			
CATEGORIES	1 st tranche**	2 nd tranche	TOTAL
1. Staff and other personnel	105,700.00	45,300.00	151,000.00
2. Supplies, Commodities, Materials	144,392.04	61,882.30	206,274.34
3. Equipment, Vehicles, and Furniture (including Depreciation)	-	-	-
4. Contractual services	159,998.05	68,570.59	228,568.65
5. Travel	41,943.10	17,975.61	59,918.71
6. Transfers and Grants to Counterparts	55,125.00	23,625.00	78,750.00
7. General Operating and other Direct Costs	21,000.00	9,000.00	30,000.00
Sub-Total Project Costs	528,158.19	226,353.51	754,511.70
8. Indirect Support Costs*	36,971.07	15,844.75	52,815.82
TOTAL	565,129.26	242,198.25	807,327.51

* 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.

** PBSO will authorize an initial transfer amounting to 70% of the requested budget and, upon timely submission and acceptance of the project reports and at least 80% expenditure of the total budget for the first transfer, the Fund will release the remaining 30%. Please note that all subsequent tranches are also contingent on the availability of resources in the Peacebuilding Fund.

c) Capacity of RUNO(s) and implementing partners

UNDP will serve as the RUNO and Administrative Agent for the project. UNDP has been operating in Guinea-Bissau for more than 40 years in the areas of democratic governance, inclusive growth and sustainable development. Currently composed by 60 staff members, including programme and operations staff, the country office has been able to successfully implement joint programs, such as the case of the MDTF Joint Program on nutrition, as well as donor basket funds, such as the recent elections basket fund with contributions from more than 10 donors. Between 2014 and 2017, UNDP annual budget allocations to support Guinea-Bissau's development initiatives have been approximately USD 27,500,500, with annual delivery rates of 79.9 per cent (2014), 83.4 per cent (2015) and 85.4 per cent (2016). UNDP has also been acting as operating agent of non-resident agencies and is the host of the PBF Secretariat in the country. The UNDP DRR-Program will oversee the operational aspects of the project to ensure that it is compliant with corporate management policies and procedures.

UNIOGBIS will lead on the substantive design and implementation of the project, leveraging its longstanding experience in national dialogue, mediation, the strengthening of democratic institutions and peace consolidation, and will benefit from multi-faceted technical support provided by its substantive components (political affairs, gender, public information, human rights, and rule of law and security institutions) and the Department of Political Affairs (DPA). UNIOGBIS is headed by the Special Representative of the Secretary-General (SRSG) for Guinea-Bissau, who is also responsible for the United Nations country team (UNCT). The mission has a staff capacity of 140 civilians, 13 Police Advisers, 2 Military and 3 Government-Provided Personnel. The regular budget approved for the mission in 2016-2017 amounted to USD 36,250,600, excluding USD 400,000 in extra-budgetary resources allocated to the Mission by DPA.

Table 6: Overview of RUNO funding in the country

	RUNO	Key Source of Funding (government, donor etc)	Annual Regular Budget in \$	Annual emergency budget (e.g. CAP)
Previous calendar year (2016)	UNDP	Donor government	USD 19,579,349	n/a
Current calendar year (2017)	UNDP	Donor government	USD 27,405,079	n/a

III. Management and coordination

a) Project management

A Political Affairs Officer at UNIOGBIS will serve as Project Manager, having overall responsibility for project management and implementation, including providing technical guidance on substantive aspects, ensuring effective coordination among the RUNO and implementing partners, and supervising external personnel contracted by the project.

The Project Manager will be assisted by a Project Coordinator, an international UNV with specialization in project management and a background in peacebuilding and political dialogue who will be hired to that end (the Project Manager will act as Project Coordinator until the recruitment of the international UNV is finalized). Reporting to the Project Manager, the Project Coordinator will work in close collaboration with substantive components of UNIOGBIS, UNDP, UN-Women, the PBF Secretariat, other entities in the country team and national partners to ensure project implementation. To ensure efficiency and coherence between the substantive and operational aspects of project implementation, the Project Coordinator will be co-located at UNIOGBIS/PAS (80 per cent of his/her time) and UNDP (20 per cent). The Project Coordinator will be responsible, inter alia, to:

- Ensure the timely implementation of all project activities and achievement of all project deliverables;
- Through the Project Manager, identify, monitor and regularly report on project risks to the Project Coordination Team;
- Prepare Annual Work Plans and mid-year, annual and final narrative reports for the consideration and approval of the Project Coordination Team;
- Provide project management support to national implementing partners, as required;
- Provide secretariat support to the Project Coordination Team and the Project Board, including by organizing meetings and preparing their respective summaries.

A Programme Analyst at UNDP will be responsible for the operational management of the project, in accordance with existing corporate rules, including reporting, financial management, and procurement of goods and services. The UNDP Program Analyst will operate under the overall guidance of the Project Coordination Team.

A technical-level Project Coordination Team (PCT), chaired by the Project Manager, will be established to serve as platform for coordination and exchange of information, and to oversee technical aspects of project implementation, including joint field missions for programmatic visits, assurance of project overall quality and reporting, and technical backstopping and programmatic guidance to the Project Coordinator. The PCT will include relevant personnel from UNIOGBIS (including PAS and Gender Unit), UN-Women, UNDP (Governance Cluster), the PBF Secretariat and other relevant entities in the country team. Within the PCT, different entities will have the lead on substantive aspects of the project, including the provision of technical guidance and reporting inputs, as follows: the Gender Affairs Unit of UNIOGBIS, in coordination with UNIOGBIS Political Affairs Section and UN-Women, will lead on aspects related to Outputs 1.1, 1.2 and 1.3; and UNIOGBIS Political Affairs Section, in coordination with UNIOGBIS substantive components, will lead on aspects related to Outputs 1.4, 2.1 and 2.2. The Project Coordination Team will meet on a monthly basis (minimum) or as regularly as required to address project implementation needs.

A senior-level Project Board, chaired by the SRSG and composed by UNIOGBIS, UN-Women, UNDP, the PBF Secretariat, relevant entities in the country team and representatives of national implementing partners, will be established to provide strategic guidance and oversight on project implementation, including making management decisions upon request by the Project Manager. The Project Board, which will meet once per quarter, will also perform the duties and tasks assigned as per UNDP Guidelines on Annual Review process.

b) Risk management:

Table 7 – 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)
Persistence of the current political crisis and the institutional stalemate at the National Assembly	High	High	In addition to the mediation efforts by ECOWAS through, inter alia, its Mediator for Guinea-Bissau, the SRSG will continue to undertake his good offices, in coordination with other international partners, to facilitate understanding among political actors on the implementation of the Conakry Agreement
Intensified tensions and potential violence linked to elections, including potentially postponed elections or elections organized with lack of widespread legitimacy	High	High	SRSG good offices and mediation by international partners, including by conveying messages on the need for a peaceful electoral campaign and for respect for the rule of law
Military intervention in politics	Medium	High	The presence of ECOMIB, which continued to serve as a deterrent, and the possible use of preventive action and verbal alerts, by national stakeholders and international partners, against politically motivated violence

c) Monitoring & evaluation

Monitoring and evaluation will be conducted at different stages and with different methodologies. The Project Coordinator, with technical support from the PBF Secretariat in Guinea-Bissau, will prepare a detailed M&E plan for the Project Coordination Team, including regular monitoring activities, based on the adjacent Results Framework. The Project Coordinator will be responsible for data collection from project activities, in close consultation with partners, and will coordinate regular monitoring activities with the Project Coordination Team. In collaboration with the Project Coordinator, the PBF M&E Specialist will work with the UN M&E Group and project implementers to regularly review and propose adjustments, as necessary, to the Results Framework so that it remains complementary to the UNPAF and other UN strategic documents.

As the project RUNO, UNDP will be ultimately responsible for complying with all narrative and financial reporting requirements established by both the PBF and the JPSC, in addition to any internal agency reporting requirements. The Project Coordinator will produce narrative and financial reports, in coordination with project substantive leads and UNDP, respectively, for the approval of the Project Coordination Team before onward submission by UNDP. The Project Coordinator will also prepare and submit one consolidated Annual Work Plan to the Project Coordination Team by 31 January for each year of the project. An Independent Evaluation of the Project will be commissioned at the end of the project.

The project also operates within the substantive framework of the UNPAF Outcome Group on Governance (OG1), for which there is a Joint Program Management Committee and a Steering Committee (JPSC) that brings together senior United Nations and Government officials. Project results will also be reported through this mechanism.

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 provided no later than 15 July;
- Annual and final narrative reports, to be provided no later than three months (31 March) after the end of the calendar year;
- 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.

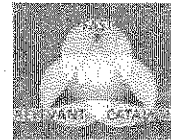
Ownership of Equipment, Supplies and Other Property

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



**PEACEBUILDING FUND
PROJECT SUMMARY**

Project Number & Title:	PBF/ Support to national and political dialogue and mediation in Guinea-Bissau	
Recipient UN Organization:	UNDP	
Implementing Partner(s):	UNIOGBIS, UN-Women, Women's Forum for Peace; Organizing Commission for the National Conference (OCNC); non-governmental organizations; United Nations agencies, funds and programmes in Guinea-Bissau	
Location:	Guinea-Bissau	
Approved Project Budget:		
Duration:	Planned Start Date: 1 January 2018	Planned Completion: 30 June 2019
Project Description:	Contribute to peacebuilding in Guinea-Bissau by enabling constructive dialogue among key political stakeholders towards a resolution to the current political and institutional crisis, strengthening long-term national capacities for dialogue to prevent the occurrence of future crises, supporting the technical and consultative preparations for the future implementation of key institutional reforms, and fostering unifying public discourse through the work of the Organizing Commission of the National Conference on Reconciliation.	
PBF Focus Area:	1. Support the implementation of peace agreements and political dialogue (Priority Area 1): (1.4) Political dialogue	
Project Outcome:	Outcome 1. Political stakeholders engage in dialogue to address the current crisis and root causes of instability through the strengthening of national capacities for dialogue on political and institutional reform issues Outcome 2. Political and civil society actors representing various segments of the Bissau-Guinean society actively and jointly engage in the process of design of an institutionalized national reconciliation process as a unifying national objective	
Key Project Activities:	The project will concurrently: i) support the continuation of facilitation and mediation efforts emanating from the Women's Forum for Peace (WFP) to foster a space for dialogue between the parties to the current crisis towards the implementation of commitments made to resolve the crisis;	

	<ul style="list-style-type: none">ii) strengthen inclusive and sustainable national capacities for dialogue and mediation with effective mechanisms to engage in constructive dialogue early on when tensions arise, and to prevent escalation into political and institutional crises;iii) enhance the technical capacity of social actors to engage with national authorities on the design and monitoring of key State and institutional reforms, and enable the creation of space for national dialogue on the technical aspects, legal options and roadmap of activities to implement such reforms;iv) support the OCNC in continuing its preparations for the National Conference "Paths to Peace and Development", which, by generating positive and unified social attention on the issue of reconciliation, can mitigate otherwise divisive political discourse.
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Annex B: IRF Results Framework

Country name: Guinea-Bissau						
Project Effective Dates: 1 January 2018 – 30 April 2019						
PBF Focus Area: 1. Support the implementation of peace agreements and political dialogue (Priority Area 1): (1.4) Political dialogue						
IRF Theory of Change:						
Outcomes	Outputs	Indicators	Means of Verification	Year 1	Year 2	Milestones
Outcome 1: Political stakeholders engage in dialogue to address the current crisis and root causes of instability through the strengthening of national capacities for dialogue on political and institutional reform issues		Outcome indicator 1a At least one meeting between key political stakeholders facilitated by the Women's Forum for Peace	Reporting by Women's Forum for Peace and UNJOGBIS; Potentially (depending on confidentiality/sensitivity of context at time of the meeting) media reporting			
		Baseline: n/a Target: concrete entry point created for political dialogue between key stakeholders				
		Outcome indicator 1b At least one network of national mediators is operational	An operational framework document for a mediation network is produced; At least 5 mediation interventions are reported			
		Baseline: A group of 145 representatives of youth and women led civil society organizations were trained in 2016 on mediation and dialogue and formed a mediation network, but has not developed an operational framework and workplan and is not operational Target: A network of national mediators is operational to intervene at local and national level				
		Outcome indicator 1c Technical reports based on the technical workshops are produced and disseminated	Workshops final reports			
		Baseline: no clarity on technical options for concretizing the five (5) key areas of reform Target: Technical reports are disseminated and available for consultation by civil society				

		national institutions and broader Bissau-Guinean population																
	Output 1.1 The capacities of the Women's Forum for Peace to create and foster space for dialogue between key political stakeholders are strengthened	Output Indicator 1.1.1 Four regional conferences held outside the capital Baseline: n/a Target: At least 280 (70 each) persons representing a broad spectrum of society, including women, youth, traditional leaders and local and regional political leaders, participate in the regional conferences. Disaggregated by sex and age.	Four (4) summary reports of the regional conference, including agenda and participation summary															<ul style="list-style-type: none"> - ToRs for the consultancy - Draft event programme with dates - List of participants for each regional conference - Conference report
		Output Indicator 1.1.2 One conference at the national level on Women and Youth for Peace and Stability in Guinea-Bissau including 150 people representing a broad spectrum of women and youth (including the Women's Forum for Peace) from Bissau and other regions, with the participation of key political stakeholders (contingent upon political sensitivities and available entry points at the time of the conference) is held in Bissau Baseline: 0 Target: 1 conference held	One (1) report of the national conference, including agenda and participation summary															<ul style="list-style-type: none"> - ToRs for the Consultancy - Draft event programme with dates - List of participants for each regional conference - Invitations sent to event speakers - Report of the conference - Draft event programme with dates and list of participants
	Output 1.2 Existing skills of youth and women-led organizations in dialogue and mediation are strengthened	Output Indicator 1.2.1 Two training sessions (in Bissau) for selected local mediators (coming from the regions) is organized, focusing on dialogue and mediation process design. Baseline: n/a Target: At least 70 local mediators (35 for each session) are trained in mediation and	Report of the training session															<ul style="list-style-type: none"> - Curriculum development validation for each training session - Training held - Training evaluated

<p>dialogue processes relevant to local issues, in regions outside Bissau</p> <p>Output indicator 1.2.2 One training session for 30 selected local community and national civil society leaders is organized, focusing on advocacy and leadership skills in the area of dialogue and mediation</p> <p>Baseline: n/a Target: 30 community and national civil society leaders are trained in advocacy and leadership skills in the area of dialogue and mediation and able to undertake advocacy and fundraising efforts.</p>	<p>Report of the training session</p>	<p>- Curriculum development - validation for each training session - Training conducted - Training evaluated</p>
<p>Output 1.3 Capacities of youth and women-led organizations to effectively mobilize their dialogue and mediation skills are strengthened</p>	<p>Output indicator 1.3.1 Development of operational framework for the women's mediation network</p> <p>Baseline: no operational framework and directives exists and network of mediators is not operational Target: One country-wide mediation network in Guinea-Bissau is operational at local and national level</p>	<p>- Draft operational framework submitted for approval - Approval obtained</p>
<p>Output 1.4 The capacity of social actors to participate in the decision-making process regarding the implementation of key State and institutional reforms is strengthened</p>	<p>Output indicator 1.4.1 On-the-job support is provided to selected personnel in civil society organizations focusing on the development of baselines and indicators for assessing progress in the implementation of reforms</p> <p>Baseline: n/a Target: 15 civil society representatives are trained in designing baselines and outlining indicators</p>	<p>- ToRs for the Consultancy - Meetings with civil society personnel to assess learning achievements - Report outlining baselines and indicators developed</p>

		<p>Output Indicator 1.4.2 Five (5) technical documents produced outlining technical aspects, legal options and roadmap of activities to implement key State and institutional reforms (good governance; constitution; electoral law; political parties' law; defence, security and justice sectors)</p> <p>Baseline: Technical aspects of the reforms not identified in any of the key reform area Target: Five (5) technical documents produced</p>	- Printed technical documents (5)									<ul style="list-style-type: none"> - ToRs for consultants - Draft outline of documents produced - Technical-level discussions held among civil society organizations and with technical-level personnel in State institutions - Technical documents finalized
		<p>Output Indicator 1.4.3 Five (5) workshops held to enable discussions and forge consensus among social actors on the technical documents outlining technical aspects, legal options and roadmap of activities for reforms</p> <p>Baseline: 0 Target: Five (5) technical workshops held and consensus forged among social actors to enable their participation in the development of a stability pact</p>	<ul style="list-style-type: none"> - Participant lists - Workshop Reports with recommendations and roadmap 									<ul style="list-style-type: none"> - ToRs for the Consultancy - Draft event programme with dates - List of participants for each workshop - Invitations sent to event speakers - Workshops reports
<p>Outcome 2: Political and civil society actors representing various segments of the Bissau-Guinean society actively and jointly engage in the process of design of an institutionalized national reconciliation process as a unifying national objective</p>		<p>Outcome Indicator 2.1 At least one consultation session across diverse and diverging political groups on the National Reconciliation conference organized by the OCNC</p>	Report of the consultation session									
	<p>Output 2.1 Strengthened capacity of the Organizing Commission to develop a fully-fledged proposal of national reconciliation process for adoption at the National Conference to be</p>	<p>Output Indicator 2.1.1 Number of members of the OCNC successfully trained to design reconciliation processes</p> <p>Baseline: no members of the OCNC are trained specifically on</p>	End-of-workshop report									<ul style="list-style-type: none"> - Curriculum development validation for each training session - Training conducted - Training evaluated

		<p>Baseline: no report published, no audio summary produced Target: report published and audio summary produced</p>																			
		<p>Output Indicator 2.2.3 Sessions held with focal groups (representing various social segments) and Conference delegates to present and socialize the OCNC report on regional consultations, as well as process and programme for the National Conference</p> <p>Baseline: no session has been held to present the report Target: 10 sessions held, of which 8 in the regions and 2 in Bissau</p>	<p>Participant lists Agenda of meetings</p>																		<ul style="list-style-type: none"> - Draft event programme with dates - List of participants - Invitations sent to event speakers - Peace march held - Report of the sessions
		<p>Output Indicator 2.2.4 Sessions held with Bissau-Guinean diaspora to present and socialize the OCNC report on regional consultations, as well as process and programme for the National Conference</p> <p>Baseline: no sessions held with the diaspora Target: two sessions (one in Lisbon, one in Dakar) held with the diaspora</p>	<p>Participant Lists Meeting Minutes</p>																		<ul style="list-style-type: none"> - Draft event programme with dates - List of participants - Invitations sent to event speakers - Report of the sessions