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PROJECT DOCUMENT

Papua New Guinea

Project Title: Bougainville Referendum Support Project
Project Number:
Implementing Partner: UNDP/Papua New Guinea
Start Date: 1/1/2018 **End Date:** 30/06/2020 **PAC Meeting date:**

Brief Description

The Autonomous Region of Bougainville (ARoB, population est. 300,000) is an autonomous region within the Independent State of Papua New Guinea (PNG), with its own constitution and legislature as well as representatives in the National Parliament. Following nearly a decade of conflict (1988-1998) and the deaths of an estimated 20,000 people and displacement of many more, the PNG National Government and various Bougainville actors signed the Bougainville Peace Agreement (BPA) in August 2001. Key provisions of the BPA were subsequently reflected in the Constitution of the Independent State of Papua New Guinea, the Constitution of the Autonomous Region of Bougainville, and the Organic Law on Peace-Building in Bougainville, Autonomous Bougainville Government, and Bougainville Referendum 2002.

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 June 2015 and June 2020 and is subject to ratification by the National Parliament of PNG.

Under the Joint Supervisory Body (JSB) established through the BPA, which includes representatives of both the PNG Government and the Autonomous Bougainville Government (ABG), a Joint Bougainville Referendum Committee (JBRC) was set up. In 2014, the JBRC developed a number of work streams to guide discussions on the referendum. The implementation of these work streams has lagged and requires support, momentum, and commitment by both governments to move them forward.

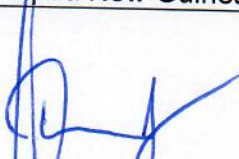

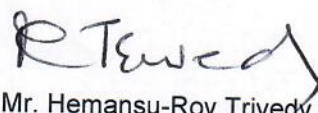
In February 2015, the UN deployed an electoral Needs Assessment Mission (NAM) at the request of the national government and the ABG. The mission concluded that the referendum preparations require a significant investment of time and attention, with several key decisions to be made jointly by the national government and the ABG (such as decisions on date, Referendum Commission chair, voter eligibility, and referendum options). It also recommended that women, youth, and persons with disabilities be included in key discussions on the referendum.

The Joint Supervisory Body met on 20 May 2016 and reached a number of key agreements, the most important one being a target date (15 June 2019) for the referendum. Another decision was to endorse the option of establishing an independent administrative authority (the Bougainville Referendum Commission) to organize and carry out the referendum on behalf of the respective electoral authorities (the PNG Electoral Commission and the Bougainville Electoral Commissioner). The two governments formalized that decision at a January 2017 signing ceremony, and the Governor-General issued the charter of the Bougainville Referendum Commission (BRC) on 30 August 2017.

The UN has played an important role in the BPA process since its earliest days, and the two governments have sought UN assistance in preparing for the referendum on a number of occasions, including an 11 November 2014 request from the national Chief Secretary and a 20 May 2016 Joint Request for the UN to provide support to the referendum preparations and to assist the weapons disposal strategy of the two governments. In response to those requests, UNDP/Papua New Guinea has prepared this Project Document in consultation with authorities in Port Moresby and Buka. In light of the early stage of referendum preparations, the proposed approach maintains high flexibility to deploy resources where they will have maximum impact in moving the process forward. A Project Board, to include UNDP, the two governments, key donors, and the BRC, will guide the allocation of resources as the project moves forward.

<p>Contributing Outcome (UNDAF/CPD, RPD or GPD): PNG UNDAF 2018-2022 and UNDP CPD 2018-2022 By 2022, government and non-governmental institutions demonstrate improved transparency, accountability, delivery of justice and promotion of peace and security.</p> <p>CPD Indicative Output 4.2: The 2019 Bougainville Referendum is successfully conducted.</p>	Total resources required:	\$15,081,355	
	Total resources allocated:	UNDP TRAC:	
		Donor:	
		Donor:	
		Government:	
	In-Kind:		
	Unfunded:	\$15,081,355	

Agreed by (signatures):

Government of Papua New Guinea	Autonomous Bougainville Government	UNDP
 Ambassador Isaac Lupari Chief Secretary to the Government of Papua New Guinea	 Mr. Joseph Nobetau Chief Secretary to the Autonomous Bougainville Government	 Mr. Hemansu-Roy Trivedy UNDP Resident Representative
Date:	Date: 16/12/2017	Date: 15/12/2017

I. DEVELOPMENT CHALLENGE

After a ten-year civil war that resulted in approximately 20,000 deaths, 70,000 displaced, and the destruction of infrastructure in Bougainville, a 1998 ceasefire agreement known as the Lincoln Agreement led to the adoption of the August 2001 Bougainville Peace Agreement (BPA). The BPA has three inter-linked pillars:

1. **Autonomy:** The Agreement provides for an autonomous Bougainville Government operating under a home-grown Bougainville Constitution with a right to assume increasing control over a wide range of powers, functions, personnel, and resources on the basis of guarantees contained in the National Constitution. 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 the PNG Government to the Autonomous Bougainville Government (ABG).

The autonomy arrangements were to be reviewed in 2010 and 2015; the first of those reviews took place in 2013, and the second review is now delayed by two years. ABG elections have been held on schedule in 2005, 2010, and 2015, and the drawdown of powers continues.

2. **Weapons-Disposal Plan:** The BPA provides for a weapons-disposal plan proceeding in stages, area by area around Bougainville. The weapons-disposal plan, which was supervised by the Security-Council-mandated United Nations Political Office in Bougainville (UNPOB) and the follow-on United Nations Observer Mission on Bougainville (UNOMB), was implemented in three stages from 2001 to 2005: “(1) collection and secure storage of weapons in containers by unit commanders; (2) delivery of weapons to company commanders and storage in containers under UNPOB supervision with the latter holding one of the two keys of the containers; and (3) decision on the final fate of the weapons and certification by UNPOB on whether the security of weapons is conducive to holding elections.”

On 30 July 2003, UNPOB certified the completion of Stage II of weapons disposal, paving the way for the PNG government to make fully operational the constitutional amendments on elections, the establishment of an autonomous Bougainville government, and the holding of a referendum on the future political status of the autonomous region. In December 2003, the parties agreed to destroy all contained weapons.

With the completion of UNPOB’s mandate, UNOMB was established in December 2003 to finish the outstanding tasks of UNPOB. In May 2005, UNOMB reported to the Security Council that a “substantial level of compliance by the parties with the implementation of the Weapons Disposal Plan had been achieved,”¹ and that, consequently, elections could be held as planned. Subsequently, the first Bougainville general elections were held 20 May – 2 June 2005.² However, at the same time, UNOMB did acknowledge that not all weapons had been contained. Both governments have requested further UN assistance in addressing outstanding weapons-disposal issues, and the UN is working with them on this.

3. **Referendum:** The BPA provides for the right, to be guaranteed in the National Constitution, for a referendum on Bougainville’s future political status. Article 310 of the BPA stipulates that “The choices available in the referendum will include a separate independence for Bougainville”. Article 312(a) of the BPA stipulates that the referendum will be held no sooner than ten years (2015), and in any case no later than fifteen years (2020), after the election of the first autonomous Bougainville Government (2005). In accordance with Article 312(b), the actual date of the referendum will be set taking account of “standards of

¹ Letter of 19 May 2005 by UNOMB to the peace parties

² United Nations Evaluation of Weapons Disposal in Bougainville, p. 4

good governance”³ and the implementation of the weapons-disposal plan. (The BPA stipulates at Article 317 that the referendum shall be “free and fair”, for which a safe and secure environment is generally considered an important enabling condition.) The outcome of the referendum will be subject to ratification (final decision-making authority) by the National Parliament.

To facilitate the holding of the referendum, a number of political decisions need to be made by the PNG Government and ABG as quickly as possible, including:

- The options to be offered on the referendum ballot paper;
- The question of what link or links a non-resident Bougainvillean must have in order to be entitled to vote at the Referendum;
- Budgetary support to the conduct of the referendum;
- Appropriate requests for international assistance;
- Agreement on processes and roles after the referendum.

The issue of voter eligibility will need to be resolved quickly in order for planning for the referendum to proceed. It is also important to keep in mind that the longer it takes to decide on the options to be presented to the voters, the less time there will be for voters to learn about those options in order to make an informed decision.

National Requests

In November 2014, the Chief Secretary to the Government of PNG at that time, and the then Chief Secretary for the ABG, both wrote to the UN, requesting UN electoral assistance to the referendum on the future political status of Bougainville. The UN received an additional request, dated 19 January 2015, requesting assistance for the 2015 Bougainville Elections (Presidential and Parliamentary), from the Bougainville Electoral Commissioner and the PNG Electoral Commission. The Under-Secretary-General for Political Affairs, in his capacity as UN Electoral Focal Point, deployed a Needs Assessment Mission (NAM) to Papua New Guinea, including Bougainville, in February 2015. The main tasks of the NAM were to identify potential UN support to the referendum process, possible longer-term capacity development support to the Office of the Bougainville Electoral Commissioner, and immediate support to the 2015 General Elections. The NAM presented its report to the Electoral Focal Point on 13 March 2015; a summary of the report was also presented on the same date to the Joint Supervisory Body (JSB) established by the Bougainville Peace Agreement.

Following the JSB meeting held on 20 May 2016, the two Chief Secretaries who had replaced the previous incumbents wrote to the UN Resident Coordinator requesting support to the referendum process (including awareness activities and the promotion of participation by women, youth, and persons with disabilities) and to the weapons-disposal process. The letter also indicated that “*the proposed electoral support is also expected to encompass those elements identified in the submission by the UN electoral scoping mission to the March 2015 Joint Supervisory Body held in Arawa.*” Those elements included:

- Support to establish the independent authority
- Long-term capacity-building of the independent authority
- Costing and budget formulation

³ Article 313 of the BPA stipulates

“(a) The benchmarks to be used in determining good governance will take account of internationally accepted standards of good governance as they are applicable and implemented in the circumstances of Bougainville and the rest of Papua New Guinea. These benchmarks include democracy and opportunities for participation by Bougainvilleans, transparency, and accountability, as well as respect for human rights and the rule of law, including the Constitution of Papua New Guinea.

(b) The National Government and the autonomous Bougainville Government will co-operate in ensuring progress towards the achievement and maintenance of these benchmarks.

(c) The agreed procedures for review and resolution of disputes will be used to determine whether Bougainville has achieved the standard of good governance intended by this Agreement.”

- Operational and logistical planning advice and support
- Advice and support to the voter enrolment process
- Advice and support to the results tabulation and management process
- Training of referendum staff
- Gender mainstreaming and women’s representation in the independent authority
- Operational security planning
- Legal advice for the legal framework for the referendum
- Civic and voter education
- Media relations
- Procurement
- Organization of a meeting on autonomy options
- Bring in economic experts to assist in defining the economic implications of each option
- Advise on the process for public consultation on the options to be on the ballot
- Coordinate all international assistance to the process

This project document has been prepared in response to those requests for assistance.

II. APPROACH

As highlighted earlier, the Papua New Guinea Government and the Autonomous Bougainville Government made some key decisions at the 20 May 2016 JSB with respect to the referendum architecture, including setting the target date of 15 June 2019 and selecting the “independent authority” modality for organizing the referendum on behalf of the two electoral authorities. Now that the target date has been announced, the national and Bougainville authorities require urgent assistance in making key decisions on outstanding issues such as the options on the ballot and voter eligibility; in setting up the Bougainville Referendum Commission; and in getting planning underway for awareness activities and operations.

The proposed Bougainville Referendum Support Project focuses on:

- planning, training, procurement, coordination, logistics, and awareness assistance to the Bougainville Referendum Commission and other key institutions; and
- coordination of all international assistance to the referendum process.

UNDP believes that at this point, it is vital for the proposed referendum assistance project to be as flexible as possible in order to enable timely response to needs as they emerge.

Other UN agencies, funds, and programs will be engaged as appropriate once referendum planning is further advanced. It is anticipated that the types of activities currently carried out with assistance from the UN Peacebuilding Fund, including supporting regular contacts between the two governments and supporting civil society awareness activities, will continue to be supported by the PBF. While the Bougainville Referendum Support Project will be funded separately, it will draw on the PBF’s Project Support Unit for administrative support. The two projects will coordinate their activities closely.

III. RESULTS AND PARTNERSHIPS

Expected Results

Project Objective: By June 2019, the Bougainville Referendum is held successfully; eligible voters are given a credible opportunity to exercise an informed right to self-determination in a safe and secure environment and accept the outcome of the process, further strengthening peace in Bougainville.

Outcome 1: Institutions for Successful Referendum

UNDP will assist the parties to ensure that the key institutions are able to carry out their responsibilities in a professional manner.

Output 1.1: Enhanced institutional and staff capacity of the BRC; at the discretion of the Project Board and contingent on available budget, assistance could also be provided to other key institutions such as DPAI, NCOBA, or BPS/CAP where that assistance is crucial to the success of the referendum and will not be provided by other assistance providers

Indicative Activities:

- Support the development of institutional and administrative procedures;
- Support the development of regulatory and procedural frameworks;
- Support the development of knowledge and data management systems;
- Support the development of staff and department ToRs, organizational plans, and capacity development strategies, based on the organizational structures established;
- Support the development of contingency plans for responding to natural and other disasters or disruptions at key points in the referendum preparations;
- Support the professional development of staff;
- Ensure adequate physical and telecommunications infrastructure and security at HQ and in the regions;

BRC staff members who are seconded from the national or Bougainville public service or who are externally recruited may require training in effective electoral administration skills and knowledge.

Resources will also be required to establish the Commission in new offices.

The BRC will require a comprehensive system of collecting, systematizing, and archiving referendum-related data. Promoting easy access to important files or methods to ensure that relevant staff members are aware of the purpose and location of key files is one of the key factors in ensuring the efficient functioning of the BRC. Linked to the development of proper standard operating procedures, therefore, the BRSP will assist the BRC to develop a structured approach to management information systems. In this regard, the BRC will rely on a great deal of transfer of organisational planning information capacity from both PNGEC and OBEC. Given the likelihood of the BRC being staffed to some extent with individuals from PNGEC and OBEC, assistance to the BRC will also promote greater organizational capacity in the two existing EMBs following the referendum.

Output 1.2: Strengthened BRC engagement with and informational outreach to the electorate and other key stakeholders

Indicative Activities:

- Support the development and implementation of the BRC's public outreach campaign;
- Support the BRC's structured engagement with key stakeholders and the BRC's strategic media communication and activities;
- Support the BRC in promoting gender mainstreaming and the participation of persons with disabilities, youth, and isolated communities in the referendum process, as well as in BRC institutional practices.

It will be a fundamental responsibility of the BRC to provide the necessary information to the electorate that ensures their understanding of the referendum process and the right to vote. The consequences of each of the options on the ballot paper need to be communicated to the voting population also, in a manner that does not appear to favour or reject any of the options, but in a way that fully informs the public of the likely political and

economic consequences of each option. The BRC will strive to deliver comprehensive voter education and information campaigns to enhance voter understanding of both the referendum process in general and the specific procedures (voter eligibility and registration, voting process, etc.) for active engagement in the process.

This BRSP will provide expert technical assistance advice that will assist the BRC in designing and implementing its voter education and information strategy. Second, it will support implementation of the voter education and information public outreach campaigns via the procurement of materials (including media airtime, the production of TV spots, etc., as well as the production of printed materials, including banners, posters, brochures, etc.) This will improve the sense of engagement between the BRC and key stakeholders, and increase the perception of the BRC by the broader public as a professional, independent, neutral, and responsive institution.

With regards to the BRC's strategic communications, the BRSP will provide expert technical advice and procurement support to the BRC on the design and implementation of its external relations strategies.

The BRSP will pay special attention to engaging women, youth, persons with disabilities, and isolated communities in the referendum process, and is committed to contributing to an environment conducive for the effective participation of all Bougainvilleans in the referendum. The overarching objective is to ensure that women and other marginalized populations are aware of all aspects of the referendum process and are able to make an informed decision and maximise their participation in the process as voters, election officials, and civil society activists, including domestic electoral observers.

Output 1.3: Professional BRC conduct of key electoral operations for the referendum process

Indicative Activities:

- Support the development and implementation of the BRC's operational plan;
- Support the procurement of equipment and supplies required for the referendum;
- Support the BRC's design and implementation of a robust, secure, and timely results management system using appropriate technology that enjoys the confidence of key referendum stakeholders;

To ensure that as many Bougainvilleans as possible are in a position to participate in the referendum and cast valid ballots, the BRC will need to properly develop and execute a referendum operational plan and an intensive awareness plan. Through expert technical advice provided through a counterpart system with department or section heads, BRSP personnel will work closely with the BRC to advise on the design and implementation of the operational plan and awareness plan for the referendum.

BRSP may also provide support for elements of the referendum operations, including procurement of equipment and sensitive items such as ballot papers and indelible ink required to conduct the referendum, and the associated logistical costs for transport of materials.

The BRSP will support the BRC to develop and refine procedures for the vote counting and tally processes based on lessons learned and best practices including the incorporation of an appropriate dispute-resolution process in the operations. Irrespective of the tally and announcement mechanisms selected following BRSP technical assistance, BRSP will be positioned to provide both expert advice on the design and implementation of the results management system (advice and support on procedures drafting, training of BRC staff charged with the implementation of the plan, etc.) as well as the procurement of any equipment required to implement the results management plan.

Output 1.4: Increased domestic stakeholder (observers, scrutineers, and media) capacity

Indicative Activities:

- Training of scrutineers
- Assisting the BRC in developing and producing background information for media and observers

UNDP's support to the 2015 ABG elections in these areas was very successful, and these are again likely to be areas where UNDP assistance could contribute to the success of the process.

Outcome 2: Coordination of international support by UN

The Bougainville Referendum Support Project has been conceived to include coordination of all international support to the referendum process.

Indicative Activities:

- Convening of regular meetings of technical advisors to ensure that all referendum support is provided coherently.
- Regular briefings of international stakeholders

Resources Required to Achieve the Expected Results

UNDP proposes to establish a team of up to 25 experienced staff to support the Referendum Commission and related bodies. The team would comprise 7 advisors, 14 United Nations Volunteers, and 4 national staff. Project support will be provided by a Project Management Unit to be shared with the continuing Peacebuilding Fund activities.

A Chief Referendum Advisor based in Port Moresby will lead the team and be the UN's primary technical advisor to the referendum process as well as UN focal point for the coordination of international assistance. The Chief Referendum Advisor will be assisted by an Operations Advisor, an External Relations Advisor, and a Legal Advisor.

- The Operations Advisor will lead a team comprising two Logistics Assistants, a Training Advisor and four Training Assistants, a Field Coordination Advisor, a Field Coordinator, and an IT Specialist.
- The External Relations Advisor will lead a team comprising two Translators, a Graphic Designer, seven Awareness Assistants, and a Media / Observer Liaison.

While the largest contingent (14) would be based in Buka, the project envisages the need for some staff to be based in Port Moresby (1 Logistics Assistant and 1 Awareness Assistant), in Arawa (1 Training Assistant, 1 Field Coordinator, and 2 Awareness Assistants), and in Buin (1 Training Assistant, and 2 Awareness Assistants). The Chief Referendum Advisor and Legal Advisor would travel between Buka and Port Moresby as needed. (*These assignments assume that the BRC will be headquartered in Buka; if BRC headquarters are established elsewhere, the assignments will be adjusted.*)

Partnerships

There are currently several entities providing support to OBEC and the PNGEC. IFES is providing strategic planning and legal advice to the PNGEC and OBEC, with plans to have specialists come

in for a series of short-term visits to provide advice as required for the electoral and referendum processes.

The New Zealand Electoral Commission (NZEC) provides primarily operational, procurement, recruitment, and training support to PNGEC and OBEC. The Australian Electoral Commission is also providing support to the PNGEC in the area of operational and IT support.

Some of this support addresses areas outlined above as potential areas of UN support to the process, albeit to the existing electoral bodies rather than to the BRC. In any case, this will require close coordination under Output 2 to avoid duplication and to ensure that available resources from whatever source are put to their best use in support of the referendum.

Risks and Assumptions

The primary risks to the project are:

- that the two governments do not reach timely agreements on questions such as voter eligibility criteria and the options to appear on the ballot, leading to a delay;
- that the two governments do not pay adequate and timely attention to the planning and resourcing requirements for a successful referendum, leading to a delay;
- that donors do not provide timely and adequate funding, requiring a redesign effort (*any perceived overlap can be addressed through resource reallocations approved by the Project Board*); and
- that delays lead to shortcuts that compromise the credibility of the referendum process.

A delay could prompt some groups to resort to violence immediately or lead to a merely mechanical process (“ticking the box”) that does not meet international standards, raising the likelihood of the result being rejected by the National Parliament, which could raise the likelihood of some groups resorting to violence. A merely mechanical process could also frustrate the desire of the people of Bougainville to have a meaningful voice in their future, which could lead to instability.

The project has been designed to put resources in place **quickly** and **flexibly** to enable the technical preparations to move forward in a coherent manner, in parallel with the political dialogue and the massive public awareness effort that are required for the success of the referendum that will be supported by the continuation of the extended Peacebuilding Fund project.

A full risk log is attached as an annex.

The main assumptions are that

- the activities currently funded by the UN Peacebuilding Fund will continue throughout the project period;
- the Bougainville Referendum Commission will be based in Buka; if based elsewhere, the location of staff will be adjusted accordingly;
- this project will need to remain as flexible as possible to meet unanticipated needs as they emerge in order to assist the national authorities, including the Bougainville Referendum Commission, in ensuring steady progress towards the referendum.

Stakeholder Engagement

While it is intended that all Bougainvilleans ultimately benefit from this project, the 20 May 2016 request letter from the two chief secretaries made specific mention of “the promotion of participation by women, youth, and persons with disabilities”.

While women played a significant role in spearheading peace talks and bringing about the signing of the BPA in 2001, they have experienced marginalization since the BPA came into effect. In a communiqué dated 13 May 2016, more roles for women are now being demanded by the

Bougainville Women's Federation (BWF), a local NGO, to ensure more inclusive social cohesion through women's involvement in political decision-making in the region's post-conflict society. This needs to be strengthened and kept on the radar to ensure broad integration of gender issues, including women's participation in the referendum process. At present, only one woman parliamentarian is part of the Referendum Committee of the Bougainville House of Representatives. The absence of women's involvement in most Joint Supervisory Body (JSB) meetings and the absence of women in Papua New Guinea's 10th Parliament, which will be responsible for considering the results of the referendum, are a serious concern for women's participation in political decisions that will determine Bougainville's political future.

Meanwhile, the establishment of the Office of Gender Equality (OGE) and a sixth Parliamentary Committee (on Gender) in the Bougainville House of Representatives are all positive indications of women's increasing participation in the Bougainville political landscape. The project will ensure consistency with the UNSC Resolutions 1325 and 2242 on Women, Peace and Security, in particular as they relate to the meaningful participation of women in peace processes.

In relation to youth, the UN's 2013 Peace and Development Analysis highlights that:

a large youth population lost schooling time during the conflict, and are today referred to negatively as the lost generation. This generation epitomizes lack of skills and competencies, poor or unacceptable social behavior, excessive substance abuse including alcohol and drugs and are also most times gun totting rascals or gangsters. Presumably, this legacy was handed over by the adults during the crisis as the youth to this day, still continue to see substance abuse, gender based violence and corruption within traditional communities. **The youth need to be given space to participate in the governance process through a thorough understanding of the BPA and the Constitution.** Bougainville needs to tap into the energy of the youth for its future development.

The project ensures consistency with UNSC Resolution 2250 on Youth, Peace and Security, and will enable young people to participate meaningfully in the Bougainville peace process.

Persons with disabilities are, as in many other post-conflict developing contexts, both more numerous than in peaceful developed contexts and significantly underserved. Estimates of persons with disabilities in developing contexts are generally in the range of 20 percent; the addition of war veterans with disabilities raises the estimate for Bougainville even further, and the fact that the blockade of Bougainville left many without medication for an extended period has likely further inflated the number of individuals in Bougainville living with a disability. Given their very significant presence in the population, it will be important for them to have a clear understanding of the referendum and a voice in its outcome.

In addition to poor infrastructure leaving many rural communities isolated, Bougainville also has a number of populated islands (3.4 percent of the registered voters for the 2015 ABG elections). Again, given the significant population living in rural and island communities, it will necessary for the BRC and other authorities to make special efforts to ensure that these Bougainvilleans have a clear understanding of the referendum and a voice in its outcome.

South-South and Triangular Cooperation (SSC/TrC)

In selecting staff and UNVs for the project, the BRSP will seek to tap the Global South and especially the Asia/Pacific region. Trained UNVs in particular will be working with local counterparts at a grassroots level and will be able to share their ample previous electoral experience with those counterparts, thus further building the pool of election-administration knowledge throughout Bougainville.

Knowledge

Project staff will share knowledge of referendum processes and successful voter awareness efforts elsewhere around the world.

Sustainability and Scaling Up

Given that the Bougainville Referendum Commission and its Secretariat are likely to include management and staff of the PNGEC and OBEC, technical assistance to the BRC is expected to have a positive downstream impact on the infrastructure and capacity of the PNGEC and OBEC following the referendum.

IV. PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

18 of the proposed 25 staff are UNVs or national staff, thus keeping staff costs as low as possible while still providing the required level of advisory support. UNVs have, in other contexts, consistently demonstrated their value in the roles proposed for them within the BRSP. The national staff will contribute cultural sensitivity and language skills that will help ensure that materials and messages effectively reach their target audiences.

Project Management

It is anticipated that UNDP will be able to take over additional space in the UN Haus building in Buka in time to accommodate the additional staff associated with the Bougainville Referendum Support Project, while the Arawa-based staff will be able to work out of the existing UNDP premises there. It will be necessary to establish an office in South Bougainville, but UNDP will seek to use premises that it has used on other occasions. The BRSP will seek to co-locate its Port Moresby-based staff with the anticipated Port Moresby liaison office of the Bougainville Referendum Commission.

V. RESULTS FRAMEWORK⁴

Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:								
Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:								
Applicable Output(s) from the UNDP Strategic Plan:								
Project title and Atlas Project Number:								
OUTCOMES	OUTPUT INDICATORS ⁵	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)			DATA COLLECTION METHODS & RISKS
			Value	Year	Year 1	Year 2	FINAL	
Outcome 1 Strengthened key institutions to support the referendum process <i>UNDP will assist the parties to ensure that the key institutions are able to carry</i>	1.1 Enhanced institutional and staff capacity							
	<i>% of staff with clear ToRs and adequate physical resources to perform their duties</i>	BRC	0		80%	90%		
	1.2 BRC engagement with voters and other stakeholders							
	<i>BRC meetings with stakeholders</i>	BRC	0		25	50		
	<i>Number of information sessions held</i>	BRC	0		165	165		
	<i>Number of fact sheets distributed</i>	Distribution Reports	0		25,000	25,000		

⁴ UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project.

⁵ It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

<i>out their responsibilities in a professional manner</i>	<i>Hours of radio programming</i>	ABG Communications	0		50	50			
	<i>Level of awareness</i>	Level-of-Knowledge survey	17%		80%	90%			
	1.3 Professional BRC conduct of key operations								
	<i>Number of voter registration sites opened</i>	BRC				250			
	<i>Percentage of voters registered</i>	BRC				95%			
	<i>Number of polling places opened</i>	BRC	218			250			
	<i>Days for return of writ</i>	BRC, observation reports				21			
	1.4 Increased domestic stakeholder capacity								
	<i>Number of scrutineers trained</i>	Attendance sheets	0			500			
Outcome 2 All international support coordinated by UNDP	Regular schedule of coordination meetings established and maintained	Attendance sheets	0		30	30			

VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans:

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed Outcomes and outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.		
Monitor and Manage Risk	<ul style="list-style-type: none"> i. Identify specific risks that may threaten achievement of intended results. ii. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. iii. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk. iv. Monitoring and on-site visits/spot checks will be done by UNDP as part of its oversight and quality assurance function. 	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve project implementation.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		

Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)			
Project Review (Project Board)	<p>i. The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project.</p> <p>ii. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.</p>	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

Evaluation Plan

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Evaluation						
Final Evaluation	GoPNG & ABG	UNDP	UNDP		GoPNG & ABG	\$50,000

VII. MULTI-YEAR WORK PLAN ⁶⁷

OUTCOMES	OUTPUT ACTIVITIES	Planned Budget by Year		RESPONSIBLE PARTY	PLANNED BUDGET		
		Y1	Y2		Funding Source	Budget Description	Amount
Outcome 1: Institutions for a Successful Referendum <i>UNDP will assist the parties to ensure that the key institutions are able to carry out their responsibilities in a professional manner</i>	1.1 Enhanced institutional and staff capacity	\$1,500,000					\$1,500,000
	1.2 Strengthened BRC engagement and informational outreach with the electorate and other key stakeholders	\$200,000	\$500,000				\$700,000
	1.3 Professional BRC conduct of key electoral operations for the referendum process		\$500,000				\$500,000
	1.4 Increased domestic stakeholder (observers, scrutineers, and media) capacity		\$75,000				\$75,000
	Sub-Total for Outcome 1						
Outcome 2: All international support coordinated by UNDP <i>The Bougainville Referendum Support Project has been conceived to include coordination of all international support to the referendum process.</i>				UNDP BRSP (primarily CTA)			
Evaluation (as relevant)	EVALUATION		\$50,000				\$50,000
Outputs		\$1,700,000	\$1,125,000				\$2,825,000

⁶ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

⁷ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

Advisory Support		\$3,007,550	\$2,539,343					\$5,546,893
Project Management		\$281,660	\$231,029					\$512,690
Project Equipment / Supplies		\$3,224,399	\$1,855,237					\$5,079,635
General Management Support		\$657,089	\$460,049					\$1,117,137
TOTAL		\$8,870,698	\$6,210,658					\$15,081,355

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

This project will be directly implemented (DIM) by UNDP Papua New Guinea in consultation with the project's beneficiaries and other project partners. UNDP will establish a Project Management Unit (PMU) headed by an international Chief Technical Advisor, recruited through the UN Roster of Electoral Experts, and including expertise in operations, training and awareness.

Project Management

PMU: The PMU is the dedicated, technically staffed unit that administers, manages, and monitors the overall referendum support project on a day-to-day basis.

The Chief Technical Advisor leads the PMU and will be responsible for implementation of all project activities undertaken by the project, in close coordination with the UNDP Country Office. The Chief Technical Advisor will be responsible for

- day-to-day management and decision-making for the project;
- ensuring that the project produces the outputs and results specified as determined by the Project Board, in compliance with the required standards of quality, and within the specified limits of time and cost; and
- reporting as required on the project's activities and outcomes.

PMU staff will include experts in electoral management who have experience in the various elements of the referendum assistance project — for example, voter registration, civil society, voter information, the media, training, logistics, IT, and/or electoral observation; the project's administrative support, which will come from the Peacebuilding Fund's Project Support Unit on a cost-reimbursement basis, will ensure compliance with UNDP procedures in the areas of human resources, procurement, and finance. UNDP will also deploy other short-term and medium-term consultants, as required. The PMU should ideally be located within or in close proximity to the BRC.

UNDP will, if needed, invite experts providing technical assistance on behalf of other entities to become part of an integrated referendum support team under the overall coordination of the CTA. The PMU can also serve a secretariat function for donor coordination and support as outlined under the Project Board functions (see below).

Given the political sensitivities and donor partnerships involved in electoral assistance, there is a need for regular (fortnightly at minimum) briefings and debriefings with the UNDP/PNG Country Office senior management (Resident Coordinator, Deputy Resident Representative and Assistant Resident Representative/Governance) whose support is often critical when swift decisions/actions are necessary.

Project Assurance: As per UNDP rules of programme and project management, the Project Assurance role supports the Project Board by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate project management milestones are managed and completed. This delegated role will be undertaken within the UNDP/PNG Country Office by the Assistant Resident Representative (ARR) for Governance. The project assurance role involves oversight over the operations processes, budget planning and financial management, donor coordination, and tracking donor contributions and transfers.

Project Support will be provided by the UNDP Bureau for Programme and Policy Support (BPPS), via both the Bangkok regional hub and HQ in New York. BPPS will provide substantive electoral technical advisory assistance, democratic governance assistance, and

conflict prevention and recovery expertise to the implementation of the project. This will include implementation support missions, as well as support to the project and country office in monitoring progress towards the project outputs.. This support will largely be provided through the dedicated electoral advisor based in the Bangkok Regional Service Centre. This advisor provides policy and programming support to all of the countries in the Asia/Pacific region where electoral assistance figures into the democratic governance portfolio, including Papua New Guinea.

In accordance with the current DPA-UNDP Note of Guidance on Electoral Assistance, UNDP/PNG will provide EAD with status reports on project implementation at least quarterly. UNDP will also notify EAD of any additional UN electoral assistance that is requested that falls outside the scope of the NAM recommendations so that EAD can determine whether a new assessment might be necessary.

UNDP BPPS will also conduct a mid-term review of the project, with the participation of EAD/DPA (see 'Monitoring and Evaluation' below).

Project Board

Within the framework of the project, the Chief Technical Advisor will report to a **Project Board**, which comprises the following members:

- **Project Executive:** UNDP/PNG Resident Representative, or a delegated representative;
- **Senior User:** Representatives of the BRC, the two governments, and other beneficiaries as deemed appropriate.
- **Senior Supplier:** Representatives of Development Partners contributing to the project;

The Project Board is the group responsible for making management decisions for the project when guidance is required, including recommendations for UNDP approval of project revisions. Such decisions must adhere to UNDP rules and regulations.

Within the context of the project per se, the Project Board provides a specific policy and decision-making mechanism. The Project Board is responsible for general oversight of project activities, including financial oversight and approval of funding allocations within the overall budget as recommended by the PMU (see below). It should receive regular reports from the PMU and the primary beneficiaries, approve major activities and expenditures, reach consensus and take decisions on any change in the project work plan, provide ongoing risk analysis, and consider funding for emerging issues. Project reviews by the Board should be undertaken at regular intervals (preferably quarterly) or as necessary.

The Project Board will perform the following functions:

- Review and approve the Annual Work Plan;
- Review semi-annual progress reports;
- Provide guidance and agree on possible countermeasures/management actions to address specific risks;
- Conduct regular meetings to review Progress Reports and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans;
- Assess and decide on workplan changes through project and budget revisions;
- Assure that all project outputs have been produced satisfactorily;
- Review and approve the final project report, including lessons learned;

- Make recommendations for follow-on actions;
- Commission and review project evaluations;
- Keep both the national government and the Autonomous Bougainville Government updated on project activities.

Chair and meetings

The Project Board is facilitated by the PMU, which provides secretariat services. The Chief Technical Advisor will serve as the Secretary to the Project Board and attend its meetings *ex officio*. He/she will co-ordinate and channel inputs into the meetings of the Project Board. The Project Board includes representatives from contributing donors to the project, the BRC, and other key domestic stakeholders as required (including CSOs). It will be chaired by the Project Executive (the UN's Resident Coordinator in PNG) or a delegated representative.

The Project Board will meet in person at least once every three months, or more frequently at the request of the Chair(s) to address specific issues if necessary. Minutes recording decisions will be circulated to all members of the Project Board after the meeting. This will be the responsibility of the Chief Technical Adviser. Any representative of the Project Board may make a request to the Chief Technical Adviser that other participants be invited as observers to attend any meeting.

Technical Working Group (TWG)

The Technical Working Group is the key thematic review body for the project. It will be co-chaired by the Bougainville Referendum Commission's Chief Referendum Officer and the BRSP CTA. The TWG will discuss and make recommendations, when necessary, to the Project Board for approval on issues on the basis of (non-voting) consensus.

Members include the BRC, UNDP, and representatives of donor countries to the BRSP. Additional participants may be invited by the co-chairs after consultation with the members of the group.

The Technical Working Group:

- Will provide project technical oversight, quality-assurance advice, and coordination. In particular, the TWG will review progress updates and provide technical feedback.
- Based on overall consensus, may identify and escalate any strategic or other issues for guidance, deliberation, or decision by the BRSP Project Board.
- Will review the overall project workplans and give substantive guidance to achieve project results as well as monitor the achievement of results.
- Will review policy matters pertaining to the project and the referendum process.
- Will consider emerging issues and needs, and provide advice and feedback to the Project Board.

The Technical Working Group will meet at least once a month (or as often as required).

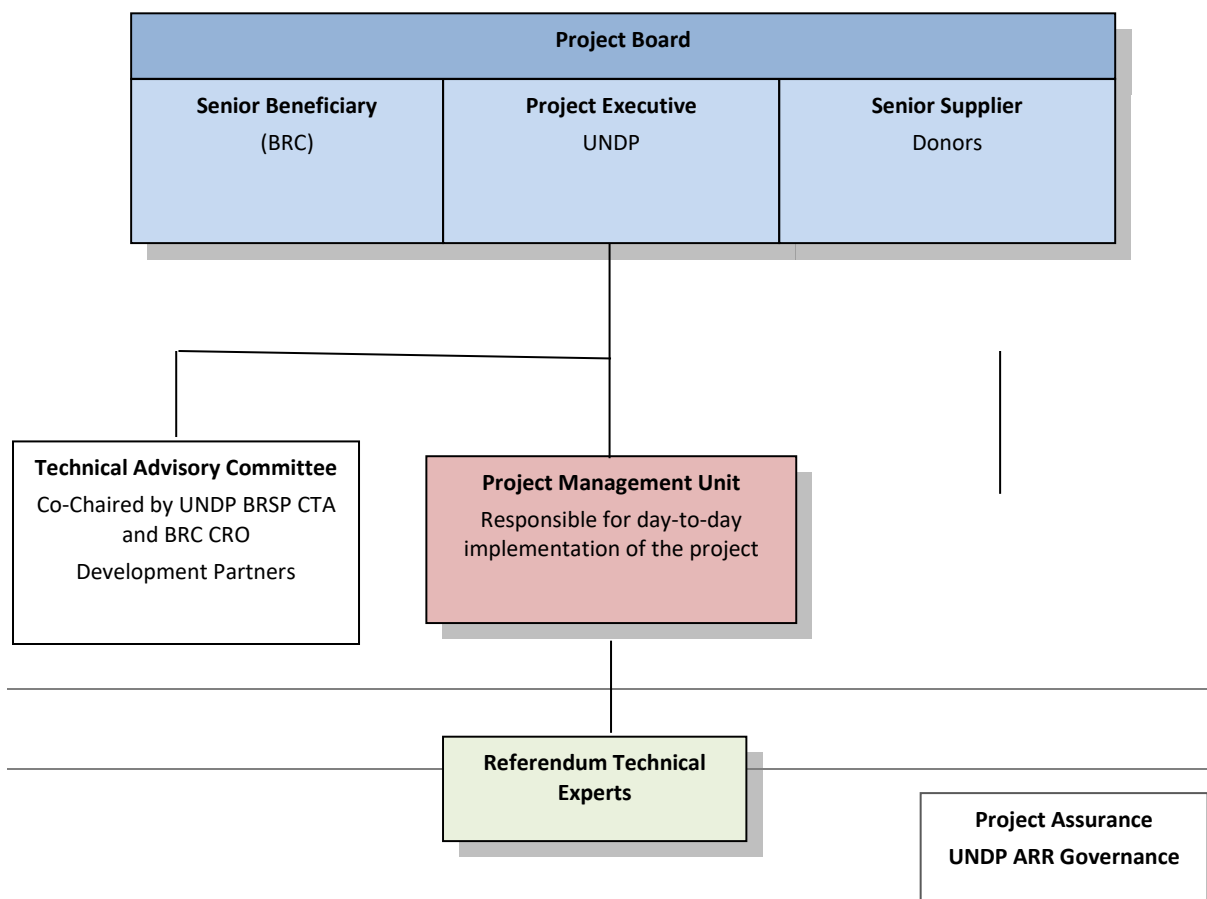
The Technical Working Group agenda is established by the BRC and BRSP and will include an update by the BRC and, when and if necessary, by other members such as UNDP, development partners, etc. In order to enable sufficient consultation among represented partners before meetings, documentation should be submitted five days before a scheduled meeting. Minutes from TWG meetings will be shared with members, other attendees, and the BRSP Project Board within three working days.

Other coordination meetings

Over and above the mechanisms outlined above, additional coordination meetings may be convened by the BRC or UNDP at the political or technical levels with development partners as required.

Project Board

The overall Management Arrangements structure is shown in the diagram below:



IX. LEGAL CONTEXT AND RISK MANAGEMENT

1. Legal Context:

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of the Independent State of Papua New Guinea and UNDP, signed on 7th April 1981. All references in the SBAA to “Executing Agency” shall be deemed to refer to “Implementing Partner.”

2. Implementing Partner:

1. UNDP as the Implementing Partner shall comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP agrees to undertake all reasonable efforts to ensure that none of the [project funds]^[1] [UNDP funds received pursuant to the Project Document]^[2] are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Consistent with UNDP’s Programme and Operations Policies and Procedures, social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. The Implementing Partner shall: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

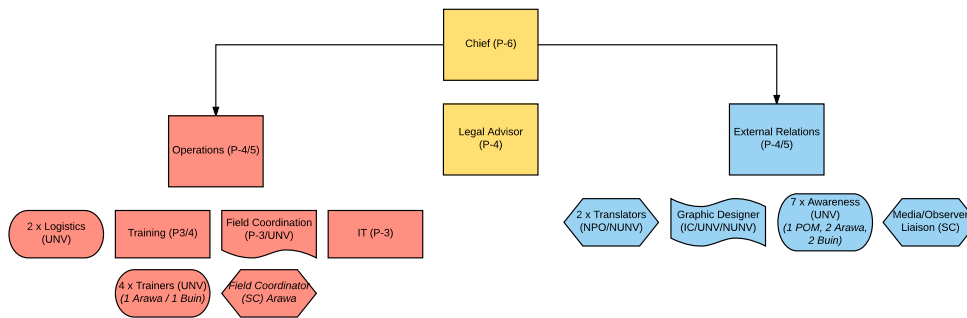
X. ANNEXES

- 1. BRSP Organizational Structure**
- 2. Risk Log**

XI. ANNEX 1: BRSP ORGANIZATIONAL STRUCTURE

- This notional team of 25 will ramp up beginning in January 2018, reach its peak strength by July 2018, and downsize quickly following the referendum.
- UN international staff are entitled to an R&R break every eight weeks.
- It is anticipated that some of these positions may be superseded by assistance provided by other assistance providers.

Bougainville Team Concept



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XII. ANNEX 2: RISK LOG

Risks present themselves in terms of both the highly evolving and unpredictable security, political, and electoral environments of the regions and programme countries in which UNDP works, and in terms of the prevailing conditions at the global level for programming. The following are potential risks associated with the implementation of the project: