



Global Programme for Electoral Cycle Support

1 July 2009

United Nations Development Programme
Global Programme Document

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| Project Title: | Global Programme for Electoral Cycle Support (2009-2011) |
| Strategic Plan Goal: | Goal 2: Fostering Democratic Governance |
| Strategic Plan Outcome(s): | Outcome 2.2: Electoral laws, processes and institutions strengthen inclusive participation and professional electoral administration |
| Outcome Indicator(s): | -No. of electoral management bodies that have implemented initiatives to bolster their transparency and internal capacity to administer electoral processes that reflect the will of the people and are popularly perceived as such - No. of countries that have implemented policies designed to increase participation by traditionally under-represented groups, especially women |
| Expected Output(s)/Annual Target(s): | See Results and Resources Framework |
| Implementing Partner: | UNDP Direct Execution (DEX) |

Summary: The overall objective of this programme is to enhance the credibility, transparency, effectiveness and sustainability of electoral institutions and processes, with a particular emphasis on capacity development, south-south exchanges, inclusive participation and women's empowerment. The programme will seek to develop policy innovations and programming options in these areas at the global, regional and country levels. In addition to the development results sought at these various levels, the programme will emphasize the organizational effectiveness necessary to deliver and absorb effective electoral assistance by fostering the requisite architecture, capacities, tools and culture within the international community, within regional centres of excellence and at national level. The initiatives described here take an electoral cycle – as opposed to election day – approach to assistance, while seeking also to integrate electoral assistance into a wider framework of democratic governance.

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| Programme Period: | 2009-2011 |
| Key Result Area (Strategic Plan): | Democratic Governance |
| Atlas Award ID: | _____ |
| Start Date: | 1 July 2009 |
| End Date: | 30 June 2012 |
| Management Arrangements: | Direct Execution |

| | |
|------------------------|-------------------|
| Total Budget | \$49,847,604 |
| Allocated Resources: | |
| • Regular | _____ |
| • Other: | |
| o Donor (Spain) | €10,000,000_____ |
| o Donor (Canada) | CAN\$300,000_____ |
| o Donor | _____ |
| Unfunded budget: | \$36,667,000 |
| In-kind Contributions: | |

Signature: _____
 Olav Kjørven
 Assistant Administrator and Director

 Bureau for Development Policy

Date: _____

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SECTION 1: SITUATION ANALYSIS

1.1 Introduction

UNDP's mission is to help countries accelerate progress on human development. As stated in the UNDP Strategic Plan of 2008-2011, this means that the Organization's policy advice, technical support and advocacy must be aimed at one end result: real improvements in people's lives and in the choices and opportunities open to them.

Democratic governance from the human development perspective means that people's human rights and fundamental freedoms are respected, allowing them to live with dignity. It also means that people have a say in decisions that affect their lives and can hold decision-makers accountable, based on inclusive and fair rules, institutions and practices that govern social interactions. In truly democratic systems, women are equal partners with men in private and public spheres of life and decision-making, and people are free from discrimination based on race, ethnicity, class, gender or any other attribute. Democratic governance feeds into economic and social policies that are responsive to people's needs and aspirations and that aim at eradicating poverty and expanding the choices that all people have in their lives. Democratic governance also implies that the needs of future generations are reflected in current policies.

In essence, democratic governance is the process of creating and sustaining an environment for inclusive and responsive political processes. As the primary means through which people express their preferences and choose their representatives, elections are a powerful democratic governance tool of voice, accountability and, ultimately, human development.

As necessary as elections are, it must be recognized that they alone are not sufficient for democratic governance. The strength of democratic governance lies in the details of how economic, social and political power is accessed and shared, and whether there are sufficient and diverse institutions and processes in place to provide equal protection and a fair distribution of resources. Democratic institutions such as a merit-based civil service, a representative parliament, independent human rights and anti-corruption institutions, an impartial judiciary and decentralized governance structures can go a long way towards balancing power and distributing benefits across the population. And special measures are often required to address deep-seated social inequalities and provide traditionally excluded communities access to political power and the institutions that serve them. If these institutions and processes are not in place, elections can become the only means by which power is pursued and attained, and resources accessed. They become, in the absence of a broader democratic system, a winner-takes-all proposition. As a result, flawed elections – or those perceived as being so – can trigger violent conflict or call into question the legitimacy of the entire political system.

1.2 The MDGs and elections

It was once thought that democratic governance was a luxury for poor societies which could be introduced once basic economic growth was realized. Today democratic governance is recognized as one of the most effective levers to achieve human development. And, while the literature is conflicting on the topic, there is overall good evidence to support the claim that democratic countries do better at reducing poverty over time. Cross-national comparisons of poor societies suggest that the type of regime in power is systematically related to patterns of social inequality. For example, most poorer

democracies are found to do better than most poorer non-democracies at providing basic services of education, literacy and health, even though they do not spend more on these services.¹

Nevertheless there remain notable exceptions to this pattern, with some long-established democracies which continue to display patterns of sharp inequality between rich and poor, and marked social exclusion for certain minority groups and for women. Some countries have also struggled with 'democratic disillusionment' when the expected gains in terms of improved living conditions have not paid off and people have declared themselves willing to trade off certain liberties for greater economic benefits or social stability.

The Millennium Declaration emphasizes the value of inclusive political processes that allow genuine participation by all citizens. Effective and credible multiparty elections are one of the most important ways that enable citizens to participate in decisions that affect their lives and hold their representatives accountable for results. Electoral systems and processes can provide a critical intersection between citizens and the interlinked goals of poverty alleviation, human development, and achievement of the Millennium Development Goals (MDGs) in a number of ways. First, and most simply, broad-based citizen's participation is crucial to achieving the MDGs and elections are one broad facet of participation. Second, elections provide competition for power through regular intervals and this limits the harm – including to the development agenda – that poor governments and leaders can do by ensuring that eventually they will leave power.

Further, strengthening the independence and capacity of institutions responsible for the conduct of elections can lead to less frequent rejection of election outcomes and more peaceful transitions of power. This process enhances the credibility of the electoral process, can reduce conflict, especially in transitional contests following peace settlements, and helps countries concentrate on the process of governing rather than the costly process of conflict management.

Looking specifically at MDG 3, 'Gender Equality and Empowerment of Women' – electoral systems and processes directly impact on the extent of women's participation in political processes. A key measure of democracy is whether women are citizens with equal access to rights and power. One target in the Goals is how far women achieve parity in elected office. From 2000 to 2008, this target progressed slowly in many regions, rising from 13.8% to 18.2% in national parliaments worldwide.² Evidence shows that more women usually attain office where the electoral system is proportional, where positive action strategies for women have been employed, where politics and campaigning are less violent, where civil society and women are better organized outside the political arena, and where political parties are internally more democratic, issue and grassroots based.³ Positive action strategies such as party quotas and reserved seats strengthen women's political representation, but such measures, while valuable, are most effective where they go hand-in-hand with leadership development for women.

¹ Joseph T. Siegle, Michael Weinstein and Morton Halperin. 2004. 'Why democracies excel' Foreign Affairs 83(5):57-72; Morton Halperin, Joseph T. Siegle and Michael Weinstein. 2005. The Democracy Advantage. New York: Routledge.

² Women in National Parliaments, Inter-parliamentary Union www.ipu.org.

³ European Parliament 1997. Working Paper on the Impact of Different Electoral Systems and Fair Women's Representation. Director General of Studies, Working Draft: Rights of Women Series, W-10. 1997. International IDEA. 2005. Women in Parliament: Beyond the Numbers (A Revised Edition), Pages 101-108.

To conclude, democratic governance – and democratic electoral systems and processes – are valuable in their own right and nothing can take away from this basic normative framework. But they are also an important ally in human development and the achievement of the MDGs through the quality of a number of election-related institutions, actors and processes.

1.3 Programme Rationale

Elections are fundamentally political processes and are a critical element of democratic governance. Yet, elections that reflect the will of the people – and are also popularly perceived as doing so – depend on far more than the technical administration of electoral operations on voting day. Rather, the credibility of elections is dependent on a complex interplay of electoral laws, systems, institutions and processes that transcend any one election event.

A lesson learned from evaluations of UNDP's electoral assistance in the decade of the 1990s⁴ revealed that UNDP and other electoral assistance providers tended to focus on short-term training and funding for the election event per se, and then disengage just when the opportunities for capacity development, political brokerage, legal reform and transformational civic engagement were at their greatest: in the post-election period. By broadening and deepening the range of actors and entry points, electoral assistance that uses a cyclical approach – rather than focusing on election day – provides a better opportunity to tackle over time a range of electoral and development challenges that will ultimately impact on the quality and perception of electoral processes, and to link these to the broader development and democratic governance agendas in a given country.

Thus far, UNDP's global support to electoral assistance has relied on discrete resources from the Global Cooperation Framework and other funding sources to support activities in an ad hoc manner, year to year. Regional activities have been implemented through the various regional programmes without a common thread among them. And country-level basket funds have independently mobilized resources from in-country donors for electoral processes on an as-needed basis. These three levels of programming have tended to follow their own cycles, to take a piecemeal approach and to operate fairly independently of each other, without profiting from potential synergies, lessons and joint programming. Given the number of countries worldwide that are demanding assistance in the area, the need for an integrated approach within the UN and with external partners, and the high level of locally mobilized resources devoted to electoral assistance, this compartmentalized approach is no longer rational, feasible or sustainable.

On average, between 30 and 40 countries receive assistance annually from UNDP in the area of electoral support. In 2007, for the first time ever, a majority of those countries reported that the requested and delivered assistance focused on the inter-election period rather than support to an election per se. On average, 47% of the countries requesting assistance in the area of elections from UNDP are located in the Africa region. Another 18% are in the Asia-Pacific region, while the Arab States, Latin America/Caribbean and Europe/CIS regions share more or less equally in the remaining 35%. These figures are even larger if one considers UNDP support for political dialogue, constitution-making, women's empowerment and parliamentary support – all of which contribute to strengthening the electoral process and its outcome. In terms of expenditures, electoral assistance accounted for approximately one-fifth (18%) of all UNDP democratic governance expenditure during the period 2004-2007; these resources were mobilized and spent almost exclusively at the country level.

⁴ Ten-year Review of UNDP Electoral Assistance, UNDP/BDP/DGG, 2000.

To respond to the growing demands and ensure global coherence while balancing and responding to regional and country realities, a new approach is needed that sustainably supports policy development, knowledge management and programme support that uses a process-driven approach rather than an event-driven one. Accordingly, UNDP has developed a Global Programme for Electoral Cycle Support (hereafter, 'GPECS').

The overall goal to which the GPECS will contribute is that of deepening democracy and accelerating human development. In contributing to this larger and longer-term goal, the GPECS will focus on the intermediate UNDP Strategic Plan outcome of “electoral laws, processes and institutions strengthen inclusive participation and professional⁵ electoral administration.” The GPECS seeks to achieve the outcome by:

1. Providing leadership, advocacy and capacity development in the field of electoral cycle support at the global level, mainstreaming the concepts expressed in the 2005 Paris Declaration and in the 2008 [Accra Agenda for Action](#) on Aid Effectiveness;
2. Supporting South-South cooperation and promoting regional knowledge development, exchanges and capacity;
3. Supporting electoral cycle development and lessons learned in key countries at the national level; and
4. Fostering inclusive participation and women's empowerment.

The GPECS also responds to two other Strategic Plan outcomes, namely: “post-conflict governance capacity strengthened, including measures to work towards prevention of resumption of conflict,” and “gender equality and women's empowerment enhanced in post-conflict situations.” The Programme likewise responds to the following outcome of UNDP's gender equality strategy: “Enhanced national capacities to enact electoral laws (including political party law and campaign finance laws), processes and institutions that create an enabling environment for women's participation both as voters and candidates.”

It is expected that as one means of delivering development results on the ground, the Programme will also foster a global and regional electoral cycle network of expertise and tools to deliver effective electoral assistance, as well as provide greater coherence within UN and among international partners in electoral assistance, in line with the Paris Declaration on Aid Effectiveness and the Accra Agenda for Action ⁶ and linked to broader democratic governance programming and United Nations activities, including peace operations.

Indeed, the GPECS is embedded within a wider framework of democratic governance and will seek to promote linkages to the other areas in which UNDP works to promote democratic institutions and processes.

Over the past several years UNDP has improved both its capacity to deliver effective electoral assistance and its reputation within the international community as a trusted and able partner. The GPECS will serve to further strengthen this capacity and reputation, while lending a degree of coherence in

⁵ Defined for the purposes of this document as credible, transparent, effective and sustainable electoral administration.

⁶ http://www.oecd.org/document/18/0,2340,en_2649_3236398_35401554_1_1_1_1,00.html.

electoral assistance at the country level which is still somewhat lacking. By focusing on elections as part of larger and longer-term institutions and processes, the GPECS will be able to leverage other areas of democratic governance, work more efficiently with other actors in the field (particularly at the country level), and help coordinate more effectively donor support to electoral processes.

More broadly, elections are at the intersection of the United Nations' development and political work, and often peacekeeping and peacebuilding efforts. The United Nations system continues to strive to "deliver as one", including through integrated peace and political missions and evolution of the role of Resident Coordinators. The GPECS will work within the wider UN framework to help ensure UN coherence and strengthen the capacity of the United Nations system to deliver as one.

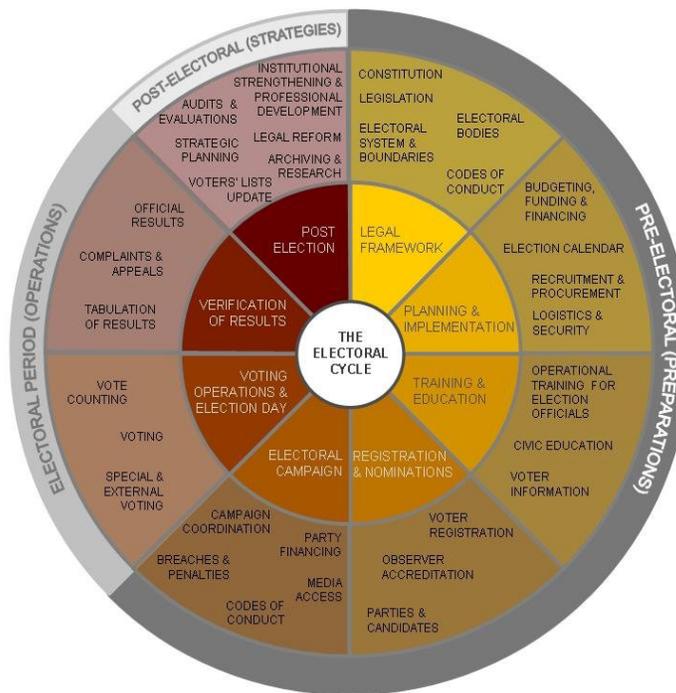
SECTION 2: PROGRAMME SCOPE AND STRATEGY

2.1 The Electoral Cycle Approach

Over the past two decades, the international community has provided extensive electoral support in many countries through technical assistance missions and interventions. Specifically, international support has helped countries conduct multiple elections; develop and promote key principles and standards; and experiment and apply different approaches, systems, technologies and innovative materials.

However, despite the wealth of knowledge and experience acquired through past electoral assistance initiatives, these interventions were often guided more by isolated short-term policy objectives than by long-term, broad development cooperation strategies. In many cases, there was a widespread tendency to target elections as isolated events, not integrating them in the broader democratic governance agenda and, regrettably, not addressing them as part of an ongoing and cyclical process that re-occurs every few years, at regular intervals of time.

While these interventions often achieved a high degree of political visibility, it must also be recognised that in many cases their actual impact on broader and long-standing democratic development issues was short-lived. This tendency to provide "event-driven" support predominantly focused on the so-called "too much and too late" electoral assistance approach, where large-scale support was delivered in extremely compressed periods of



time, where such support was entirely directed at a specific election, where little attention was paid to what followed that event and where crucial lessons learned were not adequately retained and absorbed.

Normally, the tendency for such an ad-hoc support led to a rapid dismantling of support structures immediately after the given electoral event was over, and a discontinuation of electoral assistance during the period leading to the next election, only to resume shortly before such an event was due to take place.

The assessment of past electoral assistance interventions led to the recognition that:

- a) While support to one-off electoral events may indeed produce positive results, often these results are ephemeral and, for this very reason, could not achieve sustainability;
- b) The miscalculation of past electoral assistance initiatives did not rest so much in the provision of ad-hoc short-term support, but more in the confidence that such short-lived support would suffice over the years; and
- c) A short-sighted assistance approach could never ensure sustainable and long-lasting effects on electoral processes, on the institutional strengthening of the election institution concerned and, finally, on the broader democratic development of the partner country.

In contrast, support for sustainable institutional strengthening is – by its very nature – a long-term endeavour that requires adequate levels of continuity and that needs to be implemented, nurtured and sustained over an extended period of time. Therefore, given its long-term nature, institutional strengthening is less visible and, for this reason, perhaps less politically attractive and appealing to donors and providers of technical assistance, particularly if the next elections are scheduled several years ahead.

This alternative and more sustainable approach has led UNDP, together with a number of international partners, to promote and adopt an electoral cycle approach to electoral assistance. The electoral cycle approach looks at the electoral process over time and seeks to engage with different actors and entry points throughout the cycle, rather than channelling substantial resources and technical support uniquely towards the delivery of a given electoral event, at intermittent and disconnected points in time. The adoption of the electoral cycle helps implement electoral assistance within the broader framework of democratic governance with a pro-active and strategic approach. That is, by “thinking ahead” at least five to 10 years, rather than hastily reacting to each electoral event immediately before it occurs. In 2007, the UN General Assembly supported this approach by recommending that: “...throughout the time span of the entire electoral cycle, including before and after elections, as appropriate, based on a needs assessment, the United Nations continue to provide technical advice and other assistance to requesting States and electoral institutions in order to help to strengthen their democratic processes.”⁷

The electoral cycle is divided into three broad phases – pre-electoral, electoral and post-electoral – and at first glance it may seem that the post-electoral component is the shortest. In reality, this is the longest period of time and perhaps the ripest opportunity for addressing systemic issues that impact on the electoral process and wider democratic governance per se, including electoral system reform,

⁷ A/RES/62/150 (2007).

electoral management design, boundary delimitation, political party charters, media training, and so forth.

Finally, the electoral cycle approach does not neglect the importance of support to election events per se; nor does it propose capacity building programmes without clear targets for drawing down assistance as national capacity is built. Rather, the approach ensures that this support is no longer a one-off event but that it is provided within the framework of the overall cycle and integrated into the broader development and democratic governance agendas of the requesting country, with the ultimate purpose being to help States and electoral institutions strengthen their democratic process in accordance with their own needs.

2.2 Scope of the Programme

The GPECS takes as its point of departure the premise that in order to be effective, global policy, regional challenges and country realities must form a virtuous circle. Therefore the Programme's work at the global, regional and country levels will be inter-dependent and mutually reinforcing. For example, country-level work in a discrete area such as combining civil and voter registries will be compiled, codified and fed into global policy guidance as relevant. Similarly, global initiatives on electoral standards or assessment methodologies will be pilot-tested at the regional and national levels before being further developed.

At the global level, activities will help UNDP to continue playing a leadership and advocacy role in providing electoral assistance using the electoral cycle through the development and maintenance of global tools, an innovative policy agenda, global knowledge products in cutting-edge areas, and the development of a community of practice that includes UN, international and national partners. It is expected that the global activities will focus also in facilitating the implementation in the electoral assistance field of the concepts of Ownership, Alignment, Harmonization, Result-Based and Mutual Accountability spelled out in the in the 2005 Paris Declaration and in the 2008 [Accra Agenda for Action](#) on Aid Effectiveness.

At the regional level, the GPECS will focus on the exchange of good practices, peer networking and knowledge creation and dissemination in all regions – Africa, Asia-Pacific, Arab States, Latin America/Caribbean and Europe/CIS. The greatest emphasis will be on the Africa region, given that this region represents almost half of all activity in the area, but all regions will be included in the scope of the Programme.

At the country level, the Programme will seek to reinforce the capacity of electoral management bodies to play their role in the professional, transparent and credible administration of elections at the national and local levels; to enhance the relationships between electoral management bodies and key electoral stakeholders such as political parties, civil society and the media; and to reinforce women's political and civic participation. The majority of countries to be supported will be in Africa, given the volume of activity and the Regional Bureau for Africa's regional programme which identifies a number of priority countries and activities. Countries from all regions will be included in the Programme however, if they adhere to the criteria developed for assistance (see Programme Component 3 below).

In addition to these three levels, the Programme will include in its scope the cross-cutting issues of inclusive participation and empowerment of women. More specifically, the Programme will seek to build a body of knowledge to address the constraints faced by women as voters, candidates and

electoral administrators and stimulate policy dialogue on these issues. The Programme will also seek to capacitate regional and local organizations (CSOs, research and individual experts) working to address these constraints and build networks among them. Overall, this cross-cutting component will ensure that the global, regional and country level activities undertaken by through the Programme consider the gender implications and have access to needed gender advisory services.

Given the electoral cycle approach, the GPECS will focus not only on national elections but also on local elections. As more countries decentralize power, services and resources to the local level there is a growing attention on local electoral processes, which are often administered on a different timeline and/or according to a different framework (e.g., different rules on political party participation, electoral system, etc.).

2.3 Strategy of the Programme

The GPECS will be a stand-alone initiative with a dedicated funding source and full-time advisors – mostly at the regional level – to help implement its activities. However, the Programme will work in close collaboration, both substantively and practically, with other initiatives in UNDP's democratic governance portfolio and with Regional and Country Programmes. It will be a key element of electoral support provided in conjunction with the wider UN family, including the UN Departments of Political Affairs (DPA) and Peacekeeping (DPKO) which have election-related mandates.

The Programme will fall within the Inclusive Participation cluster of UNDP's work in Democratic Governance. This cluster of initiatives includes electoral laws, processes and institutions as well as support to civil society organizations, political parties, the media and access to information policies to support accountability and transparency. The Programme will thus be fully integrated into the work of the cluster and UNDP Global Advisors in the areas of Elections, Civil Society, Media, and ICT for development will be available as an in-kind contribution to programme design and activity implementation. In addition, linkages will be developed with the two other democratic governance clusters which deal collectively with decentralization and local governance, parliamentary development, justice and human rights, and conflict management. More specifically, the GPECS will seek to develop linkages with the Global Programme for Parliamentary Strengthening at various levels to collaborate on initiatives with political parties, electoral law reform and women's empowerment. The GPECS will also seek to take forward work completed in 2008 on elections and conflict prevention by using the findings of that research in programming at the regional and country levels.

Regional priorities, including those in democratic governance, are captured in the five Regional Programme documents for Africa, Asia-Pacific, Arab States, Latin America/Caribbean and Europe/CIS. The GPECS will take as its starting point the relevant results and strategies outlined in the Regional Programme documents in implementing regional electoral cycle support. The regional component of the GPECS will also provide the opportunity to pilot sensitive issues that cannot easily be tackled at the national level, or that may not be globally applicable or relevant equally across all regions.

For country-level work, an effort will be made to identify those countries with significant electoral needs within the programming period. Countries that might provide significant lessons learned for corporate policy and programming, or where the Programme decision makers feel that the GPECS could make a significant impact, will also be targeted.

The inclusive participation and women's empowerment work will be a stand-alone element in the sense that the results desired, the package of activities, and personnel working on these issues are distinct and form a coherent whole. However, the overall Programme strategy will be to integrate the gender aspects into the global, regional and country components of the GPECS even while maintaining a distinct 'gender component' that cuts across all of these levels and a team of experts who can distill policy guidance, tools and lessons for various uses and who are matrixed into the overall management structure of the Programme and work as an integral gender team.

Finally, the Programme strategy is to make use of internal UN expertise and networks, as well as external (non-UN) networks with international electoral assistance providers and centers of excellence worldwide. There are a number of ongoing initiatives with various assistance providers that will be brought under the chapeau of this Programme and thereby benefit from a level of coherence and multiplier effect that the separate initiatives do not currently enjoy. In this regard, special efforts will be made to leverage the knowledge and expertise provided by ongoing initiatives such as the ACE and BRIDGE projects (see section 2.4 for more on these), the Joint EC/UNDP Partnership on Electoral Assistance and its dedicated Joint Task Force⁸ as well as the IKNOW Politics web portal⁹ devoted to women in politics and to contribute the knowledge developed through this Programme to the IKNOW portal. Important partnerships will be forged with UNIFEM – especially at the country level and in collaboration with UNIFEM's Making Politics Work with Women programme¹⁰ which tracks upcoming elections and provides support to directly affect women's representation.

2.4 Programme Components

The GPECS is made up of four inter-linked substantive elements and one administrative element. The four substantive elements correspond to the scope described above and refer to the global, regional and country level work as well as the cross-cutting theme of inclusive participation and women's empowerment. They are concerned with the development results linked to the Programme outcome.

⁸ In 2004, the UNDP and the EC entered into a Strategic Partnership Agreement (SPA) through the signature of a Memorandum of Understanding (MoU) to set out and better define the relational focus between the two institutions. This MoU focuses on governance (including elections, parliament and governance indicators), conflict prevention and post conflict reconstruction. On the electoral assistance field, the EC and UNDP have collaborated since 1995. However it is since 2004, with this MoU and the implementation of a large project in support of the electoral process in the Democratic Republic of Congo that the collaboration was strongly intensified. This led to the signature in 2006 of the "Operational Guidelines for the Implementation of Electoral Assistance Programmes and Projects," reviewed and updated in December 2008, also further defining the role of the Joint EC UNDP Task Force. The partnership is proving to be of increasing value to electoral assistance operations to the beneficiary countries, as it allows rationalizing interventions and playing a pivotal role in harmonizing the interventions of Member States of the EU active in the electoral assistance field. See www.ec-undp-electoralassistance.org.

⁹ The International Knowledge Network of Women in Politics (IKNOW Politics) is an online workspace designed to serve the needs of elected officials, candidates, political party leaders and members, researchers, students and practitioners interested in advancing women in politics. It is a partnership between UNDP, UNIFEM, NDI, IPU and International IDEA. See <http://www.iknowpolitics.org/>.

¹⁰ UNIFEM's Making Politics Work with Women programme supports innovative work at the national level where elections are to be held. National initiatives are being designed using this global framework but adapted to the specific characteristics of the relevant elections. These initiatives at the national level will be accompanied by a global programmatic approach and activities that would ensure regional cross-learning and knowledge-sharing. This includes the development of a monitoring system to track the numbers of women who run for office by main political parties (as well as their success ratio). See <http://www.unifem.org/>.

The fifth component – Administration – relates to the management, finance and other support functions required to deliver the Programme in its entirety (e.g., mainly the Brussels-based activities of Programme Manager; Operations Manager; and more broadly operational support to the programme; but also HQ functions such as monitoring and evaluation; audit; etc.). The specific expertise required to deliver components related to regional or country activities, or to gender elements, will be included under the relevant component – global, regional, country or gender – rather than Administration. The specific costs of reporting under the Programme will be covered separately through the standard ISS (Implementation Support Services) costs of the budget which have been mainstreamed under each line as per UNDP practice.

The Programme Components are as follow:

- Programme Component 1: Leadership, advocacy and capacity development at the global level
- Programme Component 2: Regional knowledge development, exchanges and capacity
- Programme Component 3: Electoral cycle support and lessons learned at the national level
- Programme Component 4: Empowerment of women throughout the electoral cycle
- Programme Component 5: Administration

The global component will account for approximately 20% of programmable resources; the regional component 30%; and the national component 50%. For the purposes of the results and resources framework, the fourth and fifth components are broken out and delineated separately but in reality will be applied along the same percentages to components 1 through 3. In other words, 20% of the inclusive participation budget and administration costs will apply to global activities; 30% to regional activities; and 50% to country level work. Notwithstanding this approach, efforts will also be made to separately package the inclusive participation work and raise additional donor support.

Each component includes key outputs, sub-components and activities, which are described in greater detail below.

Programme Component 1: Leadership, advocacy and capacity development at global level

The activities undertaken at the global level are intended to inform policy development in electoral support globally based on country and regional level experience, but also to ensure that programming at the national and regional level is informed by developments in the larger community of practice. The activities in this component will be implemented by the Bureau for Development Policy (BDP). As the policy bureau of UNDP, BDP's main function is to provide policy advice and set new policy in key democratic governance areas, including electoral systems and processes. New policy initiatives will be developed in partnership with the Electoral Assistance Division of DPA (EAD). EAD supports the Under-Secretary-General for Political Affairs in his role as UN Focal Point on Electoral Assistance, to ensure UN system wide coherence and consistency and in strengthening the UN's institutional memory and the development and dissemination of electoral policies.

In an effort to provide more substantive policy support to programme countries, capture significant experience and expertise based on UNDP activities worldwide, and synthesize knowledge and maximize its use across the organization, UNDP has adopted the practice architecture. Practices bring people from different regions and offices together into voluntary, flexible communities, based on common professional interest, so that they can share and learn from each other's knowledge and experience and

develop new ideas. They include a wide range of organizational functions such as knowledge management, advocacy, partnership building, and professional development.

The global component of the GPECS will break new ground in policy development; put in place the framework to deliver policy advisory services; develop new tools and products; share knowledge; and promote a community of practice around the electoral cycle. It will also ensure BDP leadership in maintaining the corporate policy liaison with EAD.¹¹

The key outputs corresponding to Programme Component 1 are described below.

Programme Component 1.1: Lessons Learned and Policy Guidance

This first sub-component of the global envelope of the GPECS is the primary means through which the Programme will provide profile, leadership and advocacy in the area of electoral assistance. Under this component, lessons learned will be codified and policy guidance provided to UN Resident Coordinators, UNDP country offices, regional programmes, project partners and national counterparts on key issues that impact on the quality and credibility of electoral processes. The focus of the GPECS is on standard development contexts; however it will also provide guidance to UN peace and special political missions (working through DPA and DPKO) where relevant.

Some of the issues targeted for study are electoral management design; uses of civil and voter registries; applying technology to registration, voting and results transmission; political party finance and internal regulation; electoral dispute resolution; and media and elections. The approach to lessons and policy guidance will be as inclusive and comparative as possible, in order to present options and their implications in various contexts, as opposed to offering the solution in a one-size-fits-all manner. This component of the GPECS will support policy advisory services as well as several cutting-edge global products intended to advance innovations in the field of electoral assistance and demonstrate UNDP's leadership and advocacy in the field. Indicative annual outputs are as follow.

Advisory Services and Lessons Learning. An important part of this component is the routine provision of knowledge management, tools and publications, and on-demand advisory services to countries by electoral experts specializing in global policy and programming. BDP/DGG policy advisory services in electoral systems and processes will continue to be led by the lead Electoral Advisor, based in DGG and funded through UNDP core resources. However, the GPECS will supplement this capacity with specialized global and regional advisory support. The types of advisory services provided under the GPECS and coordinated with the BDP/DGG Electoral Advisor will include support for needs assessment missions, project formulation, support in mobilizing and managing resources, consultant referral, monitoring and evaluation support (including the conduct of mid-term reviews and results-oriented evaluations), provision of comparative experiences in electoral management, systems and other specialized areas such as media and elections, as well as liaison on behalf of country offices with the Department of Political Affairs on procedural issues as needed.

¹¹ As described in GA Resolution 46/137 (1992), the mandate of EAD is "To ensure consistency in the handling of requests of Member States organizing elections ... to channel requests for electoral assistance to the appropriate office or programme ... to build on experience gained to develop an institutional memory, to develop and maintain a roster of international experts ... and to maintain contact with regional and other intergovernmental organizations to ensure appropriate working arrangements with them and the avoidance of duplication of efforts."

While the focus of policy and tools development will be global, the lessons, relevance and ultimate results of such policies and tools are expected to be local. The lessons learning and policy guidance component of the GPECS will ensure that BDP has the required human, financial and technical resources to deliver quality electoral assistance. The component will therefore cover the advisory services of two Electoral Policy Specialists devoted to helping deliver the global components of the GPECS. The Electoral Policy Specialists will work with the overall GPECS team from New York but under the supervision of the Programme Manager and with the BDP/DGG lead Electoral Advisor. The Electoral Policy Specialists will work under the supervision of the GPECS Programme Manager. The Global Gender Advisor hired under component 4 will be matrixed within this team of advisors.

Elections and Conflict Prevention Guide. Elections are a critical element of the peaceful management of social conflict through democratic processes and institutions, yet experience shows that such contests sometimes elevate social tensions and can lead to substantial violence, especially when there are challenges of excluded or marginalized groups, when the process itself is not perceived to be free and fair, or where those seeking to retain or gain political power resort to extraordinary measures. Such situations are increasingly addressed through close cooperation between Resident Coordinators, Country Teams, UNDP and DPA, often under the auspices of the Inter-agency Framework Team for Conflict Prevention.¹² In late 2008, UNDP produced a draft Elections and Conflict Prevention Guide for the purpose of identifying practical approaches for countries and electoral assistance providers to anticipating and preventing destructive election-related conflict. This Guide has been produced with the Bureau for Crisis Prevention and Recovery (BCPR) in concert with other relevant UN system partners such as the United Nations Department of Political Affairs (DPA) and the United Nations Department of Economic and Social Affairs (UNDESA). The draft Guide provides readers with an overview of the underlying principles and values that offer strategic direction and inform programming design, tools for conducting early warning and conflict tracking, and lessons learned from UNDP and other partner organization experiences in the field. The Guide will be finalized, translated into French and Spanish, and published under the auspices of the GPECS in 2009. The Programme could also facilitate regional workshops to launch the guide and discuss the issue of elections and conflict prevention on a regional and sub-regional basis with a view to impacting programming in the area. Publication and launch of the Guide under the GPECS will ensure that the Guide benefits from additional input from the GPECS, as well as provide a 'quick win' for the Programme in its early implementation stage.

Research and Publications. Over the course of the programming period, the GPECS will deliver a number of global knowledge products in various areas of identified demand from the regional and country-level programming components but with the intention of providing practical, and practically based, guidance tools. These may be in some of the aforementioned areas of electoral management design; uses of civil and voter registries; applying technology to registration, voting and results transmission; political party finance and internal regulation; and electoral dispute resolution. The Programme may also consider launching an Elections in the World Report which would provide comparative data and practices of countries and regions; further elaborate and apply the Electoral

¹² The Framework Team (FT) is a forum of 21 UN agencies, departments, funds and programmes that work together to support the development of inter-agency conflict prevention initiatives. The FT provides integrated inter-agency support to RCs/UNCTs in developing and implementing conflict prevention initiatives in currently seven countries; disseminates information and advocacy on conflict prevention; and is developing a body and community of 'best practice' in conflict prevention, e.g. on natural resources and conflict.

Democracy Index launched in the UNDP Democracy in Latin America Report¹³; and research on topics such as women's participation, citizenship and elections, and election financing. A special focus under this component will be a publication on media and elections, which consolidates the lessons learned from a number of country case studies on the role of media in electoral processes and post-electoral dispute resolution as well as provides tangible guidance to country offices on internal communications processes related to elections (e.g., the roles of the Department of Public Information, DPA, UNDP's Office of Communications, country offices and so forth). UNDP has organized targeted training sessions for local journalists covering landmark national votes in Liberia, the Democratic Republic of Congo, Sierra Leone, Kenya and other countries. However, it is necessary to gather and systematize lessons learned from these experiences and provide practical programming tools for country offices.

Programme Component 1.2: Electoral Indicators and Assessments

This component of the GPECS will focus on developing indicators and other frameworks for assessing the quality of elections. It will also involve collaboration with the Department of Political Affairs (especially the Electoral Assistance Division) in various areas that speak to evaluating the impact of electoral assistance with a view to helping assistance providers better tailor their assistance, as well as countries better tailor their policies and reforms.

Framework for Studying Electoral Assistance. Indicators cannot be viewed in isolation, but must rather be considered an integral part of development projects or programmes within a much larger national development process. They are linked to national development goals and specific project and programme objectives. This component will try to produce programming and policy-relevant indicators that can help EMs in their work of improving the quality of elections. It will build on the work done by UNDP to develop results-based methodology and other situational indicator work done by the Latin America Democracy report (on the Electoral Democracy Index, for example) as well as the work done by the Oslo Governance Centre on indicators and democracy assessments. In order to not duplicate efforts, full advantage of the existing work should be taken. The Donor Approaches to Governance Assessments –Sourcebook from the OECD-DAC Network on Governance, as well as the Governance Indicators Database (DATAGOB) developed by the International Development Bank (IDB) should be taken into consideration. These indicators would allow electoral assistance providers to better tailor support and national stakeholders to better identify needs and areas of potential reform. They would also allow national institutions and electoral assistance providers to monitor performance.

Programme Component 1.3: ACE Electoral Knowledge Network

The ACE Electoral Knowledge Network¹⁴ is the world's largest online and free encyclopedia of electoral information as well as a dynamic practitioners' network and a global capacity development facility. The

¹³ The Electoral Democracy Index (EDI) identifies four elements of competition for power that are considered essential to the democratic regime: right to vote; fair elections; free elections; and elections as a means of gaining access to public office (meaningful elections).

¹⁴ Formerly known as the 'Administration and Cost of Elections' initiative, the ACE Electoral Knowledge Network is the joint endeavour of EISA (formerly the Electoral Institute of Southern Africa), Elections Canada, the European Commission, the Federal Electoral Institute of Mexico (IFE), the International Foundation for Electoral Systems (IFES), International IDEA, UNDESA, UNDP and the UN Electoral Assistance Division (EAD).

ACE portal (available at www.aceproject.org) is one of the most valued and best-known international depositories of knowledge on elections, including how to manage them effectively.

The current ACE website – with more than 10,000 pages of electoral knowledge, an election calendar, electoral news and comparative information – features information on nearly every aspect of elections, with an emphasis on sustainability, professionalism and trust in the electoral process. One of the primary goals of the ACE Project is to widen the range of choices available to electoral policy-makers and administrators by providing useful reference information to those charged with the design of electoral systems and procedures, and supporting those providing advisory assistance to electoral management bodies worldwide. This has entailed analyzing the differences among alternative electoral options, with a particular focus on the costs and administrative implications of the available choices, and providing a collection of sample materials, such as forms and manuals, as well as country case studies for comparative purposes.

To date, the expansion of the ACE Electoral Knowledge Network – in particular, the establishment of a global network of 10 Regional Resource Centres located in strategic areas throughout the world and the facilitation of thematic and regional knowledge networks – has been supported through the in-kind contributions of the ACE partners and the 2007-2008 funding from the European Commission and the United Nations Democracy Fund. With that start-up support now ended, however, and the sustainability of the various elements not yet certain, additional time, human and financial resources are required to ensure that the gains of ACE are not lost and the initiative becomes truly self-supporting over time.

The GPECS will therefore include the ACE Electoral Knowledge Network as a key component within the global activities as a means to provide knowledge services, foster networking among electoral practitioners and institutionalize a capacity development facility. This component will focus on the following four areas:

Knowledge Services and Networking. These activities will build on the authoritative core ACE text (the encyclopaedia), sample materials and case studies, and translate any outstanding core texts and other more dynamic features into Spanish and French (in addition to English, the two core languages of ACE); translation into Arabic of select sections of the encyclopaedia will also be made. According to the user statistics tracked by the ACE partners, the ACE website is accessed most by users in Latin America (Mexico being the country with the highest number of website visits overall) and the demand for Spanish-language texts is high. Such texts are useful resources for national electoral commissions looking for comparative data of how other countries run their elections, for policy makers who are looking to reform electoral systems, laws or procedures, and for international assistance providers who are looking to advise national counterparts on options and their implications. These activities will also work to draft new core texts for the encyclopaedia on issues of current interest, such as effective electoral assistance, electoral observation, electoral dispute resolution, and the cost of registration and elections.

Networking among electoral management body leaders and staff at national and regional levels is a useful way to improve their capacities to plan, manage, evaluate and communicate. As the most dynamic part of the ACE Network, the Practitioners' Network provides access to election professionals from across the globe. This network of experts generates real-time, on-demand knowledge and information on specific election-related queries. The knowledge produced is then aggregated, codified and made available in real-time for use by electoral officials, electoral assistance providers and other stakeholders involved in electoral activities. The Practitioners'

Network also encourages professionals to exchange opinions on common issues and challenges and to generate, share and apply knowledge. This in turn helps build common methods and improve the professionalism of all categories of professionals engaged in activities related to credible, sustainable, peaceful and cost-effective elections. The GPECS will support the further development and use of the Practitioners' Network and its sustainable integration into the regional activities of ACE, in part through the retention of a network facilitator¹⁵ who will help to guide and codify discussions.

The GPECS therefore would also support the operational linking and mainstreaming of the Practitioners' Network with the programme's work at the global, regional, and country levels, especially with the Regional Centers and the Joint EC UNDP Task Force.

Capacity Development Facility. There is currently no global technical assistance programme focusing on capacity development of electoral management bodies (EMBs), including the preparation of appropriate legislative, policy and regulatory frameworks for elections. Such technical assistance programmes are common for other governing institutions, including parliaments, ombudsman offices, human rights bodies etc. There is growing global demand for capacity development services to EMBs, as well as enhanced need to improve opportunities for training and professional development of officials involved in election administration in developing countries and transition economies. This part of the GPECS will use the knowledge and expertise available in ACE (through the encyclopaedia and the Practitioners' Network) to produce capacity development tools and methodologies based on the ACE knowledge base, and develop educational programmes, based on the ACE knowledge base, to be delivered on a modular basis, and leading to the awarding of formal certificates/diplomas by leading academic institutions and affiliated institutions in developing countries. This component will fund the position of a Capacity Development Facility Coordinator, most likely located in the Southern Africa Region, who will continuously liaise with the Regional Centers in Dakar and Johannesburg and the Joint EC UNDP Task Force.

ACE Development. The ACE Electoral Knowledge Network currently has no established office or presence. It operates instead through the nine partner institutions' in-kind contributions and UNDP provides the project management function, also in-kind. An interim Secretariat is at present being provided by International IDEA through 2008, at which time the GPECS will formally establish a Secretariat with a small contingent of staff to run the day-to-day activities of the project. The Secretariat will be located within one of the partner institutions, to be decided by the ACE Steering Board. Donors to the GPECS will be considered for partnership in the ACE Electoral Knowledge Network.

[Programme Component 1.4: Building Resources in Democracy, Governance and Elections \(BRIDGE\)](#)

Building Resources in Democracy, Governance and Elections (BRIDGE) is the most comprehensive professional development course available in election administration. To date, it has been conducted for over 2,000 electoral practitioners in 90 countries. It improves the skills, knowledge, and confidence both of election professionals and of key stakeholders in the electoral process, such as members of the

¹⁵ The facilitator would most likely be based in Stockholm, Sweden at International IDEA, which has the main responsibility for the practitioners' network within ACE.

media, political parties, and electoral observers. UNDP is a partner in BRIDGE¹⁶ and uses it as a capacity development tool in almost every one of its electoral assistance projects at country level.

BRIDGE has a dedicated project office and a regular source of funding. Therefore, the GPECS contribution to BRIDGE will be in the form of a substantive contribution in expanding its scope to democracy and governance; in providing a contingency fund for country offices needing needs assessment missions but without the resources to pay for them; and in targeted translations of various new modules.

Module Development and Accessibility. Despite its name, thus far the main focus of BRIDGE has been on electoral administration. This component of the GPECS will serve to expand BRIDGE to cover the link with democracy and governance (“DG”). The modules in this area need to be written by democracy and governance experts and translated into a curriculum that matches the BRIDGE methodology. This component will also focus on making BRIDGE more accessible to more potential users at the country level. Specifically, the newly launched Version 2 curriculum of BRIDGE comprises over 5,000 pages of text and covers the following 23 modules, which are available online at www.bridge-project.org:

| Foundation Modules | | |
|--------------------------------------------------------|------------------------------------------------|---------------------------------|
| Foundation 1) Introduction to Electoral Administration | | |
| Foundation 2) Strategic and Financial Planning | | |
| Cluster 1: Electoral Architecture | Cluster 2: Working with Electoral Stakeholders | Cluster 3: Electoral Operations |
| Legal Framework | Access to Electoral Processes | Voter Registration |
| Boundary Delimitation | Gender and Elections | Pre-election Activities |
| Electoral Systems | Electoral Contestants | Training of Electoral Officials |
| Electoral Management Design | Electoral Observation | Polling, Counting and Results |
| Electoral Technology | Media and Elections | Post-Election Activities |
| | Electoral Assistance | External Voting |
| | Electoral Dispute Resolution | Security |
| | Voter Education | |
| Civic Education | | |

This component of the GPECS will support the translation of Version 2 into major languages. BRIDGE can be adapted to suit the context and needs of a country or region and encourages ownership of the course to ensure sustainability. In initial development, there is a Spanish version planned for Latin America, a French version for francophone Africa, an Arabic version for the Middle East and a Portuguese version for the Lusophone world.

¹⁶ The other partners include the Australian Electoral Commission (AEC), IFES, International IDEA and the UN Electoral Assistance Division.

Needs Assessments Missions. The first step in planning to use BRIDGE in electoral assistance is a needs assessment mission to look at the political, technical and temporal context of countries to ascertain which modules would need to be run, when, in what order and with what participants. Experience shows that an assessment is best done early and then written into a project of assistance with the appropriate costing of the various modules. However, this frequently means that country offices and national stakeholders do not have access to project resources to fund such assessments. This component of the GPECS will therefore provide a contingency fund for country offices to access in order to mount needs assessment missions prior to a project being in place and to support implementation after assessments.

Programme Component 1.5: Capacity Development for Effective Electoral Assistance

Electoral assistance continues to be one of the most strategic and resource rich areas in which UNDP works. It provides considerable potential to influence and gain entry to other areas of democratic governance, and it emphasizes UNDP's role as coordinator of the UN system at the country level. However, it is clear from project evaluations and internal lessons learning exercises that more needs to be done to ensure that UNDP is a substantive leader rather than simply a leader in administration of electoral processes and procurement of materials.

The overall objective of the capacity development component of the GPECS is to deliver more effective electoral assistance by enhancing capacity to provide such assistance using the electoral cycle approach and to encourage electoral assistance providers to act in common cause wherever possible. This includes developing the capacities of those providing electoral assistance (multilateral and bilateral actors, international organizations) and those receiving electoral assistance (national electoral management bodies, other stakeholders), building on the work originally done through the UNDP-European Commission (EC) partnership in Electoral Assistance.

One of the concrete outputs of the partnership between the EC and UNDP is the formation of a Joint Task Force¹⁷ among EC and UNDP services. With the establishment of the Joint Task Force (JTF), the EC and UNDP agreed to strengthen the joint monitoring and quality support mechanisms at Headquarter levels for the improvement of the implementation of the operations on the ground. The JTF has the aim of increasing the overall efficiency and adherence of the projects to the common EC/UNDP strategic approach. The JTF provides support to identification and implementation of UNDP projects of electoral assistance with financial EC contributions and whenever requested by EC Delegations and/or UNDP Country Offices in agreement with the beneficiary EMBs. This has paved the way and facilitated further financial support from the EC and other donors, thus far mainly EU Member States, in a coordinated manner playing an important catalytic role. The lessons learned from various missions by the JTF are consolidated and codified so that they can effectively feed into the implementation of new electoral assistance projects, the Joint EC-UNDP-IDEA Training initiative in Effective Electoral Assistance and the "ACE Electoral Knowledge Network".

The work of the Joint Task Force is coordinated by the UN/UNDP Brussels office and composed by EC and UNDP staff dealing with electoral assistance at HQ levels in Brussels, New York and Copenhagen and external consultants contracted by UN/UNDP Brussels Office after a joint selection process with the EC. The mobilization of resources, operational support and training, are the working areas where the Joint Task Force is focusing. The geographic distribution of JTF involvement is very similar to that of GPECS

¹⁷ See at www.ec-undp-electoralassistance.org.

and is above all, but not exclusively Africa. The GPECS will support the work of the Joint Task Force to ensure that country and, in some cases, regional¹⁸-level projects designed through the country window of the GPECS benefit from the early collaboration of other potential partners such as donors to this Programme. GPECS will support the regionalization of the work of the Task Force through expanding the reach of the JTF with additional staff and consultants based in the Brussels UN/UNDP office. A closer coordination and harmonized cooperation between the JTF and the GPECS advisors in the regional centres would also strengthen the JTF work. Due to the expertise that the JTF has acquired during the last years in the above mentioned focus areas (resource mobilization, operational support, training activities) as well as in the guidance for formulation and implementation of projects and programmes and having in mind the overall benefits to national electoral processes from performance of JTF, the GPECS will deliver the electoral cycle support at the national level drawing on the expertise of the JTF.

The Country Component will be coordinated by the Senior Electoral Assistance Advisor (who is also the Coordinator of the Joint EC-UNDP Task Force¹⁹, including the relevant work of the HQ Policy Specialists and Procurement Specialists.

For countries that fall within regions where there are Regional Advisors posted under the GPECS (Africa and Asia/Pacific), the Regional Advisors will be the frontline responders to country-level demand. For those countries that fall in regions where there are no Regional Advisors posted under GPECS (Arab States, Latin America and Europe/CIS), the HQ Policy Specialists, the GPECS Programme Manager, the Senior Electoral Assistance Advisor and the JTF Electoral Assistance Specialist will be the frontline responders.

This arrangement allows for the maximization of synergies and efficiency between the GPECS and JTF, and helps to avoid duplication. This management structure is closely in line with the 2005 Paris Declaration and 2008 Accra Agenda for Action on Aid Effectiveness, in terms of what the international community of donors and partner countries have committed to.

Joint Task Force. As mentioned above, the GPECS country level component will be delivered drawing on the expertise of the JTF. This will include provision of JTF guidance and coordination to electoral cycle support at the national level by supporting the GPECS Programme Manager, and working with the HQ Policy Specialists and Regional Electoral Advisors and other relevant GPECS staff to coordinate project formulation activities and identify opportunities for funding country-level activities by the GPECS. In addition, it will provide for the participation in the work of the Joint Task Force by contributing donors to the GPECS. In this way, the country-level work done through the GPECS in target countries (largely in Africa) will be designed in close collaboration with the most likely additional contributors to electoral processes in these countries, the European Commission and EU Member States. This component will also provide a window through which the GPECS and UNDP more broadly can participate in donor fora aimed at simplifying and harmonizing the delivery of electoral assistance. GPECS will fund the existing position of Senior Electoral Assistance Advisor

¹⁸ In the context of the EC-UNDP partnership a project is being formulated in support of the electoral cycles 2009-2011 of the African Portuguese Speaking Countries and Timor Leste using European Development Funds (EDF). It is foreseen that other similar initiatives also in favour of Regional Organization will be envisaged in the future.

¹⁹ This position is covered since January 2007 by a pre-existing Senior Electoral Assistance Advisor based in Brussels now with an ALD 4.4 contract equivalent to an L5 up to end 2010. Therefore given the specificity of the task required, rather than create a new post, the GPECS will fund that post with revised terms of reference to include GPECS activities and results.

post in the UN UNDP Brussels Office. The Brussels-based Senior Advisor will also act as the Joint Task Force Coordinator. Given the workload and myriad activities to be carried out within the Task Force, one Electoral Assistance Specialist and other consultants will also be based in the UN/UNDP Brussels office and work under the direction of the GPECS Programme Manager and the day-to-day supervision of the Brussels-based Senior Electoral Assistance Advisor and support him/her in the JTF's activities and other EC-UNDP electoral activities. The Joint Task Force will work in close coordination with, will be supported by and will in turn provide support to the UNDP Regional Centres in Dakar, Johannesburg and Bangkok, which are the frontline providers of Africa and Asia/Pacific regional and country level support and which also represent UNDP as JTF's members in various JTF activities in the regions. The GPECS will provide further support to the JTF to perform its duties following the revised Operational Guidelines, particularly for formulation missions; joint monitoring and Quality Support Mechanisms; implement research and studies on issues related to the role of the contribution of the EC and EU Member States in UNDP electoral assistance programmes at country level; deliver and further develop training on effective electoral assistance; interact and coordinate with the ACE Electoral Knowledge Network and Training Programme of IFE Mexico; and cooperation with regional institutions.

Training and E-learning. This component will provide for the development of differentiated modules in effective electoral assistance intended for assistance providers (multilateral and bilateral), assistance recipients (electoral management bodies and other stakeholders at national level), and assistance partners (national and international civil society organizations). A core curriculum currently exists developed jointly by the EC-UNDP Partnerships (UN/UNDP Office Brussels, the Bureau for Development Policy, the Procurement Support Office and Europe Aid) in collaboration with International IDEA and presently carried out by the JTF in collaboration with International IDEA, CIDA, OIM, and OAS; the GPECS will contribute to the transformation of the content into differentiated modules, depending upon the user, and its application in a virtual development academy²⁰ setting. There will also be funding set aside for live trainings and issue-based workshops, delivered by members of the Joint Task Force and others. For example, if donors to the GPECS express an interest in organizing trainings for their country delegations or headquarters desk officers, this component would provide for that possibility. The GPECS will also facilitate the creation and support network of universities for knowledge dissemination in effective electoral assistance building on the work of the Joint EC UNDP Training and of the Joint Task Force. These activities will be implemented through the sub-group on effective electoral assistance of the Train 4 Dev [Joint Donors' Competence Development Network²¹ \(JCDN\)](#) given the mandate and membership of this Network. Contributing donors to the GPECS will be invited to participate.

²⁰ The Virtual Development Academy (VDA) is an innovative online learning system, which allows UNDP Staff global access to high-quality learning from world-class experts. The VDA first launched in 2001 and has proven to be a low-cost, high-quality distribution system for self-paced and instructor-led on-line programmes.

²¹ Train 4 DEV is an open forum of development partners and international organizations currently comprising 25 members: Australia, Austria, Belgium, Canada, Denmark, European Commission, Finland, France, Germany, Ireland, New Zealand, Norway, Sweden, Switzerland, The Netherlands, United Kingdom, United Nations, World Bank, ILO, IOM, CEF, OAS and IDEA. The overall objective of the Network is to promote improved aid effectiveness through enhanced donor co-operation in the field of joint competence development and joint training. The network is organized within subgroups. EC, UNDP, IDEA, CIDA, IOM and OAS have joined forces and established a subgroup on effective electoral assistance to carry out training and knowledge dissemination activities. The group is coordinated by the Joint EC UNDP Task Force and the ongoing activities are: Face-to Face Learning, E-Learning Training, ICTs study on civil-voter registration and data transmission.

Programme Component 1.6: Community of Practice Development

Since 2004, UNDP has led the effort to create and maintain a community of practice in the area of electoral systems and processes. This is a group of electoral professionals from UN, multilateral, bilateral, and international and national non-governmental and inter-governmental institutions who collaborate and, wherever possible, work in common cause in line with the Paris Declaration on Aid Effectiveness. As an informal grouping of professionals – in this case, electoral assistance providers, electoral assistance recipients, and other international and national stakeholders – concerned with the same challenges, an electoral cycle community of practice is a useful tool to identify new areas of policy development, exchange lessons and best practices, and design joint initiatives.

The Global Practice Meeting in Electoral Systems and Processes, convened in November 2004 in Manila, Philippines, was a ground-breaking event in that it represented the first time practitioners from the major electoral assistance providers came together to discuss the state of the field, identify common needs and chart a new course. The results of that meeting set the groundwork for the widespread adoption of the electoral cycle approach and the collective work in effective electoral assistance that has been done in the intervening five years by UNDP, the European Commission, International IDEA and many others.

Under this programme component, the GPECS will revitalize the electoral community of practice and specifically reorient it towards the electoral cycle approach through the following activities:

Practice Development in Electoral Cycle Support. A Global Practice Meeting on Electoral Cycle Support will be held end 2009 as one of the first major public activities of the GPECS, bringing together UN, bilateral, multilateral, international partners, national electoral management bodies and senior-level electoral experts. As the last such event took place five years ago, the meeting would serve as a 'Manila +5' to update and re-launch the community of practice. The objectives of the meeting will be to review the state of the art in electoral assistance; derive a set of common community, policy and practical needs; identify concrete areas for collective action; and formulate an action plan (some of which may fall under the GPECS and some of which will not). The Global Practice Meeting will present a useful opportunity to test the proposed areas of support under the GPECS and build working alliances to bring the various components to fruition. The Instituto Federal Electoral (IFE) of Mexico has offered to host the Global Practice Meeting in Mexico City during the third quarter of 2009. This component would also support the participation of electoral commissioners and their staff in global practice events such as the Global Electoral Organization (GEO) Conference²² and other comparable networking and professional development opportunities at a global level. The 2009 GEO Conference (to be hosted by Mauritius in the fourth quarter of 2009 or the first quarter of 2010) is another possible venue for the Global Practice Meeting on Electoral Cycle Support.

²² Every two years, the larger community of electoral organizations meets to network, exchange ideas and promote initiatives. Thus far, GEO conferences have taken place in Ottawa (1999), Mexico City (2003), Siofok (Hungary – 2005) and Washington, DC (2007), hosted by Instituto Federal Electoral (IFE)/Tribunal Electoral del Poder Judicial de la Federacion (TEPJF), the Association of European Election Officials (ACEEEO) and IFES, respectively. GEO objectives are to bring together electoral practitioners and experts to exchange knowledge and share experiences, to provide a forum for networking, to present opportunities for provoking debate and promoting initiatives.

Programme Component 2: Regional knowledge development, exchanges and capacity

The activities implemented through the regional component will be both substantively and regionally divided depending on the region and area of focus. That is, where the demand is clear and electoral programming at a regional level already conceptualized (i.e., Africa and Asia-Pacific regions), a specific programme sub-component has been designed. Where activities are still to be designed and structured (Arab States, Europe/CIS and Latin America and the Caribbean) a consolidated sub-component on programme design along with contingency funding have been provided. For substantive aspects that cut across regions (for example, support to regional centres of excellence and training) separate cross-regional sub-components have been designed.

The activities in the regional components will be implemented by the Regional Bureau for Africa and the Regional Bureau for Asia and the Pacific, under the overall guidance of the GPECS Programme Manager (see Section 6 on Management Arrangements). The exploratory work in the other regions and the substantive elements of the regional component will be implemented by BDP in partnership with the relevant Regional Bureaux.

Programme Component 2.1: Africa Region

Progress in democratic governance in Africa, although laudable, has been uneven and peace in several sub-regions remains fragile. Serious challenges linger with respect to deepening democracy beyond elections, strengthening economic governance and the rule of law, and fostering a state that effectively delivers services and promotes pro-poor growth and accountability.

Consolidation of democracy is fully achieved not only when democratic institutions arise but when the stakeholders and the political representatives distribute broadly the benefits of public policies in education, health, justice, and other areas. Stable democracies are possible only if political parties, winners and losers, accept the outcome of free and fair elections, and this can only occur in relative conditions of equal access to resources (social, political, economic) within a society. Winners and losers of elections often do not have incentives to accept the outcome in conditions of endemic poverty and insecurity because there is too much at stake in each election.

The priorities for the Africa region within the UNDP Regional Programme for Africa (2008-2011) are to strengthen democratic governance institutions and processes, enhance political participation and support the effective management of elections. The Africa Region component of the GPECS will therefore aim to contribute to this goal by continuing the conceptual and programming shift in the region from the event approach to the process approach; reinforcing capacities at the national level; and promoting a conflict preventative and recovery approach to electoral support.

Regional Shift in Approach. On average, 47% of the UNDP country offices reporting activity in the area of elections are located in the Africa region. The largest electoral processes in recent years in terms of scope of activity and expenditures have also been in the Africa region – DRC being the most notable case in 2006 – but also including Liberia and Sierra Leone in 2005 and 2007 respectively. In 2007 there was a major shift in the kind of support provided by UNDP (in the Africa region and elsewhere). For the first time ever, more country offices report activity in the inter-election period rather than activity aimed at supporting a specific election event. Types of inter-election activity in the Africa region range from support to a national civic education campaign (Liberia); building professional electoral institutions (Rwanda); designing more inclusive electoral processes (Tanzania);

and improving voter registration processes (Guinea-Bissau). Activities in this area will focus on maintaining the engagement of the international community after elections; support to permanent and independent electoral institutions; and continuous work with civil society throughout the electoral cycle.

Reinforcing Capacities at the National Level. Capacity development is a traditional area of UNDP expertise. From 1 January 2007 to 15 March 2008, 18 countries in the Africa region demanded specific services falling into the category of policy and programming guidance. This covers services such as guiding the country office on the steps and procedures involved in providing electoral assistance; pointing out key resources and good practices; and brokering the relationship between the country office and the Department of Political Affairs in terms of needs assessment and UN Focal Point approval. The second-most frequent type of request is for participation in project formulation missions. Consultant referrals and advice on other matters such as lessons learning exercises constitute a third area of demand. This component of the Africa regional programme activities will focus on bolstering the regional response capacity provided by the regional centres in Senegal (Dakar) and South Africa (Johannesburg). It will also provide the window for direct policy support to civil society organizations, governments and political parties in electoral issues and electoral reform. This component may also include brokering South-South collaboration (staff exchanges, medium- and long-term details, study tours) between electoral management bodies grappling with similar issues within a given region, or across regions.

Conflict Prevention and Recovery. Regular elections should contribute to peace and security in countries emerging from internal violent conflict rather than serve as a trigger for further violence. Elections should provide hope to people who may have lost their belief in politics and indeed it is telling that the highest participation rates in elections tend to be found in immediate post-conflict or transition countries that are holding their first elections. To ensure that elections are one step along the democratic transition or reconsolidation path, a concerted effort needs to be made to design conflict preventative electoral programming from the earliest stages. This component will look at experiences of conflict preventative approaches, within the context of UN Peacekeeping and Political Missions as well as tapping the expertise of regional institutions such as the African Union, ECOWAS, SADC, OAS, the OSCE, etc. Some indicative activities include finding the entry point for national cohesion within the electoral context, working from a regional approach with regional institutions and providing regional training of political party pollwatchers and domestic observers. Work in the area of elections and conflict prevention will seek synergies with ongoing initiatives by DPA and the Bureau for Crisis Prevention and Recovery (BCPR).

The activities in this component will be implemented by the Regional Bureau for Africa. To deliver on the Africa regional component of the GPECS, two Regional Electoral Advisors will be deployed – one each to the UNDP regional centres in Dakar, Senegal and Johannesburg, South Africa. There, they will work as part of the democratic governance clusters and provide electoral support to countries in their regions as well as help to implement the other activities under this component, under the overall guidance of the GPECS Programme Manager. When support is provided to countries, Regional Advisors will work with the lead BDP/DGG Electoral Advisor and under the coordination the Senior Electoral Assistance Advisor (who is also the Coordinator of the JTF and the country-level support coordinator) in order to ensure coordination, avoid duplication, and follow proper UN procedures.

Programme Component 2.2: Asia-Pacific Programming

Asia-Pacific represents the second region in terms of demand by countries for UN assistance with electoral processes.²³ Out of the total expenditures in democratic governance in Asia-Pacific covering the period of 2004-2007, close to 40% of these resources were spent on the service line of elections. The demand for electoral assistance in the Asia-Pacific region has ranged from supporting first-time multiparty elections in places like Bhutan and the Maldives, to longer-term support to electoral institutions in places like Indonesia, Bangladesh, Pakistan and Cambodia, to post-conflict elections in places such as Afghanistan, Timor-Leste and Nepal. The breadth and depth of electoral issues addressed in the region is impressive, which makes finding common denominators of regional programming more challenging.

Nevertheless, there are a number of issues to which the Regional Programme for Asia and the Pacific (2008-2011) points that are instructive for the GPECS. In addition, needs in the area have been identified by the Regional Centre in Bangkok, which handles the regional governance portfolio, including electoral assistance. Some indicative areas for the GPECS are as follow.

Electoral Cycle Policy and Programming Support. The key needs in Asia-Pacific are in the provision of policy advisory services and technical assistance, and equally in programming support to ensure that national and local efforts are not only focused on elections as periodic events, but also in ensuring that capacities are developed, legal frameworks reformed and civic engagement sustained in the political process of the country. Dedicated capacity will be made available at the regional level through the GPECS, in order to facilitate South-South cooperation and promote regional knowledge development and exchange. Without the technical and programming capacity, the goals of at the regional level of knowledge exchange and cooperation cannot be sustained. Presence of regional expertise will also help ensure that the third objective of the GPECS – that of generating lessons from country experience – is more strategically achieved.

Thematic Focus of Regional Interventions. Attention could also be given to the following areas of regional significance in Asia-Pacific. This is only an indicative list and would need to be subject to further consultation.

-Elections and Conflict Prevention. As with the Africa regional programming, this component would address the underlying phenomena of “winner takes all” which can also be linked to corruption in election and lack of transparency in political party financing. The issue of violence in elections will also be addressed, building on previous work in the area. Since 2005, the Regional Programme for Asia and the Pacific has been working on an initiative of Electoral Violence and Electoral Dispute Resolution in Asia-Pacific. The purpose of the initiative is to understand election violence, its causes and consequences, and its solutions to guide national policy, legislation, and necessary institutional changes. The initiative also set out to study the different systems and types of electoral dispute mechanisms. The research to date has yielded reports on India, Indonesia, Nepal, Pakistan, Philippines and Sri Lanka. Each study includes three components: practices in functioning of electoral management bodies and dispute resolution mechanisms; study of 2-3 key actors central to the concern of electoral violence (among six actors in this regard: political

²³ Looking at the GPECS programming period, over 20 countries will hold national-level elections during this timeframe. In addition, elections for provincial assemblies and local councils will take place in many of the Asia-Pacific countries over the same period.

parties, parliament/lawmakers, youth, media, police, minorities/marginalized); and a “unique” practice or issue relevant to the national context. The GPECS will contribute to this initiative by taking the research into the policy realm and organizing roundtable discussions in each of the countries in question to discuss the findings and recommendations of the studies. Work in the area of elections and conflict prevention will seek synergies with ongoing initiatives by DPA and the Bureau for Crisis Prevention and Recovery (BCPR).

-Support to Local Elections. Approximately 25% of UNDP governance resources in Asia-Pacific are allocated for support to elected governments at local level whereas our engagement with elected government at national level (parliaments) is currently far more limited. Also, in Asia-Pacific, local elected governments constitute for many citizens one of the most important avenues for participation in governance and influence over decision-making directly relevant to their livelihoods. As such, the outcomes of local electoral systems and processes are very important for the MDG agenda and closely linked to UNDP core area of work in Asia-Pacific, and we would highly recommend that the proposed global programme does not maintain a focus exclusively on national level elections.

The activities in this component will be implemented by the Regional Bureau for Asia and the Pacific. To deliver on the Asia-Pacific regional component of the GPECS, one Regional Electoral Advisor will be deployed to the UNDP regional centre in Bangkok, Thailand. There, they will work through the regional governance programme and provide electoral support to countries in their regions as well as help to implement the other activities under this component, under the overall guidance of the GPECS Programme Manager. When support is provided to countries, HQ Policy Specialists and Regional Advisors will work with the lead BDP/DGG Electoral Advisor and under the coordination of the Senior Electoral Advisor (who is also coordinator of the JTF and country-level support coordinator) in order to ensure coordination, and follow proper UN procedures.

[Programme Component 2.3: Other Regional Programming](#)

This portion of the GPECS will entail exploring options for regional programming with the Regional Bureaux for Arab States, Latin America and the Caribbean, and Europe and the CIS. It will set aside a contingency fund for eventual programming in areas of interest and relevance to the region, and subject to the approval of the Programme partners.

Arab States. Early indications from regional programme documentation are that potential programming in the Arab States region may be in the areas of improved electoral systems with modern laws, creation of independent electoral commissions and enhanced local CSO election-monitoring capacities.

Latin America and the Caribbean. In this region, significant work is being done through the regional programme and through the Latin America Trust Fund for Governance in the areas of supporting analysis and promoting policy dialogue; strengthening the capacities and inclusiveness of political parties; and increasing the transparency and accountability of public institutions. It will be useful to assess whether these areas, infused with an electoral focus, would be appropriate ones in which to orient GPECS programming. The nexus of violence and elections is also a potential area for the GPECS to work on in the region.

Europe and CIS. This is not a high demand region for electoral assistance by the UN. However, some interesting work is being done at the regional level to improve local governance systems and institute public administration reform. Both areas could lend themselves to programming using an electoral cycle approach and focusing on local elections and local electoral institutions, as well as electoral management bodies as public administration institutions often in need of reform.

The activities in this component will be implemented by BDP, under the overall guidance of the GPECS Programme Manager. If the activities are eventually developed sufficiently with the Regional Bureaux in question, they could eventually be implemented by the Bureaux per se.

Programme Component 2.4: Regional Centres of Excellence

This component of the GPECS will nurture centres of excellence at the regional level that can provide training, knowledge networking and knowledge production. There are a number of nascent centres with mandates to provide electoral assistance, policy advice and knowledge management at a regional level, including those created by UNDP and by initiatives elsewhere covered by the GPECS, including the ACE Electoral Knowledge Network. The GPECS will also explore additional opportunities to these over the lifetime of the Programme.

ACE Regional Resource Centres. Ten regional centres have been created under the framework of the ACE Electoral Knowledge Network.²⁴ These Centres serve as knowledge hubs for the dissemination, sharing and application of electoral knowledge among various regional stakeholders, and for electoral assistance projects by placing a specific emphasis on a demand-driven and local partner-led approach. All Resource Centres have their dedicated web page within the ACE Website (under “Regions and Countries”) where they highlight regional events, seminars, conferences, training courses, regional news and reforms relevant to the electoral community. More work needs to be done, however, to ensure that the Regional Centres are self-sustaining and eventually can serve as hubs for a number of different initiatives, such as ACE, the EC UNDP Joint Task Force, BRIDGE, capacity development, knowledge networking and provision of electoral assistance. The GPECS will support the work of the Regional Centres in a number of ways. First, it will help them consolidate their knowledge production and dissemination functions. Second, it will help them establish stronger links and contacts among themselves and across regions. Third, GPECS will develop in-house capacity to deliver electoral assistance regionally. And fourth, the Programme will assist the Centres in developing a sustainability strategy, including fundraising capacity, cost-saving technologies e.g. “eLearning” (where applicable) and regional centre autonomy.

Training Programme of IFE and TEPJF Mexico. Considering the capacity gaps in the area of electoral administration, the Instituto Federal Electoral (IFE) and the Tribunal Electoral del Poder Judicial de la Federación (TEPJF) of Mexico, in partnership with UNDP-Mexico and the Centro de Asesoría y Promoción Electoral del Instituto Interamericano de Derechos Humanos (IIDH-CAPEL), began a pilot programme to provide quick, flexible and effective technical assistance and training to EMs.

²⁴ The Association of European Election Officials (ACEEEO) in Hungary; the Commission Electorale Indépendante (CENI) in DRC; the Centre for Electoral Reform (CETRO) in Indonesia; EISA in South Africa; the Institute for Education in Democracy (IED) in Kenya; the Gorée Institute in Senegal; the Instituto Federal Electoral (IFE) in Mexico; the Jurado Nacional de Elecciones (JNE) in Peru; the Resource Building Institute in Democracy, Governance and Elections (RBI) in Armenia; and the Al Urdun Al Jadid Research Centre (UJRC) in Jordan. More information about the Regional Centres can be found at www.aceproject.org/regions-en/about-rcs.

During the pilot phase (2006-2008), the training centre supported the design, creation, and starting of operations of the Dominican Republic's national training institute for electoral administrators (Escuela Nacional de Formacion Electoral y del Estado Civil—EFEC) and promoted South-South cooperation among Bolivia, Panama, Costa Rica and Mexico. Based on the results of the pilot phase, the programme will also provide face-to-face and eLearning trainings and specialized research for electoral administrators, which would allow for exchange among practitioners and South-South cooperation. GPECS will support the work of this training programme given its potential to feed into global knowledge and to provide concrete tools for the capacity development activities of the Programme. There is also potential to use the Training Programme under development in targeted ways to build cooperation among EMBs across regions – using ACE Regional Centres as well – and to provide country-level programming that can complement other initiatives in the GPECS, such as BRIDGE and the training on effective electoral assistance presently carried out by the EC UNDP Joint Task Force in collaboration with International IDEA, CIDA, IOM and OAS.

Programme Component 2.5: Regional Institution Cooperation

A final element under the regional component is to develop cooperation programmes and, if desired, provide training to regional institutions that already provide electoral assistance and/or electoral observation. This will entail developing and/or consolidating partnerships with regional organizations involved in electoral assistance and/or observation, such as the African Union, the Southern African Development Community (SADC), the Economic Community of West African States (ECOWAS), the Economic Community of Central African States (CEEAC), the Organization of American States (OAS), the Organization for Security and Cooperation in Europe (OSCE), and others.

Programme Component 3: Electoral cycle support and lessons learned at the national level

The country component is the largest among the three and accounts for approximately half of all programmable resources. While the focus of this component is primarily African countries, countries from other regions have been suggested and will be considered for activity under the GPECS, subject to approval of the Programme donor(s).

It is through this pillar of the Programme that specific election-event support can be channeled and aligned with the broader electoral cycle agenda. The specific blend of areas will depend upon the country context. Some indicative activities, however, include the following:

EMB Capacity to Plan, Manage and Deliver Elections. This component of the GPECS would seek to reinforce the capacities of electoral management bodies to plan, manage and deliver national, regional and local elections, including voter registration, through training and the South-South exchanges mentioned above. Indicative areas of support could include:

-Drafting strategic and operational plans. The Programme could support selected EMBs in developing strategic and operational plans. Strategic plans help in focusing the efforts of the different EMBs on achieving a set of objectives based on their legally defined responsibilities. The strategic plan is the management tool from which fundamental decisions on EMB activity flow – operational planning and prioritizing, resource allocation and service standards. The strategic plans will provide EMBs with a blueprint for service and for organizational strengthening, integration and improvement. The plans will assist the different EMBs to operate in and understand its changing environment. The strategic plan is also a public document that serves as a

record of what the EMB stands for, what it does and why, and what it intends to achieve. The Programme could also support selected EMBs in carrying out analyses of their strengths, weaknesses, opportunities and threats (SWOT). This is an important tool in facilitating the development of a strategic plan. Identifying the contextual elements on which the intended outcomes of the strategic plan are based is necessary if valid judgments of achievements are to be possible. Finally the Programme could support selected EMBs in the preparation of their operational plans that flow from the strategic plan and visioning.

-Preparing cost assessment and budgeting exercises. The Programme will support cost assessments of the selected EMBs by differentiating between costs of the EMBs and the general services budgets of other government agencies. Electoral cost comparisons between countries have proven difficult, largely because different items can be identified and quantified as electoral costs in different electoral environments using different models of electoral management. The GPECS would be able to support the budgeting exercises of selected EMBs by sharing best practices and comparative experiences in this respect.

-Synergies between civil registry/voter registration issues. The costs of supporting parallel and sometimes unsustainable activities of voter and civil registration in post-conflict and transitional countries have been at times very expensive and, often, not as effective and sustainable as originally envisaged. The inevitable increased use of information technology in these processes represents an opportunity not only to improve accuracy and expediency, but also to establish higher standards of transparency and accountability. There are several benefits to be attained, all leading to a general improvement of public administration services and the promotion of enhanced good governance. However, the use of new technologies poses many challenges that need to be taken into consideration when deciding what methodologies should be adopted. Indeed, opportunities for manipulation of personal data, mismanagement in public affairs and electoral fraud may actually increase with computerization. Therefore the Programme will support the selected EMBs in:

- Processes of data consolidation
- Processes of analysis and verification of the voter registration data
- The development of software specifications that pay adequate and equal attention to the data-gathering and the data-processing aspects of a biometric voter registration system
- The development of thorough technical specifications and procurement processes to find the most appropriate country-adapted and cost effective system
- Adoption of holistic plans that take into account proper storage, security and maintenance -- even when the purchased material is not in use
- Combination or harness of the synergies between Census, Civil Registration and Voter Registration in order to improve the benefits, offset the costs, and improve the long-term sustainability and cost-effectiveness of biometric systems
- Creation of Centre of Excellences on Civil/Voter Registration Issues that could provide support on requests through production and sharing of knowledge, sharing of the necessary hardware and software considering the possibility of leasing material

-Drafting and implementation of procurement plans. The Programme could also support selected EMBs in preparing and implementing their procurement plans for needed electoral material. Specific knowledge on how to address procurement needs and how to access procurement services can considerably increase the efficiency, quality and transparency of an electoral process

while reducing costs and delivery times. Procurement of goods and services for elections can be divided into four main categories, corresponding to four different phases of the electoral process. Procurement is especially important in terms of voter registration and election day activities.

-Management of results. The results management process spans the period from the counting and announcement of results (frequently at the polling station level) to the final allocation of the seats announced by the designated authority. In between, the aggregation of the results at various intermediate levels, the national aggregation and the announcement of preliminary results by the EMB, the final announcement of results by the delegated authority and any consequent challenges to the final results – depending upon the electoral procedures in place – are all steps that take place. Each step in this process requires transparency, expediency and effectiveness. Even without any political interference or bias, poorly managed results management creates suspicions and can impact negatively upon the electoral process. In post-conflict contexts, this represents often the most sensitive phase of the electoral process, especially when there is no time to ensure adequate transparency at all stages of the process and the electoral officials might not be in full command of the procedures. The main challenge for the results verification process is how to balance speed with accuracy and transparency. This turns very often into a communication problem – how to present an image of efficiency and transparency at such a stressful and delicate time. Again, this is particularly true in post-conflict situations where careless announcements might trigger violence. The general trend is a movement towards automated processes of results aggregation that would remarkably increase the speed of the results aggregation while, simultaneously, maintaining full access of observers and political parties to the process. This activity is generally part of a good communication strategy that serves the purposes of highlighting to the general public the overall efforts that the electoral administration puts in place to organise a transparent and efficient electoral process. In this context the GPECS could usefully support the selected EMBs in:

- Specific software development
- Auditing procedures
- Setting up of a system which ensures a secure transmission of results, even via affordable satellite technology
- Entire results verification process from the transmission of results to the announcement of them to the media
- Electronic tabulation systems at the level immediately above that of the polling station for the results to be transmitted to a national processing centre for national aggregation, in full sight of observers and political parties
- Establishment of a Result Display Centre to provide the media in real time with all the information available on the various stages of the process

Engaging other Electoral Cycle Stakeholders. Other stakeholders include political parties (training in message development and delivery, internal democracy, candidate selection); civil society organizations (support to civic education, voter education and domestic observation); media (enhancing the responsible and knowledgeable reporting of electoral events); and policymakers (on electoral law reform). The GPECS could be used as a broker between electoral management bodies and other key stakeholders in the electoral process. The GPECS will make a concerted effort to expand the work on civic and voter education at the national level, drawing on global, regional and national centres of excellence as well as the Oslo Governance Centre of the Democratic Governance Group of UNDP's Bureau for Development Policy. Similarly, the GPECS will work with media as one

of the key stakeholders in the electoral process. Within electoral assistance programs, media work is essential in several areas such as: 1) elections-related local media support and training; 2) building public information capacity and strategies for electoral management bodies and legislatures; 3) media input into relevant sectoral legal reforms; 4) professionalism and ethical standards and the application of (voluntary) codes of conduct; 5) dialogue and engagement between media and other stakeholders, including parliaments, political actors, and CSOs; and 6) mechanisms for communication between EMBs and the media in advance of an electoral process.

Procurement, Resources and Communication. The GPECS would provide support to country-level electoral procurement; resource mobilization and funds management; coordination and communication. In particular, the GPECS will provide procurement and operations advisory capacity in Copenhagen's Procurement Support Office and the Regional Centre in Johannesburg to support country offices and countries embarking on major electoral exercises.

Women and Elections. This country-level component would test and codify methodologies for enhancing the role of women in electoral processes, including through special measures, electoral system reform, political party financing and education. It would be integrated with Component 4.

Rapid Response Mechanism. This component will provide a rapid response and contingency mechanism to channel support to national, regional or local elections. It will also be used to hold funds in abeyance to be applied to emerging and unanticipated priorities at the country level (or, if so decided by the Steering Committee, to the regional or global levels).

The activities in this component are subject to further consultations with country offices to ensure that the UNDAF and the Country Programmes and Country Programme Action Plans reflect electoral assistance as a key area of support within democratic governance. They will also necessarily be discussed with the national counterparts and with the United Nations Department of Political Affairs (UNDPA), the Undersecretary-General of which is the UN Focal Point for Electoral Assistance. In this capacity, the Undersecretary-General for Political Affairs is responsible for overall coordination and coherence within the UN system concerning electoral assistance, for the UN's electoral institutional memory, and for the development and dissemination of electoral policies throughout the UN system. Therefore, the Focal Point will need to be consulted as to the political and technical issues related to the design of country-level electoral support. Depending upon the country and context, the UN Department of Political Affairs may conduct needs assessments on behalf of the UN prior to funding of country activities by the GPECS.

Countries for focus will be identified based on a set of criteria including typology (pre-transition, immediate post-conflict, or longer-term post-transition), level of UN engagement (peacekeeping or political mission versus 'routine' development contexts), timing of electoral cycle (mix of countries in election mode and inter-election period²⁵), and potential for learning and innovation. If a country is of particular interest to the project or to the donors to the project, it can be considered for assistance under the GPECS. The criteria will be used simply as a rationale for making a first country selection in the first year of programme implementation.

²⁵ It should be noted that 2009 will be a year with a substantial number of national elections, while other years in the Programme period present more opportunities for inter-election work.

In addition to the above, countries from other regions will be considered that either fit the above criteria or which provide considerable potential for achieving the GPECS results.

Operating Modality for Country-Level Assistance. The country-level component under the GPECS takes as its starting point a list of criteria for targeted support. The countries selected will be the result of consultation, particularly with the relevant UNDP country offices and Spanish missions in order to ensure proper coordination at country level. In most cases, a combination of the areas discussed above – or other areas altogether – will make up the specific blend of activities in each country. The modality for accessing funding from the GPECS will follow a similar but distinct process as that of accessing the DGTTF resources in general. Specifically, identified countries will submit a one-page expression of interest (see Annex 2 for a sample) to the GPECS describing the types of activities that they would like funded from the programme. This expression of interest must be presented by the UNDP country office; the UNDP country office should have discussed the proposal with the Spanish mission in the particular country before submission in order to ensure proper information flow and communication; there is not a formal clearance role of the Spanish mission at country level. Other potential donors to the country-level activities should be consulted in advance of submission of the expression of interest and agree with its content. The expressions of interest will be submitted to the GPECS Programme Manager, who will review them for adherence to the format and GPECS guidelines, and then submit them for review by the GPECS Steering Committee and simultaneously to EAD²⁶, on a rolling basis. The Steering Committee can consider and approve expressions of interest on a virtual basis or via teleconference; a Steering Committee meeting is not necessary for this purpose. Expressions of interest would also be shared with the Electoral Assistance Division of the Department of Political Affairs for information and comment, as is currently the case with DGTTF projects. The process by which GPECS expressions of interest are prepared, submitted and decided upon will have no relation to the annual call for expressions of interest launched by the Democratic Governance Group of UNDP. Nor will there be any relationship to the DGTTF country window in terms of funding or timing limitations, role of the DGTTF Allocations Committee or reporting to the DGTTF Manager. Rather the GPECS will use the global window of the DGTTF and operate under distinct procedures.

Countries that are not on the eventual pre-identified list can also present expressions of interest. These will get second priority after the targeted countries, but if the activities fit the overall criteria of the GPECS and gain the support of the GPECS Steering Committee to the programme, and there is funding available, they can be approved.

Once an expression of interest is approved, the project document at the country level can be finalized.²⁷ The GPECS contribution would be in the form of a contribution to a country project – which will normally be operationalized via a basket fund of contributing donors.

²⁶ As per the UNDP-UNDP Note of Guidance, EAD technical and political feedback will be rendered within 10 days of the sharing of expressions of interest or the programme proposal will proceed as per normal programming guidelines. The vast majority of projects under GPECS are expected to fall within the category of “medium-term and long-term capacity development of electoral institutions.” As per the UNDP-UNDP Note of Guidance on Electoral Assistance (2001), this type of assistance “is an integral aspect of the governance activities of UNDP through the country cooperation framework.” If EAD deems that a needs assessment is necessary, this feedback will be conveyed to the GPECS management within the 10-day period.

²⁷ Given that the GPECS is scheduled to begin in 2009, there may be a number of initiatives already in process in some of the pre-identified countries or in other countries of interest. If this is the case, expressions of interest can

Contributions to individual countries will not have a pre-determined limit. However, to ensure that there is adequate coverage and adequate funding for large-scale activities, the GPECS will endeavor to fund country-level initiatives up to \$2.5 million per country.

Support to electoral assistance at the country level will be delivered drawing on the expertise of the JTF and will be coordinated by the Senior Electoral Assistance Advisor (also coordinator of the JTF). The arrangement allows the maximization of synergies and efficiency between GPECS and JTF, and helps to avoid duplication. This management structure is closely in line with the Paris Declaration of Aid Effectiveness, on what the international community of donors and partners has committed to. Country-level financial contributions from the GPECS will be delivered in the form of an Assigned Spending Limit (ASL) given to UNDP Country Offices against an approved project of electoral assistance. To deliver on this national component of the electoral cycle, two Electoral Operations and Procurement Specialists will be deployed—one to the Procurement Support Office (PSO) in Copenhagen and one to the Regional Centre in Johannesburg in order to improve efficiency of the implementation of the electoral assistance activities. The Electoral Procurement Specialists will serve Country Offices, and report day-to-day to the PSO in Copenhagen, under the overall guidance of the GPECS Programme Manager and the coordination of the Senior Electoral Assistance Advisor.

Programme Component 4: Empowerment of women throughout the electoral cycle

Electoral assistance lies at the heart of democratic development. Elections are a means for people to choose their representatives and government, and a way of conferring legitimacy on the political system. Increasingly, more and more countries are turning towards democratic elections and strengthening their capacity to conduct free and fair elections that conform to international standards.

Despite this progress towards democratic elections, by and large women are unequally participating both as voters and as candidates in electoral processes. And despite international efforts to strengthen the conduct of free and fair elections throughout the world, insufficient attention and resources have been devoted to addressing the gap between male and female participation. Indeed not enough is known about the gap in participation and how to adequately address it.

With respect to voter participation, few countries disaggregate voting statistics to accurately track women's civic participation or voting behavior. This reinforces the tendency of parties and elected politicians not to tailor policies to address gender inequalities or the priorities identified by women. One could hypothesize that this could, over time, contribute to women's apathy toward the electoral process. In many countries, women's civic and political participation (as voters and candidates) are limited by numerous factors related to women's roles and social status. These include insecurity, illiteracy, women's domestic burden, pressures to proxy vote, and women's lack of citizenship right – all of which require special consideration through the process of electoral administration and in the adoption of electoral law.

Finally, post-conflict countries present specific constraints for women's civic and political participation. These include the threat of insecurity that limits their participation, the breakdown of infrastructure which limits their access to information and to voting booths as well as the increased workload created

be considered after the development of a project document. The GPECS Steering Committee would then decide whether the programme would contribute to a pre-existing project at the country level.

by the new realities of post-conflict situations and what is often a rise in the number of female-headed households. Each of these requires special measures to ensure women's participation. However, the fluidity of post-conflict environments also presents unique opportunities for improving women's political participation. Constitutions are often being redrafted, electoral and other relevant laws are reconsidered and affirmative measures and international assistance can be harnessed to the benefit of women. However, these gains can only be achieved when resources are directed to women and when women's groups have a voice in these processes that will shape their political landscape and the future of their democratic transition for years to come. Programme Component 4 will cut across all other aspects of the GPECS. A Global Gender Advisor will be recruited and will coordinate all of the gender-related work of the Programme. Regional and country level gender advisors will be hired and will be matrixed under the overall leadership of the Global Gender Advisor. The Global Gender Advisor will also assume responsibilities for all gender-related global knowledge building, research and policy dialogue work under the Programme.

The outputs of the gender component of the GPECS are as follow:

[Programme Component 4.1: Knowledge Development and Policy Dialogue](#)

The objective of this component is to build up a body of knowledge to address the constraints faced by women as voters and as candidates, and to stimulate policy dialogue on these issues. Indicative activities include:

Integrating Gender into Global Activities. One Global Gender Advisor will be recruited to ensure the integration of gender equality, and to ensure that women's civic and political participation issues are sufficiently integrated into all activities undertaken through Programme Component 1.1 of the project. This includes advising the GPECS Programme Manager on how all terms of reference, research outlines, draft outputs to ensure that the gender dimensions of the Programme are sufficiently addressed.

Additional Areas for Knowledge Development and Policy Dialogue. Additional areas for gender-related knowledge development will also be supported through this component. These include:

- a) Research into and policy dialogue on specific constraints facing women's civic participation such as time burdens, intimidation, restrictions on physical access, illiteracy, media coverage, traditional views of appropriate gender roles and building up of a databank of best practices in overcoming these challenges.
- b) Policy dialogue on specific constraints and strategies to encourage women to come forward as candidates and how electoral laws, political finance, political party laws and electoral administration can affect women's involvement. Already the international community has some experience working on this particular issue but it needs to be brought together with the concrete aim of collating this knowledge and expertise and developing international policy to inform electoral assistance.
- c) Research and policy dialogue on the specific constraints and opportunities faced in post-conflict settings with particular emphasis on 'entry points' for affecting change. UNDP has already done some work to examine the opportunities for women in representative institutions in a post-conflict setting. IPU has similar experience and knowledge. And UNDP

is currently examining issues such as how women leaders in guerrilla movements transition towards political positions in post-conflict settings and how women are supported in a post-conflict setting. However, these lessons need to be brought together with particular emphasis on the 'entry points' for supporting women in overcoming constraints in the post-conflict setting to leverage the special opportunities they present. There is also a need for additional research on the best practices in bringing out the women's vote in post-conflict settings. While the experience is rich, it needs to be gathered and made easily accessible and known to the international community at large.

All research and policy will draw on the data available on the ACE Electoral Knowledge Network website and the IKNOW Politics website for global dissemination. Through these research activities, technical resources and country-level expertise will be identified to support regional and country-level interventions. Specific research topics will be identified based on a consultation with UNDP country offices working on elections and through consultation with the ACE Practitioners' Network.

Programme Component 4.2: The Gender Dimension in Regional Programming

Similarly, this programme component seeks to integrate a gender dimension into the regional programming anticipated in Programme Component 2.

Integrating Gender into Regional Activities. Two Regional Gender Advisors will be recruited – one in Africa (Dakar) and one in Asia Pacific (Bangkok)²⁸, respectively – to ensure the integration of gender equality, and to ensure that women's civic and political participation issues are sufficiently integrated into all activities undertaken through Programme Component 2. This includes advising the Regional Electoral Advisors (in Africa and Asia-Pacific as well) on terms of reference, research outlines, draft outputs to ensure that the gender dimensions of the Programme are sufficiently addressed, and networking with experts in the region and bringing their inputs to bear on the work undertaken through Programme Component 2. The Regional Gender Advisors will also support country offices hand-in-hand with the Regional Electoral Advisors. This includes providing consultant referrals, missions and advice on lessons learned. The Regional Gender Advisors will build rosters of experts and expert institutions and will engage in policy dialogue at the regional level.

Regional Gender Advisors will have their own budgets to support the policy dialogue and research agenda identified under Programme Component 2 and/or to address some of the global gender policy issues identified under Component 4.1 through regional research and dialogue. Special attention will be given to issues of conflict prevention and recovery, electoral violence and their impact on women's civic and political participation. Other research issues will emerge throughout the life cycle of the GPECS.

Building Regional Capacity on Gender and Political/Civic Participation. These activities will seek to capacitate regional and local organizations (CSOs, research institutions and individual experts) working to address the constraints affecting women's access to full civic and political participation and build networks among them. During the first year of the Programme, Regional Gender Advisors will organise policy dialogues at the regional level to support the global knowledge building theme by drawing on best practices and the knowledge housed in institutions at the regional level. Through these dialogues, contacts will be made with regional institutions and experts, and networks will be

²⁸ Funding will be sought for the Bangkok position.

established amongst them and supported through the ACE Electoral Knowledge Network and IKNOW Politics knowledge portal. UNDP will work closely with UNIFEM regional advisors in this aspect of the Programme. Regional Advisors will use the first year to identify leading institutions to be drawn upon to support national level projects and to receive additional support for specific research in subsequent years for capacity development. Where relevant, consideration could be given to longer-term direct support for such regional institutions/civic organisations.

Programme Component 4.3 Quick Intervention Fund for Post-Conflict Environments

A fund will be established and managed through a committee process under the overall leadership of the Regional Gender Advisors through consultation with the Global Gender Advisor and all other GPECS Programme staff, with the specific purpose of supporting women's organizing in the immediate post-conflict setting. This is when specific opportunities present themselves for women to impact constitutional and other legal reforms affecting democratic contest and the distribution of political power. The fund is intended to be easily accessible and provide support for women's organizations, women's organizing (i.e., within caucuses, political parties, women's movement, under the direction of women's formal machinery or even through the leadership of gender advisors within DPKO missions, UNDP offices or other UN agencies). The purpose of the fund is to enable women to organize themselves to affect change, to learn lessons from other experience and to sustain their participation throughout a transitional cycle. Clear guidelines for the fund need to be elaborated and may vary by region. One important feature will be the need for quick accessibility with a sufficient level of individual funding available per opportunity. The lessons learned from each funded project must be documented and feed into the regional and global knowledge and policy development process of the GPECS.

Programme Component 4.4: National-level Gender Activities and Advisory Services

Importantly, this component of the programme will ensure that gender advisory services are available to support all national projects and integrated into Programme Component 3. It will also provide funding to directly support the recruitment of gender expertise within national electoral bodies where requested. Finally, specific resources will be devoted to national-level activities aimed at strengthening the capacity of women to participate in elections and electoral reforms. These include but are not limited to:

1. Train members and staff of electoral bodies in gender analysis and specifically on issues related to gender and election administration.
2. Examine the numbers and levels of female staff in electoral bodies and promote measures to address imbalance in appointments, management and staff.
3. Integrate gender equality into training programmes of short-term electoral workers.
4. Undertake activities to ensure that gender equality concerns are addressed in debates regarding electoral reform.
5. Promote electoral systems that uphold principals of pluralism and inclusiveness and implementation of Security Council Resolutions 1325 and 1820.
6. Provide opportunities for political parties to improve their understanding of human rights and international law frameworks and commitments their countries have made in these respects.
7. Development political party capacity to craft gender-sensitive political platforms, engage women voters and promote women's leadership within the party structure.
8. Provide examples of ways that affirmative measures address gender inequality.

9. Support research and national dialogue on factors impeding women's civic/political participation to feed into regional and global knowledge creation.
10. Networking with women's groups and allies in the political arena as a way to draw on and share experiences across countries on topics such as positive measures.
11. Developing and supporting programmes for civic and voter education to target women's political participation.

Programme Component 5: Administration

The Administration component covers those personnel and administrative costs that are related to running the GPECS as a whole. This component therefore includes a small number of staff who will be expected to provide the administrative and operational support to oversee, coordinate and run the various activities of the programme and to report to the Steering Committee of the GPECS.

Programme Component 5.1: Programme Management

The budgeted amount covers the salary and benefits for the GPECS Programme Manager and the Brussels based operational staff—Operations Manager, Finance and Account Assistant, Programme Assistant, and IT Specialist and the office rental cost. This component also includes the cost of HQ centralized functions such as monitoring, evaluation and audit under the Programme. Actual costs for undertaking other services under the programme are covered within the budget as mainstreamed Implementation Support Services costs.

SECTION 3: PROGRAMME RESULTS AND RESOURCES FRAMEWORK

| Intended Outcome as stated in the Country/ Regional/ Global Programme Results and Resource Framework: Electoral laws, processes and institutions strengthen inclusive participation and professional electoral administration | | | | | | | |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------|----|----|----|----------------------------------------|---------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------|
| Outcome indicators as stated in the Country/ Regional/ Global Programme Results and Resources Framework, including baseline and targets. No. of electoral management bodies that have implemented initiatives to bolster their transparency and internal capacity to administer electoral processes that reflect the will of the people and are popularly perceived as such - No. of countries that have implemented policies designed to increase participation by traditionally under-represented groups, especially women | | | | | | | |
| Partnership Strategy: The GPECS will collaborate with the UN system actors in electoral assistance (UNDP/EA, UNIFEM, UNDESA, UNDPKO and others) in the implementation of the activities of the Programme. Beyond the UN system, electoral assistance partners such as those in the ACE Electoral Knowledge Network, the BRIDGE project and the EC-UNDP Partnership will be engaged to deliver various components of the Programme. Donor governments will be approached for financial and substantive partnerships. | | | | | | | |
| Project title and ID (ATLAS Award ID): "Global Programme for Electoral Cycle Support" | | | | | | | |
| Intended Outputs | Key Activities | Y1 | Y2 | Y3 | Responsible parties | Indicative Inputs | Indicative Budget |
| Component 1 Leadership, advocacy and capacity development at the global level | | | | | | | |
| 1.1 Lessons Learned and Policy Guidance | 1.1.1 Advisory Services and Lessons Learning | X | X | X | BDP/DGG | 2 Electoral Policy Specialists (L4) Travel; Intl Consultants; Contracts; Publications | 2 x 209,000 x 3 yrs = \$1,254,000 (L4, NY); \$310,000 (Travel); \$400,000 (Intl Con); \$20,000 (Contracts); \$170,000 (Pub) = \$2,154,000 |
| | 1.1.2 Elections and Conflict Prevention Guide | X | | | BDP/DGG and OGC; BCPR; UNDP/EA; UNDESA | Translation; Editing; Design; Printing; Distribution; Launch Activities/Workshops | \$10,000 (Translation); \$7,500 (Edit); \$5,000 (Design); \$30,000 (Print)=\$52,500 |
| | 1.1.3 Research and Publications (special focus on media and elections) | | X | X | BDP/DGG; Academic institutions | Intl Consultants; Travel; Local Consultants; Publications | \$100,000 per year plus publications = \$400,000 |
| 1.2 Electoral Indicators and Assessments | 1.2.1 Framework for Studying Electoral Assistance | X | X | | BDP/DGG; OGC; UNDP/EA | Intl Consultants; Sub-Contracts; Publications | \$35,000 (Intl Con); \$40,000 (Sub-Con); \$25,000 (Pub) = \$100,000 |
| 1.3 ACE Electoral Knowledge Network | 1.3.1 Knowledge Services and Networking | X | X | X | BDP/DGG and ACE Partners ²⁹ | 1 IT Specialist (Stockholm-used Brussels for post | 1 x \$111,228 x 3 yrs = \$333,684 (P1, Brussels); \$50,000 |

²⁹ Elections Canada, IFE-Mexico, IFES, International IDEA, EISA, UNDESA, UNDP/EA and the European Commission.

| | | | | | | | |
|------------------------------------------------------------------------------------|-------------------------------------------------------------|---|---|---|------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | | | | | | calculation); Translation; Local Consultants; Publications | (Translate); \$50,000 (Intl Con); \$50,000 (Pub)=\$483,684 |
| | 1.3.2 Capacity Development Facility | | X | X | BDP/DGG; UN/UNDP Office Brussels; ACE Partners | 1 Capacity Development Facility Coordinator, part of the ACE Secretariat (Johannesburg); Travel | \$50,000 x 3 yrs = \$150,000 (Capacity Dev Facilitator); \$50,000 (Travel) =\$200,000 |
| | 1.3.3 ACE Development | X | X | X | BDP/DGG and ACE Partners | Secretariat costs (Office, Local Staff, Communications, Publications) | \$400,000 x 3 yrs =\$1,200,000 |
| 1.4 Building Resources in Democracy, Governance and Elections (BRIDGE) | 1.4.1 Module Development and Accessibility | | X | X | BDP/DGG and BRIDGE Partners ³⁰ | Translation; Publications | Translate (\$50,000); Publish (\$50,000) =\$100,000 |
| | 1.4.2 Needs Assessment Missions | X | X | X | BDP/DGG and BRIDGE partners | Intl Consultants; Travel; Sub-Contracts; Workshops | \$25,000 (Intl Con); \$25,000 (Travel); \$25,000 (Sub-Con); \$25,000 (Workshops) =\$100,000 |
| 1.5 Capacity Development for Effective Electoral Assistance | 1.5.1 Joint Task Force | X | X | X | UN/UNDP Office Brussels; BDP/DGG; PSO; European Commission | 1 Senior Electoral Assistance Advisor (A4/L5 Brussels); 1 Electoral Assistance Specialist/JTF (L3 Brussels);Travel; Intl Consultants; Publications | \$222,874 x 3 yrs = \$668,622 (L5 -Brussels); \$159,400 x 3 years = \$478,200 ; \$125,000 x 3 yrs = \$375,000 (Travel); \$250,000 x 3 yrs = \$750,000 (Intl Con) ; \$100,000 (Pub)=\$2,371,822 |
| | 1.5.2 Training and E- learning | X | X | X | UN/UNDP Office Brussels; BDP/DGG; European Commission | Training/Workshops; Publications; Intl Consultants; Travel | \$125,000 x 3 yrs = \$375,000 (Train/Workshops); \$40,000 (Pub); \$50,000 (Intl Con); \$150,000 (Travel)=\$615,000 |
| 1.6 Community of Practice Development | 1.6.1 Practice Development in Electoral Cycle Support | X | X | X | BDP/DGG | Workshops and Travel; Publications; Intl Consultants | \$250,000 (Workshops and Travel); \$50,000 (Pub); \$82,500 (Intl Con) =\$382,500 |
| Component Total | | | | | | | \$8,159,506 |
| Component 2 Regional knowledge development, exchanges and capacity | | | | | | | |
| 2.1 Africa Region | 2.1.1 Regional Shift in Approach | X | X | X | RBA; Regional Centres; BDP/DGG | 2 Regional Electoral Advisors (one in Dakar, one | \$198,513 x 3 yrs = \$595,539 (Dakar); \$173,571 x 3 yrs = |

³⁰ Australian Electoral Commission, IFES, International IDEA, UNDP and UNDP/EAAD.

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| | | | | | | in Johannesburg); Sub-Contracts; Intl Consultants; Travel | \$520,713 (Johannesburg) \$400,000 (Sub-Con); \$100,000 (Intl Con); \$150,000 (Travel) = \$1,766,252 |
| | 2.1.2 Reinforcing Capacities at the National Level | X | X | X | RBA; Regional Centres; BDP/DGG | Travel for assessments and study tours; Intl Consultants; Sub-Contracts | \$200,000 (Travel); \$170,000 (Intl Con); \$700,000 (Sub-Con) = \$1,070,000 |
| | 2.1.3 Conflict Prevention and Recovery | | X | X | RBA; DPKO; DPA; Regional Organizations; BDP/DGG | Training; Publications; Regional Cooperation | \$400,000 (Training); \$100,000 (Pub); \$400,000 (Region Coop) = \$900,000 |
| 2.2 Asia-Pacific Region | 2.2.1 Electoral Cycle Policy and Programming Support | X | X | X | RBAP; Regional Centre in Bangkok; BDP/DGG | 1 Regional Electoral Advisor (Bangkok); Intl Consultants; Travel | \$186,573 x 3 yrs = \$559,719 (Advisor); \$50,000 x 3 yrs = \$150,000 (Intl Con); \$100,000 x 3 yrs = \$300,000 (Travel) = \$1,009,719 |
| | 2.2.2 Thematic Focus of Regional Interventions | | X | X | RBAP; Regional Centre in Bangkok; and BDP/DGG | Research and publications; Intl Consultants; Local Consultants; Sub-Contracts | \$250,000 (Research and Pub); \$100,000 (Intl Con); \$100,000 (Local Con); \$200,000 (Sub Con) = \$650,000 |
| 2.3 Other Regional Programming | 2.3.1 Arab States | | X | X | RBAS; Regional Centre in Beirut; BDP/DGG | Research and publications; Training; Intl Consultants; Travel | Earmarking = \$925,000 |
| | 2.3.2 Latin America and the Caribbean | X | X | X | RBLAC; Regional Centre in Panama; BDP/DGG | Research and publications; Training; Intl Consultants; Travel | Earmarking = \$925,000 |
| | 2.3.3 Europe and the CIS | | X | X | RBEC; Regional Centre in Bratislava; BDP/DGG | Research and publications; Training; Intl Consultants; Travel | Earmarking = \$925,000 |
| 2.4 Regional Centres of Excellence | 2.4.1 ACE Regional Resource Centres | X | X | X | All Regional Bureaux; Centres; BDP/DGG | Sub-Contracts to 10 ACE Regional Resource Centres | \$25,000 x 10 x 3 yrs = \$750,000 |
| | 2.4.2 Training Programme of IFE/TEPJF-Mexico | X | X | X | RBLAC; UNDP-Mexico; BDP/DGG | UNDP-Mexico; IFE; TEPJF | \$500,000 x 3 yrs = \$1,500,000 |
| 2.5 Regional Institutional Cooperation | 2.5.1 Collaboration with regional organizations providing electoral assistance or electoral | | X | X | All Regional Bureaux; Centres; BDP/DGG; Regional Organizations | Travel; Sub-Contracts; Intl Consultants; Workshops | \$95,000 x 3 yrs = \$285,000 (Sub-Con, etc.); \$500 (Miscellaneous) = \$285,500 |

| | | | | | | | |
|--------------------------------------------------------------------------------------|-------------------------------------------------------------------------------|---|---|---|---------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------|
| | observation | | | | | | |
| Component Total | | | | | | | \$10,706,471 |
| Component 3 Electoral cycle support and lessons learned at the national level | | | | | | | |
| 3.1 Advisory support in procurement | 3.1.1 Procurement advisory support to countries | X | X | X | PSO (Copenhagen); Regional Centres; Country Offices; UN/UNDP Office Brussels; BDP/DGG | 2 Electoral Operations and Procurement Specialists (L4 Copenhagen and L3 in Johannesburg) | \$205,442 x 3 years = \$616,326 (L4 Copenhagen); \$147,214 x 3 years = \$441,642 (L3 Johannesburg) = \$1,057,968 |
| 3.2 Country-level support | 3.2.1 Country-level electoral support to be designed and allocated by country | X | X | X | RBA; other Bureaux; Country Office; National and International Counterparts; UN/UNDP Office Brussels; BDP/DGG | Country-level funds depending on need and programming TBD; if the range of \$1-2.5million per country is respected, the GPECS would support approximately 10 to 20 country-level electoral processes | Remaining for programmable resources for countries = \$20,000,000 |
| Component Total | | | | | | | \$21,057,968 |
| Component 4 Empowerment of women throughout the electoral cycle | | | | | | | |
| 4.1 Knowledge Development and Policy Dialogue | 4.1.1 Integrating Gender into Global Activities | X | X | X | BDP/Gender Group; UNIFEM; BDP/DGG | 1 Global Gender Advisor (New York); Research and Publications; Travel; Intl Consultants | \$244,965 x 3 yrs = \$734,895 (L5 NY); \$250,000 (Research and Pub); \$100,000 (Travel); \$200,000 (Intl Con) = \$1,284,895 |
| | 4.1.2 Additional Areas for Knowledge Development and Policy Dialogue | | X | X | BDP/Gender Group; UNIFEM; BDP/DGG | Research and Publications; Travel; Intl Consultants | \$100,000 (Research and Pub); \$200,000 (Travel); \$100,000 (Intl Con) = \$400,000 |
| 4.2 The Gender Dimension in Regional Programming | 4.2.1 Integrating Gender into Regional Activities | X | X | X | BDP/Gender Group; Regional Bureaux; BDP/DGG | 2 Regional Gender Advisors (one in Dakar); the one in Bangkok is not budgeted and will be the object of resource mobilization | \$198,513 x 1 x 3 yrs = \$595,539 |
| | 4.2.2 Building Regional Capacity on Gender and Political/Civic | | X | X | BDP/Gender Group; Regional Bureaux; UNIFEM; IKNOW Politics; BDP/DGG | Research and Publications; Travel; Intl Consultants | \$100,000 (Research and Pub); \$70,000 (Travel); \$45,000 (Intl Con) |

| | | | | | | | |
|------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|---|---|---|----------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | Participation | | | | | | = \$215,000 |
| 4.3 Quick Intervention Fund for Post-Conflict Environments | 4.3.1 Support provided via a rapid-response mechanism for women's political organizing in post-conflict settings | | X | X | BDP/Gender Group; BCPR; UNIFEM; DPKO; BDP/DGG | Funding amounts and areas to be determined | Funding amounts and inputs to be determined; Earmarking = \$500,000 |
| 4.4 National-level Gender Activities and Advisory Services | 4.4.1 Provision of Gender Advisory Services to National Initiatives | X | X | X | BDP/Gender Group; Country Offices; Regional Bureaux; UNIFEM; BDP/DGG | Intl Consultants; Travel; Training; Research and Publications | \$400,000 (Intl Con); \$150,000 (Travel); \$50,000 (Research and Pub) = \$600,000 |
| Component Total | | | | | | | \$3,386,337 |
| Component 5 Administration | | | | | | | |
| 5.1 Programme Management | 5.2.1 Retention of staff, office costs, monitoring, evaluation and audit | X | X | X | BDP/DGG; all partners | 1 Global Programme Manager (L5); 1 Operations Manager (L3); 1 Finance and Accounts Assistant (G7); 1 Programme Assistant (G5); 1 IT Specialist (G6); Monitoring, Evaluation and Audit; Communications; Office Space | \$222,874 x 3 yrs = \$668,622 (GPECS Manager); \$159,401 x 3 yrs = \$478,203 (Operations Manager); \$106,055 x 3 yrs = \$318,165 (Finance and Accounts Assistant); \$87,643 x 3 yrs = \$262,929 (Programme Assistant); \$96,416 x 3 yrs = \$289,248 (IT Specialist); \$500,000 (M&E and Audit); \$150,000 (Communications); \$400,000 (Office) = \$3,067,167 |
| Component Total | | | | | | | \$3,067,167 |
| Total Programmable Resources | | | | | | | \$46,586,546 |

SECTION 4: INDICATIVE BUDGET SHEET

An indicative budget breakdown follows. Annual work plans and budgets will be elaborated which contain detailed expenditures by year and by component. Notwithstanding that the annual work plans and budgets will be approved by the Steering Committee, the indicative budgetary breakdown by year below is intended to provide adequate time in year one (2009) for the programme to establish itself and retain the electoral expertise described in the programme document. Accordingly, year one will account for 25% of the programming expenditures, year two for 40% and year three for 35% of programming expenditures.

Implementation Support Services include costs directly related to the delivery of programmes, such as: Payments, disbursements and other financial transactions; Recruitment of staff, project personnel, and consultants; Procurement of services and equipment, and disposal/sale of equipment; Organization of training activities, conferences, and workshops, including fellowships; Travel authorizations, visa requests, ticketing, and travel arrangements; Shipment, custom clearance, vehicle registration, and accreditation. These costs have been mainstreamed into the budget and are expected to be extracted on an activity-by-activity basis.

| Project Component | 2009 (25%) | 2010 (40%) | 2011 (35%) | TOTAL |
|---------------------------------|--------------|----------------|----------------|----------------|
| Component 1 Global Activities | \$2,039,877 | \$3,263,802 | \$2,855,827 | \$8,159,506 |
| Component 2 Regional Activities | \$2,676,618 | \$4,282,588 | \$3,747,265 | \$10,706,471 |
| Component 3 National Activities | \$5,264,492 | \$8,423,187 | \$7,370,289 | \$18,865,977 |
| Component 4 Gender Activities | \$898,859 | \$1,438,174 | \$1,258,402 | \$3,595,434 |
| Component 5 Administration | \$766,792 | \$1,226,867 | \$1,073,508 | \$3,067,167 |
| | | | | |
| SUBTOTAL | \$11,646,637 | \$18,634,618 | \$16,305,291 | \$46,586,546 |
| | | | | |
| GMS ³¹ (7%) | \$815,264.56 | \$1,304,423.29 | \$1,141,370.38 | \$3,261,058.22 |
| | | | | |
| TOTAL | \$12,461,901 | \$19,939,042 | \$17,446,661 | \$49,847,604 |

³¹ General Management Support encompasses general oversight and management functions of UNDP HQ and CO units, and include the following specific services: Project identification, formulation, and appraisal; Determination of execution modality and local capacity assessment; Briefing and de-briefing of project staff and consultants; General oversight and monitoring, including participation in project reviews; Receipt, allocation and reporting to the donor of financial resources; Thematic and technical backstopping through Bureaus; and Systems, IT infrastructure, branding, knowledge transfer.

SECTION 5: MANAGEMENT ARRANGEMENTS

The GPECS will be directed executed (DEX) by UNDP's Bureau for Development Policy, New York, in consultation with the donors and other partners. However, the various components will be implemented by different offices or bureaus, depending upon their nature. All implementation will be done under the oversight of a GPECS Programme Manager under the strategic direction of a Steering Committee and via a Programme Management Team implemented by the UNDP Brussels Office.

Policy, programming, knowledge management, regional support in Arab States, Latin America and the Caribbean, and Europe/CIS, and global gender support will be implemented by BDP in New York. The Programme Manager manages the GPECS overall. The Senior Electoral Assistance Advisor, based in Brussels will coordinate the country level component with the support and providing support to the Regional and HQ Advisors. Regional support will be delivered through the respective regional bureaus of UNDP: the Regional Bureau for Africa for the Africa regional component and the Regional Bureau for Asia and Pacific for the Asia Pacific regional component. BDP will deliver the regional support in coordination with relevant Regional Bureaux in the three regions where there are no Regional Electoral Advisors and coordinate response with the Programme Manager, Senior Electoral Advisor and the JTF Electoral Assistance Specialist based in Brussels.

The country components will be implemented by the respective UNDP country offices in consultation with their Regional Bureaux with the support of the JTF and GPECS Advisors. It is up to the country offices to decide which execution modality they will use for the country-level initiatives supported by GPECS, although the majority of country-level UNDP electoral assistance projects continue to be DEX as per the advice of the Note of Guidance signed between UNDP and UNDPA in 2001.

UNDP will establish a Programme Management Team based in Brussels and implemented by UNDP Brussels – comprising the GPECS Programme Manager, the GPECS Operations Manager, JTF Electoral Assistance Specialist, Finance and Accounts Assistant, Programme Assistant, IT Specialist and the Senior Electoral Assistance Advisor. The Programme Management Team will be co-located with the EC/UNDP Joint Task Force on Electoral Assistance in Brussels, given the proximity to and potential synergies with this Task Force as mentioned above. The New York component of GPECS will consist of two Electoral Policy Specialists and a Global Gender Advisor. This GPECS component will closely coordinate and exchange knowledge with all global advisors in the areas of Democratic Governance (namely, electoral systems and processes; public administration reform and anti-corruption; decentralization and local governance; parliamentary development; human rights and justice; and access to information) and the programmes they manage, as well as with the Regional Bureaux, Bureau of Management (including Procurement Support), Partnerships Bureau, Gender Practice and the UN Department of Political Affairs.

Given the volume of activity at the regional and national levels, the Programme Management Team will maintain close contact with and oversight of all GPECS staff notwithstanding the matrixed arrangements with their 'home' offices which supervise them on a day-to-day basis.

The GPECS Programme Manager will ultimately be responsible for the implementation of all activities established by this Programme, even those implemented by other actors. The Programme Manager will be responsible for day-to-day management and decision-making for the GPECS, as well as ensuring that the Programme produces the outputs and results specified in this document, in compliance with the required standards of quality and within the specified limits of time and cost. He/she will work under the

direct guidance of the lead Electoral Advisor of DGG/BDP and of the UNDP Brussels Director. She/he will coordinate with the Senior Electoral Assistance Advisor to deliver the programme. The Lead Electoral Advisor of DGG/BDP will also be responsible for regular communication and liaison with DPA, DPKO and other UN entities involved in electoral assistance to update on the progress of the GPECS.

The GPECS Programme Manager will report to a Project Board, which, for the purposes of this document, is known as the Steering Committee. The Steering Committee comprises the following members as per UNDP programming manual guidelines:

- Project Executive: the Practice Director for Democratic Governance in UNDP's Bureau for Development Policy;
- Senior User: Representative of the Regional Bureau for Africa in UNDP³²; Director of UNDP Brussels Office³³
- Senior Supplier: Representative of the lead donor the Programme (in this case, Spain)³⁴;
- Other donors and partners as they join the Programme.

The Programme Management Team serves as the Secretariat to the Steering Committee and the GPECS Programme Manager serves as the Secretary to the Committee, supported substantively and operationally by the staff under the programme, including the Policy Specialists (New York), the Senior Electoral Assistance Advisor (Brussels) and non-programme personnel such as the lead BDP/DGG Electoral Advisor. The Steering Committee will meet in person at least once a year and more often if required. Stakeholders in the GPECS can request the Steering Committee to meet or to take up an issue.

The Steering Committee (SC) is the group responsible for making - on a consensus basis - all management decisions for the GPECS. When guidance is required/solicited by the Programme Manager, including recommendation for UNDP approval of Programme revisions, the SC will provide its guidance. The SC is responsible for ownership of the project from the various perspectives (user, stakeholder, executive, provider); approval of User Specifications for deliverables; attendance at Steering Committee meetings and reviews; prioritization of programme issues; reviewing exception reports and exception plans; and recommendations for any action on changes. Upon reaching a consensus, the Steering Committee could modify, refine, review and expand any of the various longer-term programme activities identified and described in this document. The terms of reference for the Steering Committee will detail the functions and procedures of the body.

Selection of GPECS staff will be based on UNDP's process and recruitment guidelines and following the spirit of agreements previously accorded to other donors. Donor(s) to the GPECS will be informed and invited to participate throughout the process to review the candidates who apply to the positions.

Programme reviews by the Steering Committee will be made at regular intervals (on a quarterly basis) or as necessary when raised by the Programme Manager.

³² Given the volume of assistance at the regional and country level going to the Africa region, RBA will act as the Senior User for the GPECS Steering Committee. Other Regional Bureaux involved in programme implementation will be invited to participate in the Steering Committee.

³³ Given the role of UNDP Brussels Office in implementing activities of the Programme Management Team and the presence within the premises of UNDP Brussels of the Joint Task Force, coordinated by UNDP Brussels Office.

³⁴ The role of the Senior Supplier (donor) is mainly to advise the Project Executive.

Programme Support will be provided by the Operations Specialist, Finance and Accounts Assistant, Programme Assistant and IT Specialist that are part of the GPECS Management Team based in Brussels and implemented by the UNDP Brussels Office.

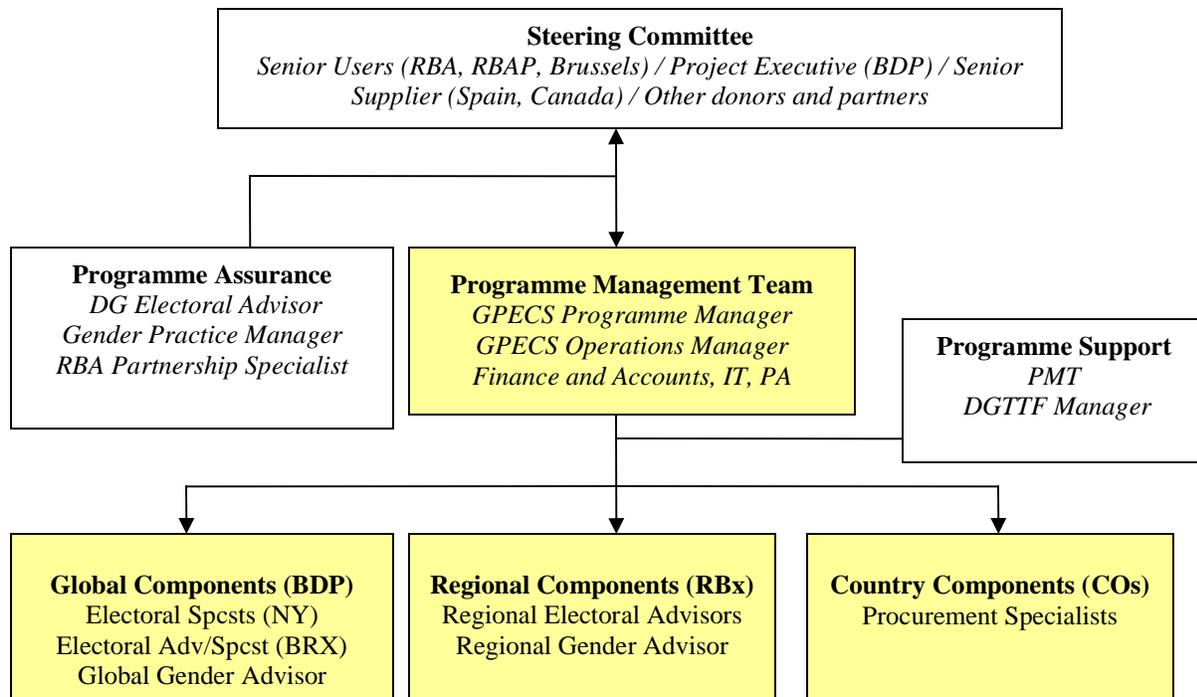
Programme Assurance will be provided through the lead Electoral Advisor in DGG/BDP, the Practice Manager for Gender in BDP and the Partnership Specialist in the Regional Bureau for Africa and the DGTTF Manager, all of whom are based at UNDP headquarters in New York. Other Regional Bureaux will be asked to input into the deliberations of the Programme as activities develop. The programme assurance role includes: 1) assurance that the programme adheres to the programme document, on behalf of the executive; 2) assurance that the GPECS is consistent with, and helps support, the UNDP Service Delivery Platform for electoral systems and processes (with the support of the Electoral Advisor); 3) monitors compliance with user needs and expectations (on behalf of the Senior User); 4) attends Steering Committee meetings and reviews; 5) provides supplier assurance (carried out by spot-check/audit of deliverables and outputs; and 6) ensures the technical quality of the GPECS outputs through a review of GPECS products and deliverables.

As an additional means of Programme Assurance, the GPECS will make use of an Advisory Board. The Advisory Board will comprise four or five institutions of excellence in the field of democratic governance that are not direct implementers under the GPECS and that represent a diverse range of regional and substantive experiences. The Advisory Board will be consulted periodically by the Steering Committee and/or the Programme Management to help respond to questions of programme priorities, strategy, unexpected developments, monitoring, evaluation and other areas in which an independent and unbiased opinion would be useful. The Advisory Board members will serve in their institutional capacity and will do so pro bono.

A GPECS Operations Manager will support the day-to-day work of the GPECS Programme Manager in: 1) planning, monitoring and control; 2) reporting on progress to the Steering Committee and the donor(s), and to the programme assurance team in terms of programme quality; 3) overall management of issues related to global administrative support, procurement, finance, and IT management of the GPECS; 4) direction and partial supervision of the dedicated GPECS support staff responsible for ensuring provision of project support services to the GPECS; and 6) ensuring delivery of programme deliverables.

The GPECS Programme Manager will have oversight over the work of the global, regional and country advisors in delivering the outputs of the Programme (see Annex 3 for draft Terms of Reference). The various advisors under the oversight of the GPECS Programme Manager will be matrixed – in terms of reporting arrangements and two-way substantive interaction – to their most relevant office however. Therefore, the electoral positions funded through the global window will be matrixed to the Bureau for Development Policy; the Regional Advisors will be matrixed to their relevant Regional Centres (in most cases, this means reporting to the Democratic Governance Practice Leader located in their Regional Centre); the Gender Advisors will be matrixed to BDP's Gender Group and the Regional Centres where relevant; and the Electoral Operations and Procurement Specialists will be matrixed to the Procurement Support Office in Copenhagen/New York; and the Brussels-based staff dealing with the JTF and GPECS operations will be matrixed to the UN/UNDP Brussels Office. Matrixing means that outposted advisors report on a day-to-day basis to the leadership of their institutional unit (e.g., the Democratic Governance Practice Leader of the Regional Centre in Dakar) and contribute to the work of their "home" institution, but report to the GPECS Programme Manager as their primary supervisor to account for deliverables expected under the GPECS per se.

The programme management structure is illustrated below. The portions in yellow in the diagram represent positions and functions that will be funded exclusively through the GPECS budget. The portions in white represent pre-existing positions funded through other UNDP resources that will form in-kind contributions to the Programme. All of the positions listed in the yellow portions of the diagram will belong institutionally to the Bureau for Development Policy as the executor of the GPECS. However, all of the posts will be matrixed between BDP and the relevant office or Bureau where the functions dictate. This means that both BDP and the relevant office of Bureau would be in the reporting line of the staff members. All personnel under the GPECS will fall under the overall coordination of the GPECS Programme Manager.



In accordance with UNDP accounting and reporting procedures, the Programme Management Team will produce the following monitoring reports for review and clearance by UNDP and cost-sharing partners:

- Semi-annual progress reports, to be submitted to the cost-sharing partner(s) each year in January and July. The report shall describe the Programme activities and results, and outline the rate of implementation of planned activities. The report shall also contain an interim financial report. The January report will include, aside from an activity and results matrix, a detailed narrative of all of the programme's work, while the July report will limit the narrative to the highlights and the activities and results matrix with the financial report.
- An annual report of GPECS income and expenditures certified by the comptroller of UNDP. The report shall show the status of Programme income and expenditures at the end of each year and shall be submitted to the donor within the first six months of the year immediately following.

- An Annual Project Report (APR) which will be completed at the end of each year as per the requirements of the Democratic Governance Thematic Trust fund (this can shadow the January report noted above).
- A mid-to-final term review will take place during the third year of the programme to assess the impact of the programme towards achieving its target goals, to document pilot case studies and lessons learned for wide dissemination.

UNDP and cost-sharing partner(s) will meet a minimum of two times per year to discuss the annual work plan and to review the progress of Programme implementation and determine how to reorient the programme and/or utilize un-earmarked resources (if necessary).

Budget revisions will be processed when deemed necessary to ensure financial monitoring effectiveness and accuracy in project accounts.

SECTION 6: MONITORING AND EVALUATION

In terms of monitoring and evaluation, the GPECS will be subject to UNDP's current monitoring and evaluation procedures and any additional policies and procedures agreed to by the implementing agents, the project partners and UNDP.

More specifically, the Programme Manager, in coordination with the Steering Committee, will help to document the baseline situation for the outcome and each indicator of the project, and seek the Steering Committee's approval for an outcome and output monitoring strategy to assess progress periodically.

Some of the methods that will be used in monitoring progress towards the outcome include:

- Regular Steering Committee meetings, which are a useful way of ensuring good planning, follow-up and results focus;
- Annual Programme Reports, which are a requirement of Democratic Governance Thematic Trust Fund (DGTTF) projects and rate output to outcome progress and make decisions on policy issues; and
- Outcome or programme evaluations, which are time-bound, independent exercises to measure results and management; and
- The mid-final term review to be conducted as noted above.

The goal of all monitoring and evaluation exercises is to learn lessons and incorporate these to the improvement of the Programme.

All Programme activities will be closely monitored by BDP, the Regional Bureaux and the UNDP Country Office, respectively.

In compliance with UNDP auditing rules, an audit firm will be contracted at the end of the second year of the Programme and in the final year of the Programme to undertake financial reviews. This would include a review of the effectiveness of activities undertaken in relation with the funds expended in the

process of each of the activities undertaken, and represents a commitment to transparency and accountability to stakeholders in general and to donors in particular.

Although only required when mandated by partnership protocols, an evaluation of the Programme will be undertaken at the end of its period to learn lessons and apply these to possible follow-on assistance activities.

SECTION 7: LEGAL CONTEXT (must be revised)

Consistent with the above Supplemental Provisions, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency.

The executing agency shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- b) assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document 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/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

ANNEX 1: Risks Analysis

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 the GPECS will work, 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:

| # | Description | Category | Impact and Probability | Countermeasures / Management response | Owner | Author | Date Identified | Last Update | Status |
|---|---------------------------------------------------------------------------------------------------------|----------------|------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------|---------------------|---------------------|-------------|--------|
| 1 | Programme start-up takes longer than planned, due to difficulties in securing the appropriate expertise | Operational | Medium Medium | The first year of the GPECS will be deliberately lighter on activity implementation in order to ensure that the proper programme team is in place without facing undue expectations of delivery. | Programme Assurance | Programme Developer | Programme Inception | | |
| 2 | Full funding for the GPECS is not available | Financial | High Medium | Additional donors to the GPECS are being identified in the inception phase; if anticipated funding falls short, activities will be scaled back by the Steering Committee. | Steering Committee | Programme Developer | Programme Inception | | |
| 3 | Synergies between the GPECS and other areas of democratic governance fail to materialize | Organizational | Medium Low | The GPECS will be based in the Democratic Governance Group of UNDP, where there is expertise in all areas of governance as well as the DGTTF manager. A GPECS Policy Advisor post will have the main responsibility for ensuring linkages between GPECS activities and other areas of DG. The Electoral Advisor of the Democratic Governance Group will also serve as a member of the programme assurance team. | Democratic Governance Group; Programme Assurance | Programme Developer | Programme Inception | | |

| # | Description | Category | Impact and Probability | Countermeasures / Management response | Owner | Author | Date Identified | Last Update | Status |
|---|----------------------------------------------------------------------------------------------------------------------|--------------------------------|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------|------------------------|------------------------|-------------|--------|
| 4 | The regional activities are not planned or delivered with enough coordination with the global and country activities | Operational | Medium Low | The Regional Advisors and Procurement/Operations Specialists will maintain a strong link to the Global Advisors and to the GPECS Manager and the Senior Electoral Assistance Advisor in planning and implementing activities. | Regional Advisors; GPECS Programme Manager | Programme Developer | Programme Inception | | |
| 5 | The regional advisors located in Regional Centres become regional electoral advisors to country offices | Operational/ Organizational | Low High | The Regional Electoral Advisors will most likely become in-house experts in electoral assistance within the democratic governance clusters of the Regional Centres. This is generally a good thing, so long as they serve this function within the broader objectives of the GPECS and are not co-opted to perform management and other unrelated functions. | Regional Advisors; Regional Centres; GPECS Manager | Programme Developer | Programme Inception | | |
| 6 | Country-level demand is greater than that to which the GPECS can respond | Financial | Low Medium | Although no cap has been set on the contributions that the GPECS can make to country activities, a range up to \$2.5 million will be the target for each country in order to ensure that there is adequate coverage for a number of countries. Of course, if the context warrants it, less can be committed. | Steering Committee; Programme Assurance; GPECS Manager | Programme Developer | Programme Inception | | |
| 7 | Political circumstances in some countries make it difficult or impossible to implement planned activities | Political | Medium High | Most of the countries selected for targeted activity in the country component will have received UN electoral assistance in the past. However, unforeseen political changes may always occur and must be dealt with as they arise; the GPECS will work closely with UNDPA to address political constraints. | GPECS Manager; Programme Assurance; UNDPA | Programme Developer | Programme Inception | | |

| # | Description | Category | Impact and Probability | Countermeasures / Management response | Owner | Author | Date Identified | Last Update | Status |
|----|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------|------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------|---------------------|---------------------|-------------|--------|
| 8 | Additional donors to the programme lead to different opinions regarding country priorities | Strategic | | The Steering Committee will make consensus-based decisions. If donors so chose, they can support country-level processes bilaterally through a direct contribution to the project in the country and outside of the GPECS. | Steering Committee; donors to the programme | Programme Developer | Programme Inception | | |
| 9 | The various levels of the GPECS prove difficult to manage | Operational | High Low | The management arrangements have provided for a stand-alone Programme Management Team that will administer all parts of the GPECS, thus lowering the administrative burden on BDP per se and the Democratic Governance Group in particular. The GPECS Programme Manager and his/her staff will have reporting and oversight responsibilities over all the GPECS-funded staff. DEX has been selected given that this is the default modality for electoral assistance and given that UNDP has strong expertise and a solid reputation in the field, particularly in comparison to other potential executing entities. | Programme Mgmt Team | Programme Developer | Programme Inception | | |
| 11 | High profile of the GPECS and JTF seen by certain parts of the UN-EC as trespassing on their respective mandates and leading to the perception of 'Europization' of UN electoral assistance | Strategic | High High | Policy advisory support at UN HQ will liaise closely with UNDP to ensure proper information sharing and that UN electoral assistance policies are followed. The JTF and GPECS staff in Brussels will perform a similar role with the EC. Additional donors will also be sought to the programme to help balance regionally. | Democratic Governance Group Programme Mgmt Team UNDP EC | Programme Developer | Programme Inception | | |

| # | Description | Category | Impact and Probability | Countermeasures / Management response | Owner | Author | Date Identified | Last Update | Status |
|--------|-----------------------------------------------------------------------------------------------------------------|-----------|------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------|---------------------|---------------------|-------------|--------|
| 1 2 | Insufficient communication on the JTF value added to relevant stakeholders and on tackling external perceptions | Strategic | High High | Policy advisory support at UN HQ and JTF ensure that proper and assertive communication strategy is put in place and implemented. The relevant and related messages will have to be disseminated also via face-to-face training, e-learning and specific publications. | Democratic Governance Group Programme Mgmt Team Joint Task Force | Programme Developer | Programme Inception | | |

ANNEX 2: Draft Expression of Interest to GPECS for Country-Level Support

1. General

Year
Country Office
Region

Project Title
Service Line
Country Programme Outcome
Requested Amount

2. CO Project Manager

Name
Designation
Email

3. Description of Project

Purpose and expected outputs

In what way is the project related to the GPECS objectives?

How does the project relate to the electoral cycle approach?

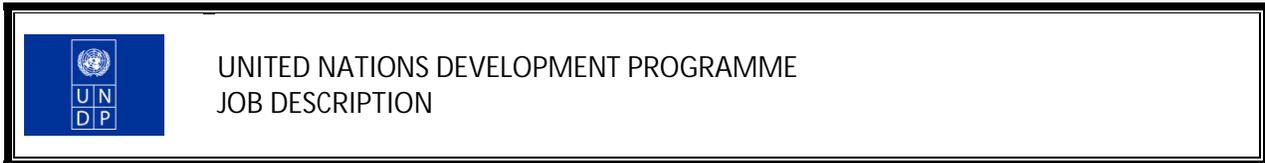
Has the Spanish mission been informed in country?

Have other potential project partners been consulted?

4. Other Funding

TRAC
Government
Other Funding Amount
Source -

ANNEX 3: Terms of Reference for Global Programme Manager



| I. Position Information | |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Job Code Title: Programme Manager, Global Programme for Electoral Cycle Support Position Number: Department: Democratic Governance Group, Bureau for Development Policy Reports to: Democratic Governance Practice Director Position Status: Non-rotational (Rotational/non-Rotational) Location: Brussels, Belgium</p> | <p>Current Grade: L5 Approved Grade: Position Classified by: Classification Approved by:</p> |

| II. Organizational Context |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>UNDP's democratic governance practice focuses on fostering inclusive participation, strengthening responsive governing institutions, and promoting democratic principles. Inclusive participation expands equal opportunities for engagement by the poor, women, youth, indigenous people, and other marginalized groups who are excluded from power. Efforts in this area aim to strengthen opportunities for civic engagement in the core channels linking people and the state, at the national, regional and local levels.</p> <p>Work on governing institutions has traditionally emphasized the design and functions of the core pillars of the state, including the legislative, executive and judicial branches, at national, regional and local levels. Strengthening responsive governing institutions entails promoting the core channels of representation and accountability in the state at the national, regional and local levels. Responsive institutions mean that the state reflects and serves the needs, priorities, and interests of all people, including women, the poor, youth, and minorities.</p> <p>Supporting national partners to strengthen democratic practices grounded in human rights, anti-corruption and gender equality require UNDP leadership in promoting integration, coordination and information-sharing of policies, practices, and strategies strengthening democratic governance within and outside of the UN family.</p> |

In order to provide timely and quality policy advisory services and knowledge products in democratic governance, the Democratic Governance Group (DGG) has organized its work and its staff along these three main key results areas.

A core group of policy advisers representing capacity along these three key results areas are based in New York with a specific mandate of providing policy advisory services, knowledge management as well as partnership building and advocacy. As part of the practice architecture, which allocates decentralized capacity to the Regional Service Centers, a number of democratic governance policy advisers are based in Johannesburg and Dakar (for Africa), Bangkok (for Asia and the Pacific), Panama (for Latin America and the Caribbean), Bratislava (for Europe and CIS) and Cairo (for Arab States).

UNDP provides support to countries to develop electoral laws, processes and institutions that strengthen inclusive participation and professional electoral administration. Elections are about much more than what happens on election day. Support includes the conceptual and programming guidance to the UN and national stakeholders alike in using an electoral cycle approach that grounds electoral administration and assistance in democratic governance. Global planning is led by BDP/DGG in close coordination with the Department of Political Affairs' Electoral Assistance Division (EAD) and UNDP Brussels (which lends support to the UNDP-European Commission electoral assistance projects).

Thus far, UNDP's global support to electoral assistance has relied on discrete resources from the Global Cooperation Framework and other funding sources to support activities in an ad hoc manner, year to year. Regional activities have been implemented through the various regional programmes without a common thread among them. And country-level basket funds have independently mobilized resources from in-country donors for electoral processes on an as-needed basis. These three levels of programming have tended to follow their own cycles, to take a piecemeal approach and to operate fairly independently of each other, without profiting from potential synergies, lessons and joint programming. Given the number of countries worldwide that are demanding assistance in the area, the need for an integrated approach within the UN and with external partners, and the high level of locally mobilized resources devoted to electoral assistance, this compartmentalized approach is no longer rational, feasible or sustainable.

To respond to the growing demands and ensure global coherence while balancing and responding to regional and country realities, UNDP has developed a Global Programme for Electoral Cycle Support (hereafter, 'GPECS').

The overall goal to which the GPECS will contribute is that of deepening democracy and accelerating human development. In contributing to this larger and longer-term goal, the GPECS will focus on the intermediate UNDP Strategic Plan outcome of "electoral laws, processes and institutions strengthen inclusive participation and professional electoral administration." The GPECS seeks to achieve the outcome by:

1. Providing leadership, advocacy and capacity development in the field of electoral cycle support at the global level;
2. Supporting South-South cooperation and promoting regional knowledge development, exchanges and capacity;
3. Supporting electoral cycle development and lessons learned in key countries at the national level; and

4. Fostering inclusive participation and women's empowerment.

The GPECS is a three-year, \$50 million initiative. It will entail a significant amount of human and financial management, as well as donor liaison, reporting and policy advisory services. UNDP requires the services of a Programme Manager to manage and oversee the GPECS.

The Programme Manager will be part of the Democratic Governance Group of the Bureau for Development Policy, but based in Brussels where GPECS Programme Management Team will be located. GPECS Bureau in Brussels. His/her main focus will be to deliver on the Global Programme for Electoral Cycle Support and managing its team of advisors.

The GPECS Programme Manager will be based in Brussels to engage closely with the EC/UNDP Joint Task Force on Electoral Assistance.

Under the overall supervision of the Director of the Democratic Governance Group (DGG/BDP), the direct supervision of the lead Electoral Advisor in HQ (DGG/BDP) and the Director of UNDP Brussels, the Programme Manager will manage the day-to-day operations of the Global Programme for Electoral Cycle Support (GPECS).

III. Functions / Key Results Expected

1. Manage the Global Programme for Electoral Cycle Support (GPECS). In collaboration with the lead Electoral Adviser of DGG/BDP and the other programme assurance elements, lead the Management Team of the Global Programme for Electoral Cycle Support and ensure responsibility for the overall design, management, implementation, monitoring and reporting of the programme components. In particular:

- Assume, in close coordination with the lead Electoral Advisor, responsibility for the overall programming and management of the GPECS:
 - Conceptualize and provide strategic guidance for the GPECS.
 - Formulate and design project components and their implementation strategy.
 - Prepare project work plans and budgets.
 - Prepare TOR for all project staff, consultants, sub-contractors.
 - Prepare aide memoires, conference agenda's and other strategic tools to guide project activities.
 - Liaise with appropriate partners in UNDP Country Offices, Regional Bureaux, Regional Centres, the UN/UNDP Office in Brussels and cooperating organizations to manage the political risk of strategic interventions and ensure smooth project implementation.
 - Serve as the Secretary to the Steering Committee, preparing briefings and updating the members in person periodically about the programme progress.
- Ensure the smooth and quality implementation of all aspects of the GPECS:
 - Supervise a team of staff implementing the GPECS, numbering approximately 16, including , an Electoral Assistance Specialist, an Operational Manager, a Finance and Account Assistance, a Programme Assistant, an IT Specialist and a Senior Electoral Assistance Advisor (on GPECS

activities), all DGG/BDP staff outposted to Brussels. He/she receives direct support from two Electoral Policy Specialists and a Global Gender Advisor based in New York. The GPECS Programme Manager supervises also the work of three Regional Electoral Advisors (one each based in Bangkok, Dakar and Johannesburg); two Regional Gender and Electoral Advisors (based in Dakar and Bangkok); and two Electoral Operations and Procurement Specialists based in Copenhagen and Johannesburg.

- Prepare terms of reference, and oversee the recruitment and selection of subcontractors and project consultants.
- Monitor staff and subcontractor performance to ensure that the technical quality of consultants/subcontractors output meets the requirements of the GPECS.
- Provide strategic direction, substantive and technical guidance and coordination of all staff and subcontractor activities.
- Advise and undertake as needed technical reviews and needs assessment missions to participating countries to formulate, review and monitor capacity development projects to be implemented under the programme.
- Evaluate expressions of interest submitted by country offices for support by the GPECS.
- Oversee the design and organization of global conferences and seminars on electoral cycle support and represent the GPECS in such events organized by other partners.
- Disseminate to the wider UNDP Democratic Governance Practice and beyond lessons learned, tools and other material developed by the GPECS at national, regional and global level.
- Actively participate in global initiatives related to GPECS, including the ACE Electoral Knowledge Network and BRIDGE initiatives.
- Serve as the head of the Programme Management Team, which includes providing direction, documentation and expenditure requests to the PSU, UNOPS and programme associates in order to efficiently execute the GPECS.

2. Lead donor relations, reporting and resource mobilization initiatives of the GPECS, including coordination with the DGTTF. Indicative activities include:

- Develop resource mobilization and communications materials on the GPECS, its activities and its impact.
- Present the GPECS and its activities to prospective donors to the project, in conjunction with the Partnership Bureau.
- Prepare and present semi-annual technical progress reports of the GPECS for UNDP and the donors. This includes traveling as required to present the GPECS to donor capitals.
- Coordinate budget reporting to UNDP and donors.
- Liaise with the hubs of the project: Brussels, Dakar, Johannesburg, Bangkok and Copenhagen.

3. Facilitate policy development, knowledge management and coordination in electoral assistance, in particular through GPECS contributions to the Service Delivery Platform. Functions also include actively supporting knowledge sharing through inputs to comparative experiences and lessons learned at regional and global levels and participation in relevant fora. Indicative activities include:

- Contributing to the flagship products and knowledge tools.
- Provide technical support to the lead Electoral Advisor in reporting to the Office of the Administrator, the Secretary General or other UN bodies on electoral assistance trends and issues as relevant to the GPECS.
- Develop strategic partnerships with global and regional networks of electoral administrators through the implementation of the GPECS.

- Comment on and contribute to knowledge products developed by BDP on electoral assistance.
- Liaise regularly with the Department of Political Affairs' Electoral Assistance Division on the implementation of the GPECS, including prospective countries of support and progress of ongoing initiatives.

4. Other related duties, as required.

IV. Impact of Results

Ultimately the work in the areas mentioned in section III will have the long-term impact of supporting UNDP country offices in delivering better policy advice and programming to their partners in the area of government performance, specifically by improving public service delivery and strengthening democratic governance. Failure to provide the cutting-edge knowledge and well-grounded policy advice to COs in inclusive participation and responsive institutions seriously diminishes UNDP's credibility among national partners and donors. Electoral assistance, in particular, is a high-profile area of support for the United Nations and one in which high performance and impartiality are critically important for the UN's credibility and for the peaceful conduct of elections in Member States.

V. Competencies

- Project management skills. The candidate must have demonstrated experience in managing large and complex projects (regardless of the focus area), liaising with donors, and knowledge of financial and operational management policies and procedures within UNDP.
- Knowledge and expertise in democratic governance, electoral assistance and/or democratization and in particular in strengthening inclusive participation. The candidate should have some experience in working with counterparts in government, electoral management bodies, civil society, political parties, the private sector, academia, and/or the donor community.
- Strong communication and interpersonal skills, ability to foster networks and partnerships, and good working knowledge of information and computer technology. While representing UNDP views, the candidate should also be able to provide coordination among the UN family of agencies.

VI. Recruitment Qualifications

| | |
|-------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Education: | Advanced University Degree in relevant social / political sciences, law or related discipline. |
| Experience: | <ul style="list-style-type: none"> • Minimum ten years specialized experience in international context in development, with a preferred emphasis in democratic governance. Specialized expertise in electoral assistance a plus. • Extensive practical experience in designing, managing, and monitoring projects in developing countries, preferably with |

| | |
|------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | <p>UNDP.</p> <ul style="list-style-type: none"> • Some technical knowledge of the field of electoral assistance, as well as a general knowledge of cross-cutting democratic governance issues that are often addressed through electoral cycle or deepening democracy programmes. • Strong background in financial and human resource management, as well as donor coordination and resource mobilization and management. |
| Language Requirements: | <ul style="list-style-type: none"> • Fluency in English, with good working knowledge of French and Spanish (fluency in one with basic knowledge of the other will be considered sufficient; fluency in both an asset). |

| | | |
|-------------------------------------------------|-----------|------|
| VII. Signatures- Post Description Certification | | |
| Incumbent (if applicable) | | |
| Name | Signature | Date |
| Supervisor | | |
| Name / Title | Signature | Date |
| Chief Division/Section | | |
| Name / Title | Signature | Date |