PROGRAMME EVALUATION

**UNITED NATIONS DEVELOPMENT PROGRAMME
ELECTION 2004 SUPPORT PROGRAMME**

FINAL REPORT

Sue Nelson, International Consultant
Lia Juliani, National Consultant

Jakarta, 30 October 2004

TABLE OF CONTENTS

7. Programme Document INS/03/A11 Organigram
8. Election 2004 Support Project Organigram
9. Programme Staff
10. Programme Budget
11. Intended Outputs vs. Actual Results
12. Programme Training Matrix
13. Training Costs
14. CSO Grantees for Voter Education
15. Election Information
16. Electoral Calendar

ABBREVIATIONS

AEC	Australian Election Commission
AusAID	Australian Agency for International Development
CEIA	Center for East Indonesian Affairs
CETRO	Centre for Electoral Reform
CIDA	Canadian International Development Agency
CSO	Civil Society Organization
CTA	Chief Technical Adviser
DPD	Regional Parliament (*Dewan Perwakilan Daerah)*
DPR	National Parliament (*Dewan Perwakilan Rabyat*)
EU	European Union
GoI	Government of Indonesia
IFES	International Foundation for Electoral Systems
INSIDE	Indonesian Society for Democracy and People's Empowerment
IO	International Observers
IORC	International Observer Resource Centre
IT	Information Technology
JAMPPI	Indonesian People's Network of Election Observers (*Jaringan Masyaraka Pemantau Pemilu Indonesia)*
JICA	Japan International Cooperation Agency
JPPR	People's Observers and Voter Education Network *Jaringan Pendidikan Pemilih Rakyat*
KIPP	Independent Election Observer Committee (*Komite Independen Pemantau Pemilu)*
KPPS	Voting Station Officials (*Kelompok Penyelenggara Pemungutan Suara*)
KPU	National Election Commission of Indonesia (*Komisi Pemilihan Umum*)
KPUD	Provincial Elections Commission
LAN	Local Area Network
MOU	Memorandum of Understanding
NDI	National Democratic Institute
NGO	Non Governmental Organization
PAC	Project Appraisal Committee
PANWAS	Election Supervisory Committee (*Panitia Pengawas Pemilihan)*
PERFIKI	Indonesian Mobile Film Cinema Company (*Persatuan Perusahan Pertunjukan Film Keliling Indonesia)*
PPK	Sub-District Election Committee (*Panitia Pemungutan Suara)*
PPS	Kelurahan/Village Election Committee (*Panitia Pemungutan Pemlihan)*
PSA	Public Service Announcement
RT	Neighborhood Community Association (*Rukun Tetangga)*
RW	Citizens Community Association (*Rukun Warga)*
TA	Technical Assistance
TAF	The Asia Foundation
TNP	National Tally Center (*Tabulasi Nasional Pemilu*)
UNDP	United Nations Development Programme
UNV	United Nations Volunteers
USAID	United States Agency for International Development
VE	Voter Education
VI	Voter Information
WAN	Wide Area Network

1. EXECUTIVE SUMMARY

The Programme Evaluation found that the UNDP Election 2004 Support Programme provided significant support to the consolidation of Indonesia's democratic transition through its assistance to the 2004 electoral process. Three elections were administered by the newly formed independent General Elections Commission (*Komisi Pemilihan Umum* or KPU) that were on schedule, credible, and resulted in the peaceful transition of power from one democratically elected government to another.

These elections were not easy. They were administered by a new electoral management body, under a new electoral system across an archipelago of 17,000 islands with more than 2,000 individual elections and almost a billion ballots. Five million pollworkers needed to be trained and more than 150 million voters educated on the new system and the mechanics of voting. According to the European Union Election Observation Mission, the KPU was given an "almost impossible task"[1] but it still managed to hold credible and accurate legislative elections in April (albeit with many logistical and administrative problems) and two presidential rounds in July and September.

The assistance provided by the international community helped ensure:
- a better trained electoral administration and staff including the KPU, electoral supervisory body (PANWAS) and pollworkers;
- a better informed public on the new electoral system and voting procedures; and
- a smoother and more transparent administration of the electoral process.

The UNDP Elections 2004 Support Programme started in June 2003 and provided support for all three elections. The Evaluation found the Programme was well designed, managed and implemented and met most of its immediate objectives in areas where assistance was provided. A few activities foreseen in the original *Programme Document* were not undertaken, primarily in the IT sector, at KPU request. As the elections were successfully concluded, the Programme met its strategic objective. However, the program design included a sizeable element of capacity building which was only partially achieved.

The Evaluation found that the Trust Fund expenditure for activities favored voter information/education followed by training for the KPU and PANWAS.[2] Some of this allocation was a result of donors earmarking their contributions. All of these activities contributed to the successful electoral process.

---
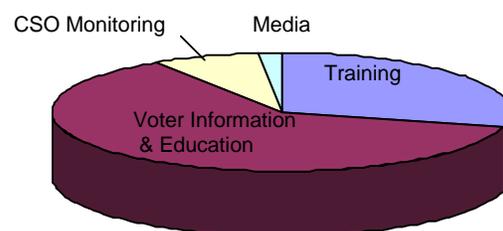
[1] EU Observation Mission interview 7 October 2004

[2] *UNDP Summary of Financial Status, Total Expenditures and Commitments as of 15 October 2004.* CSO monitoring is domestic observation. Media includes support for the Media and National Tally Centres.

Several innovative approaches were taken by the Programme, some of which could prove useful in other countries. One was the depth of use of the private sector for services which provided timely and quality products and the extra value added from professional expertise. Another was the KPU's use of CSO networks for grassroot outreach for official voter information. Yet another was an entertaining video used for training that was aired on television to reach the 5 millions pollworkers. This video also reached millions of voters, serving effectively as an integrity mechanism as well as a voter information and pollworker training tool.

Technical assistance for the KPU was geared towards the implementation of Programme-funded activities rather than strategic planning and improving election administration management. For CSO grantees, technical assistance was provided to help them meet their reporting requirements (especially financial) but not for content. The Programme monitored its activities; especially for voter education where two UNVs were specifically assigned. The voter information and education campaigns were successful as evidenced in the turnout rates and relatively small percentage of spoiled ballots for such a complex election. Training also showed positive results. The number of irregularities noted by observers for polling and the count decreased for each election, and the PANWAS was able to handle a record number of cases.

Domestic observation groups funded by the Programme were successful in fielding polling day observers who reported back using common reporting formats. However, the links between domestic observers and the election supervisory committees (as well as with international observers) remain weak and require further strengthening. The declining numbers of domestic observers for each election was a direct result of reduced donor funding-- much of the domestic observation was clearly money-driven.

UNDP coordinated donors at the request of the Government of Indonesia (GoI). This was done from the policy through implementation levels and was perceived as a valued service by the Government, donors and implementing partners. Twelve donors, including UNDP, provided $34 million through the Trust Fund and three donors provided $51.4 million bilaterally. UNDP adopted a neutral and collaborative approach towards donor coordination which was effective at resolving issues and building trust among participants and stakeholders.

The coordination mechanisms put into place, especially at the implementation levels, helped ensure close coordination of certain aspects of donor programs, especially those related to assistance to the KPU. A key example was the pollworker training program that merged the AEC (AusAID), IFES (USAID) and UNDP assistance into one integrated program. Another was voter education and domestic monitoring where donors shared proposals and avoided duplication of efforts and funding. This integrated and mutually supporting nature of donor-funded projects makes it difficult to attribute results to a specific program or donor.

The implementing mechanisms put into place to manage activities and disburse the Trust Fund appear to have worked well but for a few exceptions. One was the length of time required for UNDP contracting and disbursements (contrasted against the tight deadlines of the electoral calendar). Another was the EU-funded voter education program which earmarked funds for four CSOs that created the C-VICI consortium. This did not fit into the open competition process adopted by the Programme and required a separate programme document and implementing arrangement.

Conclusions. The 2004 elections in Indonesia were a consolidation of the democratic electoral process that started with the elections in 1999. They were implemented by a new, independent KPU that, despite its inexperience and new electoral system, was able to hold credible elections

which 96% of the population thought were well organized and where 90% accepted the results.[3] The KPU also emerged with its credibility intact, with more than 80% of the population seeing it as honest, fair and transparent.[4] Donors helped support this process through their assistance programs, but the elections were an Indonesian undertaking and success.

The Programme was based on a strategy of targeting assistance to strategic technical interventions in support of longer-term development objectives. This was appropriate and is a best practice that could be replicated for other second generation democratic elections. Keeping to this strategy during implementation, though, can be difficult especially when there are immediate needs that have to be met for upcoming elections.

The strategy is still relevant today and should continue as the foundation for any future assistance programs. There is an immediate need to consolidate the institutional gains made over the past two years and to support the KPU structure during the upcoming local elections-- which will be key elements in consolidating the democratic processes underway in Indonesia.

The Evaluation recommends:

- Continued assistance to the KPU and its subnational components for their institutional strengthening and work on the upcoming local elections. Assistance should be within the context of a well-designed programme with specific goals and strategically focused. It should favor knowledge transfer and capacity building over financing activities (such as training) which should be the responsibility of Government.

- Continued support to increase the level of voter knowledge through longer term civic education programs and to credible advocacy CSOs for post-election monitoring of the newly elected government and officials.

- An in depth assessment of domestic observation be carried out before any further assistance is planned.

2. INTRODUCTION

2.1 Background

The 1999 elections started a process of fundamental change within Indonesia's electoral and political institutions and practices. The Constitution was amended to include a two-round direct election for the president and vice-president as well as to establish a second regionally based elected chamber (*Dewan Perwakilan Daerah* or *DPD*). Other electoral reforms included a restricted open list proportional system for the National Parliament (*Dewan Perwakilan Rabyat* or DPR), regional parliaments at the provincial and city/district (*kabupaten/kota)* levels and smaller multi-member electoral districts.

The 1999 elections, the first democratic elections in 45 years, received substantial international assistance. $60 million of the $90 million in international support was directly managed by UNDP.[5] UNDP assistance focused primarily on support for electoral management, voter

---

[3] IFES Survey for the first and second round presidential elections, August and October 2004 respectively.
[4] IFES Surveys. Of respondents who knew of the KPU. This % remained constant through most of the process.
[5] UNDP, *Election 2004 Support Programme* Project Document, Final Version, July 2003 p 4

education by civil society organizations (CSOs) and national election observation. After the elections, UNDP continued to provide support through its *General Election Commission Technical Support Project* (INS/01/034). This project was designed to support the reform process and provided preparatory support and pre-financing for activities related to the 2004 elections.[6]

2.2 2004 Electoral Process

The 2004 elections were the first held under the new electoral system. As in 1999, the KPU was responsible for electoral administration. However, the reforms created a new independent KPU with 11 members appointed in April 2001 for a five year term. These members were assisted by a secretariat of about 500 civil servants[7] seconded from various Government ministries including the Ministry of Home Affairs. The KPU is now a permanent structure at the national, provincial and regency/city levels. At the provincial levels (KPUD) there were approximately 1,000 members and staff and about 12,000 at the regency/city level. For the elections, temporary bodies were created at the sub-district and village levels with approximately 5.7 million election committee and polling station staff.

Three elections were held in 2004:
- National, provincial and regency/city legislative elections held on April 5, 2004
- First round presidential elections held on July 5, 2004
- Second round presidential elections held on September 20, 2004

The elections were a large administrative and logistical undertaking with polling spread across more than 17,000 islands, 585,000 polling stations and about 150 million voters (Annex 17). Administrating the legislative elections was complicated and required redistricting before the 24 contesting political parties and 448,705 candidates could register. During the legislative elections, there were 2,057 separate elections (DPR, the Provincial DPRD, and Regency/City DPRD and DPD) for 15,276 representatives that required the printing, distribution and retrieval of more than 600 million ballots. [8] More than 4 million polling staff and 1 million security officers needed to be recruited and trained (Table I). Voters had to mark four different ballots some of which were larger than the voting compartments.[9]

Table I: Number of KPU Personnel

Entity	Level	April	July	September	Personnel
		Elections			
KPU	National	1	1	1	+ 500
KPUD Provinsi	Provincial	32	32	32	+ 1,500
KPUD Kabupaten/Kota	District/City	440	440	440	+ 8,800
Panitia Pemilihan Kecamatan (PPK)	Sub-district	5,110	5,109	5,108	+ 15,000
Panitia Pemungutan Suara (PPS)	Village	---	71,057	70,669	+ 210,000
Kelompok Panitia Pemungutan Suara (KPPS)	Community	585,218	574,945	567,717	+ 5,000,000
	Voter	147,310,885	155,048,803	153,317,615	

Based on KPU Decree No. 16, 39 and 50 Year 2004

The presidential election was easier to administer primarily because it only involved one ballot for one office with five pairs of candidates and a run-off with the top two pairs.

---

[6] This Project and its connection with the 2004 Programme is discussed in Section 7.

[7] According to the KPU. Programme experts cited 350 staff.

[8] Statistical information from UNDP Project Documents and international observer reports.

[9] Size of ballot papers ranged from 40 cm x 65 cm to 66 cm to 80.5 cm according to the number of candidates in the electoral district. *KPU Decree Number 03 of 2004*

Electoral complaints were handled through a system of Election Supervisory Committees (PANWAS) formed by the KPU. The PANWAS was a temporary body with offices, members and staff at the national, provincial, regency/city and sub-district levels. It processed complaints, investigated and resolved noncriminal disputes. Election administrative cases were referred to the KPU for resolution while criminal offenses were referred to the District Courts. Disputes of election results were handled by the Constitutional Court.

Starting in Year 2000, the GoI allocated $638 million for the legislative and presidential elections. $607 has been disbursed to date.[10] This included costs for the PANWAS. International donors contributed about $85 million for the 2004 elections, with $34 million of that administered through the UNDP Trust Fund.[11]

2.3 UNDP Election 2004 Support Programme

UNDP designed its Support to Indonesia Elections 2004 Programme (INS/03/A11) after a 2002 Government of Indonesia (GoI) request to UNDP to coordinate international assistance for the 2004 elections. A UN Needs Assessment Mission in late 2002 reaffirmed the need for continued international support and recommended a positive response to the Government request. A Memorandum of Understanding (MOU) between the GoI and UNDP was signed on 25 April 2003 whereby UNDP agreed to:

- Coordinate all foreign technical assistance to the electoral process and help mobilize resources for election assistance;
- Provide support to electoral management, focusing on capacity building within the national, provincial and district election commissions, including support for the establishment of adequate processes and systems, and secure good quality equipment and materials; and
- Provide support to the KPU for implementing voter education and information programs.

A UNDP Programme Formulation Mission identified specific activities for UNDP assistance within the context of the KPU's Strategic Plan for 2002-2005 and drafted the Programme Document. A Letter of Agreement was signed between the KPU and UNDP on 8 May 2003 that stipulated that UNDP would provide the following support services for the Programme activities:

- Identification and/or recruitment of project personnel and technical expertise;
- Procurement of services of contractors to undertake agreed activities;
- Procurement of goods relating to agreed activities; and
- Disbursement of other expenditures associated with project-related activities.

The Programme Document was signed in June 2003 with an end date of 31 December 2004.

The Programme's purpose was "*to contribute to the consolidation of good governance and democratic practices in Indonesia by providing effective strategic support to the 2004 elections processes with the aim of promoting sustainable and effective institutional capacity within relevant national institutions to achieve recurring free and fair elections.*"[12]

Activities were to focus on four main areas:

---

[10] Per UNDP Programme: $254m was allocated for 2003 and $252m was disbursed (included ballot boxes and polling materials). $413m was allocated for 2004 and $353.7m disbursed to date.
[11] Bilateral donors were Australia: $2.9 million; Japan: $23 million; and USAID: $25.5 million. (Programme information).
[12] UNDP, *Election 2004 Support Programme* Project Document, Final Version, June 2003 cover page

- Technical support to the national and sub-national KPU to assist with the management and implementation of the elections as well as to help with the establishment of sustainable, effective and efficient internal processes.
- Support the KPU in conducting voter information and education campaigns.
- Support to KPU-accredited civil society organizations to monitor the electoral process.
- Support for the coordination and management of international resources for the electoral process, including the facilitation of international observers if asked.

Two additional activities funded by the European Union (EU) were added through separate agreements:
- Project to Support the Training Programme of the Supervisory Committee for General Elections (PANWAS), INS/03/A14. October 2003 through December 2004.
- Project to Inform Voters through the Voters Information Campaign in Indonesia (VICI) Consortium, INS/03/A15. October 2003 through August 2004.

The Election 2004 Support Programme was executed by the Coordinating Ministry for Economic Affairs. The implementing partner for INS/03/A11 was the KPU which was expected to sub-contract service providers and CSOs to carry out specific activities. Actual contracting was done by UNDP according to the terms in the Letter of Agreement as noted above. CSO proposals for funding were to be approved by Project Appraisal Committees (PAC)-- one for voter education chaired by the KPU and one for monitoring chaired by the Partnership for Governance Reform (an Indonesian program funded with the remainder of UNDP's 1999 Elections Trust Fund).   A core team of two was sourced by UNDP to assist with the overall coordination and management of this assistance.   The implementing partner for INS/03/A14 was the PANWAS and a consortium of CSOs (C-VICI) for INS/03/A15.

A large part of the elections support programme was designed to provide a channel for donor funding and to ensure coordinated international support. A UNDP Trust Fund was created and received $34 million in contributions as detailed in Table II.

Table II. UNDP Election 2004 Support Trust Fund[13]

Donor	Total Contribution	Agreement Signed
Australia	AU$ 8,000,000	15 September 2003
	AU$ 1,000,000	03 June 2004
Canada	CA$ 5,000,000	01 December 2003
European Union	€ 7,000,000	25 February 2004
Finland	€ 100,000	22 December 2003
Netherlands	US$ 2,074,000	12 November 2003
	US$ 4,443,355	22 April 2004
	US$ 1,666,667	02 September 2004
New Zealand	NZ$ 150,000	15 December 2003
	NZ$ 500,000	19 March 2004
Norway	NOK 3,500,000	15 December 2003
Republic of Korea	US$ 50,000	In kind contribution
Sweden	SEK 7,766,990	26 September 2003
	SEK 8,000,000	22 February 2004
Switzerland	US$ 50,000	22 April 2004
United Kingdom	£ 1,000,000	21 August 2003
	£ 500,000	03 March 2004
UNDP	US$1,217,000	18 November 2003
TOTAL	**US$ 33,801,127**	

---

[13] *GoI/KPU/UNDP Elections Support Programme (Donors),* 6 October 2004

2.4 Evaluation

The Evaluation of the Election 2004 Support Programme was undertaken in October 2004. It was an independent evaluation done by a team of two consultants-- one international elections assistance expert who served as team leader and one national expert with extensive development experience. It also benefited from research undertaken by its interpreter, Widya Sutiyo. The Programme Evaluation was done concurrently with the evaluation of the EU-funded components of the project. The EU team produced a separate report on the EU-funded activities but both teams shared information and provided joint preliminary findings to the UNDP, GoI and donors at the end of the field work (Annex 6).

The terms of reference for the general Evaluation are in Annex 1. The evaluation methodology is detailed in Annex 2. It included a review of documents (Annex 4), interviews with project staff, partners and stakeholders (Annex 3), field visits (Annex 5) and an analysis of project inputs, outputs and activities. The Evaluation Report is structured according to the immediate objectives as listed in the *Programme Documents*.

3. IMMEDIATE OBJECTIVE ONE: SUPPORT TO ELECTORAL MANAGEMENT

3.1 Technical support to KPU management and operations

Planned objectives, activities and outputs.[14] The *objective* was to contribute to the consolidation of KPU's permanent institutional capabilities and capacities in areas critical to the effective and efficient management of the 2004 electoral process. The *intended output* was for the KPU to improve strategic process implementation in areas where technical support was made available. *Indicative activities* were technical assistance (TA) for: 1) institutional planning, project management and execution, and the development of institutional systems; 2) financial management; 3) internal auditing and auditing for campaign financing; 4) operational and logistical planning and procurement of electoral materials; and 5) monitoring and evaluation to develop improved institutional management practices.

This was to be done with one international Election Financial/ Planning/ Budget/ Operations and Logistics Advisor for 6 months with the help of two local staff (one finance and one procurement) for 12 months each.

Findings. Technical assistance provided by the Programme was targeted more toward the implementation of specific activities (training and voter education) than on improving strategic planning, management or developing internal systems within the KPU. The KPU apparently did not want this type of assistance, reportedly because it was new and did not realize the enormity of its task when starting out.

The Programme originally intended for a KPU Programme Manager to provide management support to the KPU for its day-to-day implementation of programme activities and for an Electoral Adviser/Programme Coordinator to manage the Programme and all activities (Annex 7). However, the Elections Adviser worked out of the UNDP Governance Office and was not part of the day-to-day operations or management of the Programme. He continued to participate in PAC

---

[14] Intended objectives, outputs, indicative activities and planned inputs are taken directly from the INS/03/A11 *Programme Document, Section 8 and Annex A,* except for C-VICI objectives which were taken from the INS/03/A15 *Programme Document* and PANWAS objectives taken from INS/A/03/14.

and policy-level coordination meetings. The KPU Programme Manager became the Programme Adviser filling the role of Programme Coordinator in addition to her responsibilities at the KPU. This changed the management and TA structure of the Programme as shown in Annex 8.[15]

The KPU Programme Manager/Programme Adviser initially worked in a KPU annex but space considerations, and the fact that she had to manage the overall Programme team (most of which were located elsewhere), resulted in her working off-site.[16] The KPU Programme Manager/Programme Adviser started work early in 2003 and developed a close working relationship with the KPU members and secretariat. She carried this close relationship with her to the off-site office. She provided timely programmatic and strategic advice on topical issues and upon KPU request. Two local staff (one procurement and one administration advisor) were also provided to the KPU for 4 months each.

The International Foundation for Electoral Services (IFES), funded by USAID, provided the equivalent of a Chief Technical Adviser (CTA) to the KPU. He was a retired Chief Electoral Officer who remained on-site in the KPU annex through 2002 - 2004. Japan provided 17 long term experts to the KPU stationed in the KPU and in 8 provincial KPUDs who worked on election day logistics and operations. In particular, the KPU Programme Manager/Programme Adviser and the IFES CTA worked closely together, developing common assistance strategies and sharing information.

There were two *success indicators*[17] for this activity. One was the execution of sound KPU management practices in key areas and the other was for the improved practices to remain in place after the end of the Programme. In general, these objectives were achieved for specific activities as discussed in the following sections, but it is early to determine their longevity. From discussions with the KPUDs, it was evident that there is still a need for better planning (strategic and operational) and for the development of efficient management and institutional systems at the national and subnational levels.

Recommendations. This activity area should be a focus of future assistance, especially in the near and medium-term as the KPU and its Secretariat work to institutionalize the lessons learned from administering the 2004 elections. There is significant value added to working directly in the offices being assisted and this should be an integral part of future technical assistance.

3.2 Technical Assistance to KPU for Information Technology

Planned objectives, activities and outputs. The *objective* was to contribute to the establishment of adequate information and communication systems within the KPU institutional structure to serve the needs of the electorate and election stakeholders in a timely and accurate manner. The *intended outputs* were**:** 1) effective Local Area (LAN) and Wide Area (WAN) networks operational for the administration of the 2004 elections; and 2) improved flow of information among the various KPU Offices at central and regional levels for more effective administrative practices. *Indicative activities* were TA to the KPU on; 1) information management; 2) installation of information systems and communications technology and support to WAN design and procurement; 3) database and software design; 4) procurement of IT services and equipment; and 4) evaluation of installed systems.

---

[15] The Programme management structure is an issue discussed in more depth in Section 7.

[16] Training and media experts remained at the KPU.

[17] Success indicators are those used in the *Programme Documents* for INS/03/A11, INS/03/A14 and INS/03/A15.

This was to be done with two international staff (one Database, Applications and Information Management Advisor for 12 months and one Network Communications Advisor for six months). They would be supported by three national staff (Information Management Advisor, Network Administration Advisor, and Software and Database Advisor) for a period of 12 months each.

Findings. At the KPU's request, Programme assistance for IT was limited to support to the electronic results transmission. Financial support was provided to establish an IT team and for preparation of the software for IT interface with the National Tally Center (*Tabulasi Nasional Pemilu* or TNP). Approximately $860,000 was spent on this activity.[18] The Australian Elections Commission (AEC) also provided training in Australia and follow up support to the IT team.

Because UNDP activities were limited to assisting the TNP, the first *success indicator* (timely and accurate data and information is available to KPU members at central and regional levels for more effective administration practices) was not relevant, although the Evaluation found that this is still a need. The second *success indicator* (timely and reliable preliminary and final election results can be made available to the public, political parties and other stakeholders) was met as timely and accurate results were transmitted electronically for all three elections. More than 60 million votes were tabulated in 24 hours rather than taking weeks in the manual count.[19] This was a significant accomplishment and directly contributed to the credibility of the elections.

3.3 Information for Media and Observers and Media Monitoring

Planned objectives, activities and outputs. The *objective* was to support the KPU's institutional efforts to uphold the integrity of the electoral process through a transparent organization of the elections and to maintain a professional relationship with national and international media, political parties and the general public. The *intended outputs* were: 1) comprehensive, accurate and timely information on the electoral process available to the media and to election monitors; and 2) the KPU established necessary facilities to adequately monitor media coverage of the electoral process. *Indicative activities* were support to the KPU for: 1) national/sub-national coordination meetings on outreach; 2) development of a Press Office in the Public Information Office; 3) linking and informing international and national observers; 4) establishing a KPU Elections Results Process Centre; 5) timely dissemination of information; 6) evaluation; 7) TA to the KPU to develop materials to improve election reporting and guidelines for political parties; and 8) TA and financial support to establish a Media Monitoring Unit.

This was to be done with two international staff (Media Specialist for 12 months and Media Monitoring Advisor for 3 two-month periods); three national staff (CSO Liaison Advisor, Political Party Liaison Advisor and Media Liaison Advisor for 12 months each); and 10 part time Media Monitors for 12 months. Media monitoring equipment was also to be provided.

Findings. Much of this activity was contracted through a competitive bidding process to private firms. Only one local staff Media Adviser was hired for a period of 11 months. Approximately $1.9 million was spent on this activity.[20] The public relations firm Bamboedoea monitored the press and provided recommendations to the KPU for response; developed the KPU's intranet which has a static database of all election-related decrees and electoral-related information; ran a call center for electoral information; created a Media Centre and trained KPU Press Office staff to

---

[18] UNDP, *Financial Report,* 30 September 2004
[19] AEC, 18 October 2004 telcom.
[20] *Update from National Program Director,* 15 October 2004

take over Centre operations. It also worked to encourage a better and more balanced press coverage of the elections-- holding contests for best articles and photos and taking journalists out to the regions to see preparations.

The Media Centre was in place within the Public Information Office by the end of September 2003 and was used frequently by the KPU. More than 71% of the news coverage on the KPU was a result of the Media Centre's products or organized events.[21] This helped contribute to the transparency of the electoral process and to the credibility of the KPU as shown in survey data-- more than 83% believe the KPU was transparent, fair, honest and independent.[22]

Media monitoring also showed an increase in neutral and positive coverage of the election news over the process (Table III)[23] which is probably directly attributable to these Programme-supported activities. There was a spike in positive media coverage in October 2003. This appears to correspond with the formal launch of the KPU voter information media campaign by President Megawati. The voter information campaign was supported by the Programme and is discussed in Section 4.1.

Table III. Media Coverage of Electoral Process
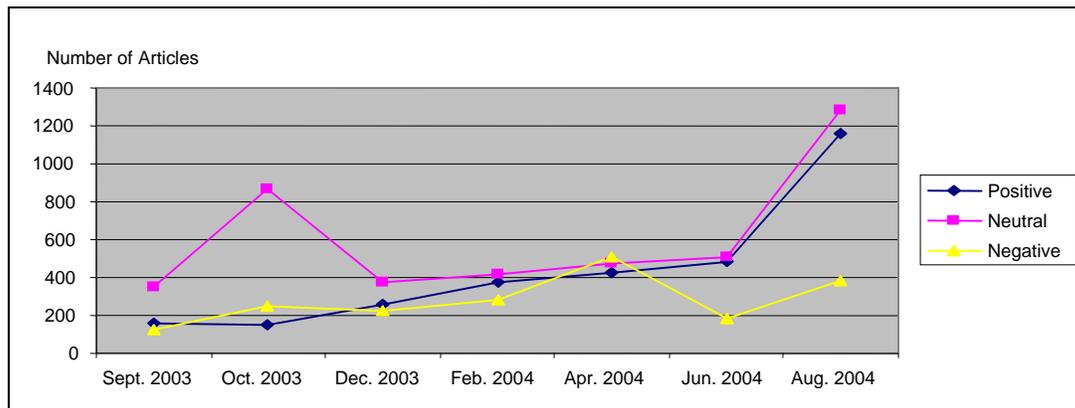
The contract with Bamboedoea included training Public Relations staff to manage the Centre and to turn the Centre over to KPU management by the end of October 2004. This was underway during the Evaluation and this result directly contributes to the Programme's development objective of sustainable institutional capacity building.

A private firm was contracted to manage the National Tally Center which provided timely and accurate preliminary results for each election (Section 3.2). This Center was used by journalists, political parties, CSOs and election observers. It was perceived by the media as neutral as evidenced in the tone of press coverage. For the print media, 86% of the articles on the TNP as a source of news were neutral (with 2.5% positive and 11.5% negative) and 54% of the broadcast media coverage was positive (with 28% neutral and 22% negative).[24] The availability of timely preliminary results and information served as a source of stability, stopping rumors and enhanced the transparency and credibility of the process and its results. IFES also provided assistance to the Center and worked closely with the UNDP Programme.

---

[21] Data from Media Center 2004 power point presentation.
[22] IFES, *Survey Results, Wave XIII, 19 October 2004*
[23] Bamboedoea, October 2004
[24] AAJ Komunika, *Project Report,* p. 6

The *success indicators* for this activity were met: the Public Information Office and TNP became the focal points to obtain credible election results; and the Public Information Office provided regular updates on the development of the election process and maintained effective channels of information to the public, political parties and observers. The press office was used less by international observers who tended to rely more on the information sharing provided through the International Observation Resource Centre (IORC) funded by the Programme (Section 6.2). Linkages between national and international observers are also discussed in Section 6.2.

Recommendations. Several areas emerged during the Evaluation where UNDP could provide useful follow-up. One was the need to link the external KPU internet site (managed by IFES) with the intranet site. This would enable provincial KPUs and others to access the information on the intranet site which is now only available within the national KPU. Another is the need for a KPU spokesperson to be appointed and trained within the Public Information Office so that the KPU has an institutional spokesperson.

3.4 KPU Evaluation

Planned objectives, activities and outputs. The *objective* was to contribute to a sustainable, affordable permanent institution through a constructive evaluation of the election process to consolidate improved institutional processes. The *intended output* was a KPU evaluation of the overall management of the 2004 election processes and review of procedures in coordination with regional staff, election monitors, CSOs and other election stakeholders. The *indicative activities* were to support the KPU to: 1) retrieve qualitative information from field offices and stakeholders; 2) conduct a post-electoral assessment of the 2004 process; and 3) help identify areas that might need further long term assistance.

This was to be done with one international Elections Evaluation Advisor for 3 months and 2 national facilitators for two months.

Findings. The KPU took stock of its performance after the legislative election and made adjustments to its operations and procedures. It is currently planning its post-2004 election assessment and it appears it will be a serious evaluation effort and will meet the *success indicator* of producing its own institutional analysis and modifying procedures. PANWAS, which will be closing down on 20 November 2004 has already started its evaluation.

Recommendations. Evaluation is a key part of ensuring lessons learned are institutionalized within all stakeholders and UNDP should continue to support this process even if is held after the end of the Programme. In particular, the roles of the Members and Secretariat and the level of authority delegated to the Secretariats to administer the elections, as well as the Secretariats' organizational structure and systems should be examined for more efficient electoral operations.

3.5 Training

3.5.1 KPU Training

Planned objectives, activities and outputs. The *objective* was to enhance the KPU's capacity to build up skills of members and staff in the national and sub-national election commissions, members of the Supervisory Committees and temporary election staff (pollworkers). The *intended output* was the establishment of a permanent and functioning Training Unit within the KPU. *Indicative activities* were the provision of technical and other support to: 1) establish a Training Unit; 2) develop a comprehensive training strategy and train members and staff at

national, provincial and regency levels; 3) develop and implement a cascade strategy to train supervisory committee members, non permanent election staff and pollworkers; 4) design and develop training materials and manuals; and 5) monitor training.

This was to be done with 32 international staff (one Training Advisor for 12 months, one Election Management and Regulations Advisor for 6 months and 30 UNV trainers for 6 months) and 72 national staff (two Trainers- Modules and Workshops- for 12 months each and 70 trainers and facilitators for 3 months).

Findings. At the start of the electoral process, training was not a priority for the KPU. There was no budget, no training staff and no training strategy. Nevertheless, training was a critical need as the KPU was a new institution, with inexperienced members and staff, working to administer a new and complex electoral system in the world's largest single day elections. International assistance, both financial and technical, helped to ensure that the KPU had the strategy and means to implement a training program for the 2004 elections (Annex 10).

Training assistance was provided by three organizations- UNDP, the AEC (funded by AUSAID) and IFES (funded by USAID). The training was an integrated program whereby the KPU and all three organizations developed a common training strategy for each election and used common methodologies and training materials. Each organization assisted a specific geographic area to avoid duplication of efforts and funding. The integrated nature of the training program is a best practice although this formula does not always work as well as it did here. The willingness of the individuals and institutions involved to work together was a key factor of its success.

Most training was directed at pollworkers. There was some initial training of provincial KPU members, who then trained their district members in a type of cascade system. This training was well received and the provincial KPUD's interviewed unanimously requested more in-service trainings. Poll worker training was targeted at 15% of the 5 million pollworkers due to time and budget constraints. The remainder was self-trained. The Training Adviser estimates that the costs to train all pollworkers would have been about $20 million. The Programme spent about $5.5 million for this activity (Annex 13). This included one international Training Adviser for 12 months, a local training adviser for 11 months, two training assistants, 3 training videos, 3.6 million quick reference sheets and 3.2 million pollworker manuals and booklets.

Training for the legislative elections used a centralized approach with trainer-of-trainers and a cascade system. This was hard to manage and a decentralized approach was adopted for the presidential elections. KPUDs were provided with financing from the Programme to run their own training programs and provinces with specific problems were targeted for more hands-on technical assistance by the AEC/IFES/UNDP. Accountability for these funds was an issue raised during the interviews, although it was believed to be a problem of supporting documentation for expenditures rather than not having done the activities. This issue should be reviewed in the forthcoming Programme audit.

Monitoring training was difficult with the limited human resources available on both the KPU and Programme side. However, feedback from observers and other technical experts was used to improve training procedures and materials. For example, observers noted that some KPUD and lower level officials were hoarding training manuals. They also noted thick manuals were perceived as being hard to read. As a result, the Programme developed a training booklet with individual tear out pages that could be given to pollworkers.

Several innovative training initiatives were undertaken. One was the production of a training video for each election that was aired on TV. This provided a cost-effective means to reach pollworkers, 80% of which said they had seen the video and 65% said they had seen it more than once.[25] As more than 80% of Indonesians receive their news from television[26] it also served as an integrity mechanism, informing the general public on polling day procedures and enabling citizen monitoring. Its use of popular soap opera characters in a sitcom format also helped ensure a large audience share.

One of the key constraints with implementing the training program was the tight timetable, caused by late decrees and final decisions on procedural matters. For example, the poster on election day procedures was revised 18 times because of changes in procedures.[27] This cut into the time available for the printing and distribution of the materials, making it difficult for the Programme to ensure distribution on time-- although most materials arrived in time for training.[28]

The *success indicators* for this activity were met. These were the establishment of a training unit early in the process and its incorporation into the permanent KPU structure; and the design and implementation of a training strategy with adequate manuals and other training devices. In addition, the Programme can be credited with raising the priority of training within the KPU and starting the capacity building process in training at the national and sub national levels. In addition, there were clear indications that training provided by the Programme and its partners improved the performance of the KPU and pollworkers. This is reflected in the quick count information collected by LP3ES for all three elections (Table IV). Although the levels of administrative freeness and fairness at the polling station level remained constant at about 98-99%, the number of irregularities decreased from a high of 47% in the first elections to 29% in the last election.[29]

Table IV. Performance of Pollworkers
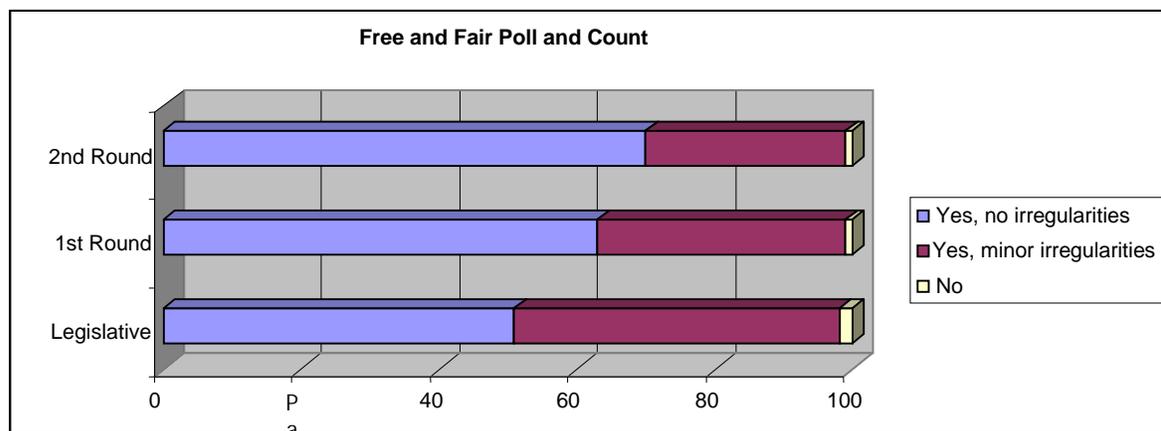
Recommendations. The KPU reliance on donors for training be reduced by further developing its capacity at the national and sub national levels. The establishment of the training subdivision is a start, but it will need resources and a larger staff. KPU budgets for future years should include a line item for training and be funded by the GoI. Donors should complement this

---

[25] Polling Center, *Final Report,* p 122

[26] IFES, *Waves I through IV Tracking Survey.* March 2004

[27] One Comm interview 19 October 2004

[28] For the legislative elections, 91% received the training materials before or during training. Polling Center, *Op Cit,* p. 102

[29] LP3ES, Press Releases dated 12 April 2004, 6 July 2004 and 22 September 2004.

funding by continuing to provide training expertise-- building the capacity of the KPU training units as well as helping them to design training strategies for the next elections. Training should also be seen as something that is not only done just prior to an election, but as a long term process of building professional expertise within the KPU and its secretariats.[30] The independent evaluation of the training contracted by UNDP at the end of the 2004 elections contains useful information for this endeavor.

3.5.2 PANWAS

Planned objectives, activities and outputs. The *objective* was for PANWAS members from national to sub district levels to understand and be able to perform their mandated tasks. The *indicator* was that PANWAS members at all levels completed a training program that detailed their tasks. The *intended outputs* were 1) trained PANWAS members and heads of the secretariats at all three levels; 2) cooperation mechanisms between PANWAS and election monitoring organizations ensured effective monitoring below the sub-district level; 3) PANWAS website established to provide quick and cost-effective ways to provide updated information; and 4) effective monitoring, evaluation and financial administration in place to ensure accountability and transparency in use of funds. This was originally conceived as a subactivity of the KPU training. A separate programme document, INS/03/A14, added EU funding for PANWAS assistance.

Findings. The Programme implemented a training program for over 23,000 PANWAS members and staff at all levels early in the process. This enabled PANWAS to perform its job more effectively and efficiently. A participatory approach for training was used which recipients perceived as being of good quality and easy to understand. A strategy of teaming professional trainers with PANWAS members was used which also appears to have provided a good blend of training and electoral expertise. Trainings were also undertaken for certain PANWAS on specific issues, such as supervision of the elections in conflict areas. In addition to the UNDP Programme assistance, the Partnership for Governance Reform participated in the design of the training strategies and helped PANWAS with its strategic planning.

The Programme provided one international Training Adviser and one local staff Conflict Resolution Adviser for 9 months each. Approximately $2 million was spent for this activity.[31]

One significant result of the assistance was the number of cases that PANWAS successfully processed. In the 1999 elections, only 4 cases went to court. In the 2004 elections, more than 900 cases were sent to district courts, with more than 600 of these already decided.[32] PANWAS also successfully mediated over 1,000 cases, but had little results with the more than 12,000 administrative violation cases referred to the KPU for resolution.[33] One of the main problems that faced this PANWAS was its lack of enforcement authority. It compensated somewhat by effectively using its good relations with the press to publicize problems, but if the PANWAS mechanism is used for future elections, this is an area that needs to be addressed.

---

[30] This is effectively implemented when the Training Officer's position is classified as "functional" (as opposed to "administrative/structural") within the Indonesian Civil Service system, thus allowing the Training Officers to focus on the technical/substance issues and less on administrative issues of training.
[31] UNDP, *Summary of Financial Status as of 15 October 2004*
[32] Partnership for Governance Reform, interview 22 October 2004.
[33] Statistics from the EU Evaluation draft report.

PANWAS launched its website with Programme support in January 2004 and received around 2 million hits during the period of the legislative elections.[34] The website provided specific information on PANWAS and the electoral complaint process as well as provided a mechanism for the public to report violations on line. Surveys showed 89% of respondents thought the PANWAS was effective in supervising the elections and 82% thought it effectively handled disputes. [35]

There was little data available during the Evaluation about the interaction between PANWAS and domestic observation groups. Despite an MOU between the PANWAS and five CSOs[36] signed at the national level, it appeared that interaction was not systematic and depended on the previous relationship between the PANWAS personnel and the CSO person. CSO monitors also did not appear to be adequately trained on their relationship and interactions with an elections supervisory body. This issue is discussed in Section 5.

PANWAS started its internal evaluation process by having each provincial body prepare a bound book of its experiences, documents and procedures. They hope this will form the institutional memory for future election supervisory committees as the mandate for this PANWAS ends on 20 November 2004.

Recommendations. Developing constructive relationships between the election supervisory body, the KPU and domestic observers requires support for future elections. Key areas to address include KPU's recognition and timely processing of administrative violation cases, clarification of the enforcement powers of the PANWAS, and clarifying and refining systems for CSO reporting of problems to both the KPU and the election supervisory body.[37]

4. IMMEDIATE OBJECTIVE TWO: SUPPORT TO VOTER EDUCATION AND INFORMATION

The UNDP Elections Programme, in line with the KPU, distinguished Voter Information (VI) from Voter Education (VE). The first focused on providing and supplying elections information (technical, procedural) and the latter on increasing voters' awareness on the importance of being an informed voter in a representational system.

The Programme partnered with CSOs and the private sector in designing the message and formatting elections information, as well as ensuring distribution throughout the country. The information and messages were produced in print (posters, booklets, leaflets, postcards, fact sheets, stickers), audio-visual or electronic (VCDs, cassette tapes, CDs) and non-print (T-shirts, hats cloth banners, folk-drama). Different means of dissemination were employed: direct (face to face interactions, training or traditional art performances) and indirect (radio/TV broadcasts, posters/banners/stickers placed in public areas, and open air traveling "cinema").

Planned program staff for both VI and VE activities included one international Voter Education Project Manger Advisor, one national Project Officer and one Administrative Assistant for 15 months each. An international Voter Education Adviser and two UNV Monitoring Officers were hired for 12 months who worked primarily on the CSO voter education programmes. A local staff Media Adviser for 11 months was hired for the VI Program and a local staff Voter Education

---

[34] UNDP 2004 Election Support Programme, *Report to Donors as of June 2004*
[35] IFES Surveys from August 2004 and October 2004 respectively.
[36] JAMPPI, CETRO, JPPR, Forum Rektor and KIPP
[37] In addition to the PANWAS website mechanism.

Advisor for 11 months was hired for the VE Program. They worked closely with the KPU Member in charge of Voter Information.

The Programme provided:[38]
- $5.5 million for voter information conducted by the KPU
- $6.8 million for the voter education conducted by CSOs working through the KPU
- $2.8 million for the voter education conducted by C-VICI

Each activity is discussed in the sections below, but in general the Evaluation found that program activities, and those of its partners, directly improved voter understanding of the new electoral system and the mechanics of voting. For example, surveys showed only 36% of Indonesians in February 2004 were aware how to cast a valid vote for DPR and DPRDs. By the end of March, this had risen to 90%.[39] Awareness of the new provision in the electoral law that allowed a voter to vote for a candidate as well as a party rose from 13% in December 2003 to 66% by March 2004.[40]

The main difficulty encountered by the implementers of both programs was the tight timeframes between final decisions on electoral regulations/procedures and the electoral event, and between proposal acceptance and the first disbursement of funding. Voter information/education programs were also coordinated with programs funded by other donors. In particular, they were assisted by the voter surveys done by IFES and financially supported by the UNDP Programme. These surveys provided timely feedback on the level of voter knowledge, enabling targeting of messages and evaluation of their impact.

Recommendations. The informational gains made in 2004 should be consolidated and built on in the context of a longer term civic education program. A needs assessment mission should immediately take stock of the informational networks and structures developed during the 2004 elections and the needs for the upcoming local electoral process. Among other things, a structured system for information sharing between subnational KPUs and CSOs is needed.

4.1 KPU Voter Information

Planned objectives, activities and outputs. The *objective* was to contribute to the KPU efforts to inform Indonesians about relevant changes in the new election-related legislation thus encouraging the participation of better-informed voters for the 2004 elections. The *intended output* was that the KPU commits institutional and organizational resources to conduct a nationwide VI campaign to address public information needs on the 2004 elections. The *indicative activities* were to support the KPU to: 1) produce VE and VI source materials within the Public Information Office; 2) prepare and coordination national and regional personnel to assist VE campaigns; 3) build capacity to monitor effectiveness/outcomes of campaigns: 4) develop and implement strategies particularly towards women, first time voters and conflict areas; 5) evaluate VE campaigns; 6) TA and financial support to build KPU capacity to contract, broadcast and distribute VI products and ensure quality control; 7) encourage coordination between the KPU and CSOs implementing VE activities at the national and local levels; and 8) support the overall evaluation of VE campaigns implemented for the 2004 elections.

---

[38] UNDP, *Report from National Programme Director, Summary of Financial Status as of 15 October 2004.*

[39] IFES, *Results from Wave I through IX Tracking Survey, Knowledge of Procedures for 2004 Elections.*

[40] IFES, *Results from Wave I through IV Tracking Survey* and *from Wave I through IX Tracking Survey.*

This was to be done by a national Voter Education Advisor for 12 months and a national CSO Liaison Advisor. Contract costs were expected to include surveys, broadcasting and production.

Findings. The activities were implemented primarily through the contracting of advertising firms done through an open and competitive bidding process.[41] This resulted in professional products delivered on tight timelines with significant value added from the specialized knowledge of the firms.[42] The additional use of CSOs to help with distribution helped increase the outreach of voter information materials by using their grass roots networks.

Fortune had the primary contract. Its focus was to build the credibility of the KPU as well as to inform voters about the new system, institutions and voting procedures, and to encourage a good voter turnout. For the legislative elections, it used a mass media approach as it said it found 90% of voters got their information from television. For the first round presidential elections it found that this had dropped to 47% as voters turned to neighbors and friends for information.[43] As a result, they adapted their approach and designed the message and information products to target neighborhood association (RT/RW)[44] leaders. Such is the informal structure of the community that people often turn to heads of RTs/RWs for advice and assistance.

Bamboedoea Communications, which had the Media Centre contract, also worked on voter information as part of the Centre activities. In addition it was contracted to distribute informational materials through the KPU subnational structure and CSO networks. Forty local CSOs were selected by the Media Center Voter Information PAC and were provided an average of $2,000 to $2,500 to distribute the voter information to their local community partners.[45] This had the added benefit of strengthening their relationships with local communities as well as the institutional strengthening that comes from working with international donor funding.

The *success indicators* for this activity were met. The KPU had an enhanced capacity to diagnose public information needs for the design and development of VI programs and it developed innovative means of information production and distribution. The post-electoral period also showed that voters were confident that their collective choices were reflected accurately in the results, with survey data showing an 86% acceptance rate for the legislative election results increasing to 97% by for the presidential second round.[46]

The companies expressed pride at being selected to participate in these "historic" elections and had willingly gone beyond the deliverables in their contracts-- some made possible through cost savings from obtaining discounted rates (20 - 50%) from media where election PSAs were placed. Savings were used to produce more materials and place more ads. In the case of Fortune, it is archiving the VI campaign and producing 1,000 copies for future KPU training purposes.

Recommendations. The continued use of professional and accountable private sector firms for voter information campaigns as well as the continued use of surveys to determine informational needs and to target messages. The KPU and donors should also optimize the use of local CSOs to

---

[41] 76 firms bid for the voter information contract, including large international firms.
[42] This is also true for the pollworker training videos contracted with One Comm.
[43] Fortune interview 19 October 2004
[44] RT (*Rukun Tetangga* or Neighborhood Association): an informal community unit comprising up to 100 households; RW (*Rukun Warga* or Citizens Association: an informal community association unit comprising up to 20 RTs.
[45] Bamboedoea interview 20 October 2004
[46] IFES, *Survey Results, Wave X, Evaluation of April 5 Results* and *Wave XIII, October 2004* respectively.

directly carry out informational efforts to reach remote and isolated areas, but at the same time ensuring accountability mechanisms are in place.

4.2 CSO Voter Education Implemented through the KPU

Planned objectives, activities and outputs. The *objective* was to support CSOs in conducting VE and VI campaigns to encourage the participation of better-informed voters for the 2004 elections. The *intended output* was CSOs contribute to voter education campaigns developed for the 2004 elections. The *indicative activities* were support to: 1) CSOs to coordinate with KPU for accuracy in production of materials and messages; 2) capacity building of CSOs to monitor and evaluation their campaigns; 3) create a Project Appraisal Committee (PAC) to develop and publish selection criteria for grantees; and 4) monitor grantee implementation.

This was to be done by international UNV Capacity Building Advisers (number and timeframe unspecified) and a national Voter Education Advisor for 12 months.

Findings. This activity was implemented by CSOs which were selected through a competitive bidding process for both the legislative and presidential elections. The Programme maintained a databank of over 700 proposals received between September 2001 and September 2003. In addition, it received over 390 proposals between the end of September 2003 and March 2004. From this a total of forty CSOs were selected by a Voter Education Project Appraisal Committee.

The Programme exercised due diligence in the management of this activity. As an example, the selection of CSOs included a check on CSO reputations as well as the review of proposals. Information on UNDP support was also advertised in newspapers. This process resulted in the selection of CSO's that implemented credible voter education programs. although with varying degrees of efficacy. The Programme used two UNVs to monitor implementation and financial reporting. This was supplemented by two other Programme staff in the period between the legislative and presidential elections. Their monitoring directly resulted in the termination of two CSO contracts for financial improprieties.

The Programme provided some degree of technical assistance to CSOs, primarily focused on reporting. This increased the CSO's familiarity with international donor requirements and strengthened their ability to produce the financial and administrative reports required by the Programme. However, CSOs were not assisted with the substance of their programs although materials were screened for accuracy. CSOs were encouraged to work closely with local KPUDs in the implementation of their activities. In some cases, this worked well, depending on the willingness of both to cooperate. This enabled mutual strengthening of KPUD/CSO voter information strategies at the local level and served as another check on CSO VE activities and materials.

Most voter education materials were based on election laws and regulations. There were several innovative ideas in CSO adaptation of materials and messages to suit local conditions. One was the resurrection of an out-of-use common language to get groups together and to ensure peaceful voter education activities in conflict areas.

Donor support to CSO voter education was closely coordinated, especially in the lead up to the legislative elections. This eliminated double funding, ensured better geographical coverage and included a concerted effort to address issues such as the need for a nonviolent election and the participation of women and first time voters. It is a best practice that should be replicated in other elections. UNDP used a standard cost system for the evaluation of proposed budgets. While this

is a good management practice, there are some variations in price that are beyond the control of CSOs. These variations, caused by issues such as seasonal factors and levels of access to transportation, were understood by UNDP Indonesia. However, as all grants over $30,000 had to be reviewed by UNDP/NY, they questioned the change/range of costs for some grantees.

The cost of voter education in a vast country such as Indonesia is wide ranging. On one end of the spectrum, Radio 68H (an independent community radio based in Jakarta with a partner/network of over 1,200 local radio stations throughout Indonesia) received a Rp 2.5 billion ($280,000) grant from the Programme for the presidential elections and reached up to 80% of the total population of Indonesia.[47] This provides a rough cost of Rp. 15 per listener or Rp. 20 per voter ($0.002). On the other end of the spectrum, CEPEDES received approximately Rp 1.3 billion to reach some 170,000 persons in face-to-face efforts at an average of about $0.90 per person. As the final tabulation of data on targets achieved by CSOs has not yet been completed, these costings should be viewed as illustrative only, although it is clear that targeted voter education (women and first-time voters) is more expensive than indiscriminate messaging.

The *success indicator* was that CSOs commit institutional and organizational resources to disseminate accurate and pertinent voter information through their existing networks to address specific communities and target key populations with relevant information regarding the 2004 elections. Most CSOs funded under the Programme met this indicator as well as exceeded their targeted outputs. This was done as a result of modifying some of their products to cut costs (smaller, simpler or less colorful posters or brochures, etc) so they could produce more (quantity and variety) to reach a larger audience. Survey research done before the legislative elections also showed that 77% of respondents thought the voter education provided by CSOs assisted in a better understanding of the process.[48]

Recommendation. Assistance to CSOs should include strengthening of their strategic planning, development of their voter/civic education programs and internal monitoring capacities.

4.3 Voter education through C-VICI

Intended objectives, activities and outputs. The *objective* was for the Indonesian public to be aware of the importance of participating in the elections as a political decision making process and to be able to cast a valid vote. The *intended outputs* were: 1) an informed public on the procedures and mechanisms of the elections through an intensive media campaign, 2) increased awareness of the importance of participating in the elections and following the process through public discussion; and 3) a well-managed and monitored activity. *Indicative activities* included information dissemination and the raising of awareness through media campaigns and face-to-face meetings.

Findings. The C-VICI activity was controversial. It was a $3 million program funded by the EU through the Trust Fund that had pre-selected grantees (the Consortium -VICI) with pre-approved activities. In some cases it had pre-designated suppliers. This did not fit into the open competition process used by the Programme for the selection of CSO voter education grantees and the KPU refused to implement it. It required a separate *Programme Document* (INS/A/015) whereby the consortium became the implementing agency. The consortium was beset by internal problems, with some CSOs complaining they had received little or no funding. The consortium responded selectively to the executing agency's request for information with some claiming a

---

[47] Approximately 210 million people, of which over 150 million are voters.
[48] IFES, *Results from Wave I through IV Tracking Survey, Impressions of NGOs in the Election Process.*

special relationship with the EU. This made the supervision and monitoring of the activity labor and time intensive for both the executing agency and the Programme.

As the EU fielded an independent evaluation team at the same time as the Programme Evaluation, we did not go into depth on the C-VICI activities. However, several issues were apparent:

- The level of funding. The funding for this activity was significant, even for five CSOs as originally intended.[49] When the EU funding was stopped as of 31 August 2004, more than $2.8 million had been provided to the Consortium. Comparatively, the largest grant provided to CSOs for voter education through the KPU mechanism was $200,000 and this was to an international NGO.
- Lack of consultation in the development of the program. C-VICI was presented as a fait-accompli which, in a program run jointly with the Government, led to several problems including resentment and a lack of ownership.
- Personalities. The same type of program has been implemented elsewhere without as many difficulties. Personalities were a contributing factor to some of the problems.

Nevertheless, C-VICI implemented a voter education campaign for all three elections. UNDP monitoring in May 2004 showed that CEIA (Center for East Indonesian Affairs carried out their activities in a successful and professional manner; KIPP (Independent Committee for Election Monitoring) was only able to implement a portion of the planned activities while some KIPP regional branches thought they had been contracted for election monitoring; Solidaritas Perempuan successfully completed their activities; while INSIDE (Indonesian Society for Democracy and People's Empowerment) continued to produce dubious quality PSAs without a clear strategy despite Programme recommendations to switch PSAs to higher rated TV channels and programs.[50] Because of the issues surrounding this activity, UNDP also contracted the Fredrick Naumann Foundation to monitor C-VICI activities.

The activity *success indicator* was a high percentage of people involve themselves in the election process, from registration to voting and with a level of invalid votes that does not undermine public endorsement of the results. This indicator was met as discussed in Section 4 although, with the number of voter information and education programs implemented, it is difficult to attribute this success to any one program.

5.   IMMEDIATE OBJECTIVE THREE: SUPPORT TO CSO ELECTION MONITORING

Intended objectives, activities and outputs. The *objective* was to reinforce transparency of the elections process as a means to consolidate good election practices through monitoring election process and administration, political parties and candidate performance and citizen involvement. The *intended output* was enhanced reporting capacity by Election Monitoring Organizations (EMO's) for efficient processing of field data for constructive analysis of election results and election implementation. *Indicative activities* were support for: 1) coordination meetings among national monitoring groups and other stakeholders; 2) KPU for accreditation of EMOs, 3) coordinated distribution of EMO reports; 4) the establishment of a PAC to develop selection criteria for grantees; 5) TA for KPU's website as a tool for national and international observers; and 6) to standardize election reporting forms and reporting procedures so information could be centrally processed and analyzed.

---

[49] One CSO withdrew before the agreement was signed.
[50] UNDP, *Report of Monitoring Results on Consortium for Voters Information Campaign in Indonesia.*

This was to be done by one international Election Monitoring Project Manager/Advisor for 15 months and two national Election Monitor Coordinators for 12 months each.

Findings. Three CSOs were contracted by the Programme to undertake domestic observation for the 2004 electoral process. They were selected by a Domestic Monitoring PAC chaired by the Partnership for Governance Reform. This was to avoid a conflict of interest that might arise if the PAC were chaired by the KPU. Grantees were chosen by open and competitive bid. The Indonesian Rectors' Forum, was chosen to monitor the legislative elections and fielded 2,000 long term and 150,000 short term observers. 20,000 of these observers were trained to participate in the National Democratic Institute's (NDI) parallel count and provided data from 10,000 polling sites. There was concern by the Programme over late financial reporting from some of Forum's regional branches. For the presidential elections, the Programme funded two other election monitoring CSOs. CETRO (Centre for Electoral Reform) and JAMPPI (Indonesian Persons Network of Election Observation) which together mobilized approximately 35,000 observers for each round.

The Programme worked closely with the other domestic observation assistance programs--notably NDI and The Asia Foundation (TAF). NDI, with Programme and other donor support, contracted LP3ES to conduct a quick count for the legislative and first round presidential elections. TAF, with AusAID and USAID support, supported a large domestic monitoring program through JPPR. Close coordination avoided double funding; encouraged the development of standardized reporting formats; helped coordinate deployment somewhat; and encouraged joint statements from assisted CSOs. The Programme also supported Voter Registration Audits done by LP3ES before the legislative elections and by JAMPPI following the first round presidential election.

The Programme hired an international Monitoring Officer for 6 months and spent $4 million for this activity.[51] More monitors would have been useful as domestic observation groups still require assistance with the substance and systems of their work. TAF, for example, used four field monitors and their monitors also provided technical input into the CSOs organizational and reporting systems.

The *success indicators* for this activity were: 1) ample and manifest presence of election monitors in the country, including rural and lower density population areas; and 2) election monitoring reports contain sufficient data to provide evidence of overall quality of elections management and to assess fairness of the process. In general, these indicators were met although the CSO's primary focus was on election day and not the process. The Evaluation noted a direct correlation between the number of domestic monitors and the amount of donor funding available. As funding decreased for each election, so did the number of monitors. Although observers are labeled as "volunteers," most are paid.

The Evaluation was only able to see a limited number of groups, but within these groups there was a marked difference in the tenor of the discussions. Most of those which had had funding through all three rounds still spoke of observation as a type of integrity mechanism. Those who had not said their only impact had been that they earned a day's wage. This sentiment was echoed by some of the more frank CSOs at the national level that said there would be no monitoring without donor funding. They attributed this "bad habit" to 1999 when large amounts of donor funding went in search of large numbers of observers. The Evaluation also noted a large turnover of observers. Several organizations are student based so those who have been trained as

---

[51] UNDP, *Summary of Financial Status as of 15 October 2004*

observers are lost once they finish their studies. Non-student organizations estimated a 50% turnover rate between each election.[52] In addition, links with international observer groups were limited and uneven with PANWAS. Both areas require further strengthening.

Recommendations. Domestic observation is an important integrity mechanism and groups that are seriously interested in the integrity aspects of their work need to be encouraged. However, a systematic look at the monitoring and observation efforts within Indonesia for the past elections should be undertaken before any future activities are funded. This should include political party monitors as well as the domestic and international observers to determine which type of observation/monitoring was most effective and to identify areas that need strengthening and donor assistance. A systematic look at the election supervisory committees and the citizen/CSO complaint process should be included. Support should also be considered for citizen and CSO advocacy efforts to hold their elected officials (local as well as national) accountable upon their taking office and for their work throughout their terms.

6. IMMEDIATE OBJECTIVE FOUR: COORDINATION AND MANAGEMENT OF DONOR SUPPORT

6.1 Coordination and Management of Donor Support

Planned objectives, activities and outputs. The *objective* was to maximize the effective use of donor funds made available to support the 2004 electoral process in coordination with the KPU. The *intended output* was an effective mechanism in place in early 2003 to coordinate and manage donor support for the 2004 election processes. *Indicative activities* were to: 1) support coordination meetings at various levels between Government, KPU and donors; 2) maintain donor-relevant information on elections including via a website; 3) establish administrative practices for supporting program management in accordance with relevant procedures; 4) implement project and grants management controls in accordance with applicable donor regulations and develop reporting (financial and program) guidelines for beneficiaries; and 5) evaluate activities for effectiveness and future assistance.

This was to be done by one international Elections Advisor funded by UNDP for 15 months with a national Administrative Assistant for 15 months; an international Evaluation Team for one month and the following national staff: 1 Programme Officer and 1 Administrative Assistant for the Inter-Ministerial Committee; 2 Finance Assistants, 1 Contracts Assistant, 2 Human Resource Assistants, 2 UNV Assistants, 1 Administrative Assistant, 1 Public Relations/Journalist, 1 IT/Web Maintenance and 1 Driver for 15 months each.

Findings. Coordination of activities and donor funding went well. It was a priority of the Programme, started early in the process and was done at many levels. This helped reduce the number of individual briefings the KPU had to provide which is a valuable time saving device in a tight electoral timeline. It also helped ensure the consistency of information and avoided duplicate funding. Information sharing was a regular feature at all meeting and meetings that included substantive discussion were the most appreciated. The Elections Adviser and Programme Adviser assisted the KPU with preparations for the quarterly briefing with donors which were jointly chaired by GoI and UNDP and where the KPU Chairman (or Deputy Chairman) was always present. This helped ensure the KPU was aware of donor concerns before the meetings and had the appropriate information available for the discussions.

---

[52] Interview 25 October 2004 with CETRO.

UNDP had a neutral and collaborative approach towards coordination which was effective at resolving issues and building trust among participants and stakeholders. It helped resolve issues through quiet discussions, heading off potential problems and depoliticizing others. One example was their suggestion to the KPU to invite observers to a trial run of polling after international observers expressed serious concerns that parts of the regulations would hinder their access. The trial run showed access would not be affected and the issue was defused.

Coordination was extremely effective at the implementation level, with working groups created on training, voter education and CSO monitoring. It ensured actors had a common understanding and approach, knew what each other was funding and obtained better geographic coverage. This process was notable for the lack of turf battles which so often mar election assistance efforts. Collaboration with the Programme was characterized as the "best ever," "impressive," and "a pleasure."[53] USAID, which was the largest bilateral donor, thought coordination at the implementation level ensured a "seamless mesh" of its bilateral aid with the multilateral program. JICA, which had a technical adviser within the KPU, also said information sharing with UNDP was good, although the Evaluation Team was struck by a comment made by the IFES CTA that he was unaware of the 16 long term JICA experts stationed at the KPUDs until after the elections.[54]

The Trust Fund mechanism used by the Programme facilitated the receipt and use of donor aid by the GoI. It also provided a reliable and accountable mechanism for donors to channel their elections assistance within the context of a well-defined project. Without this UNDP project, several donors said they would not have been able to contribute to the electoral process because of internal management and administrative constraints. Trust Fund Donors thought UNDP kept them well apprised of the use of their funds and the progress made under the Programme.

The Progamme provided an international Information Officer and an Evaluation Team (4 for 1 month); and the following local staff: Programme Officer to support GOI Inter-Departmental team (15 months), a Graphics Design Officer (2 months), two Finance Assistants (for 12/15 months), a Contracts Assistant, 3 Grants Assistants, and a Secretary (each for 15 months), an IT/Mapping (12 months) and 2 drivers (12/15 months). In addition, UNDP provided a Programme Adviser for 24 months and an Election Adviser for 18 months.

The *success indicators* for this activity are related to management issues which are discussed in Section 7. However, this activity can be considered as a success for the reasons discussed above.

6.2 International Observer Support Unit

Planned objectives, activities and outputs. The *objective* was to facilitate international observation activities during the 2004 elections. The *intended output* was the establishment of an International Observer Resource Centre (IORC) with adequate facilities for the work of international observers (IOs). The *indicative activities* were to: 1) establish a support structure for international observers, facilitate deployment plans, and provide logistical support, briefings and materials; 2) support KPU accreditation; 3) organize meetings with KPU, donors and stakeholders; 4) design and distribute means to easily identify IOs; 5) develop a website for diffusion of information and to facilitate coordination of all observers; 6) establish a system for

---

[53] From interviews with IFES, NDI and the AEC respectively.

[54] This did not appear to be an issue for the Programme, where the Training Adviser mentioned working with the JICA experts during training.

the coordination of international and national observers; 7) facilitate IO de-briefings; and 8) develop partnerships with other institutions such as national monitoring organizations.

This was to be done with two international UNV staff (Team Leader and Logistician) and five national staff (one Local Project Officer, two Logistics Support and two Administrative Support) for 9 months each.

Findings. The IORC was created before the legislative elections and provided a venue and services that were easily accessible and valued by most observer groups-- in particular the smaller shorter-term observation groups without a base of support. Large donors credited the IORC's central repository for documents and briefings as a useful time saving service while it became a learning center for domestic observers.   The largest international observation group (EU) preceded the center and used it less, but still attended meetings and used Programme training materials and videos for trainings of their long and short term observers.

The term "coordination" is still a sensitive word for donors and observation groups. IORC's focus on information sharing rather than on "coordinating" deployments or statements helped diffuse this potential problem.   This was an issue for the EU observation mission when the IORC produced an election observation analysis for the legislative elections from the different observation reports. As a result, the IORC did not do any further analysis.

The language barrier prevented many local CSO groups from attending coordination meetings,[55] but they still used the IORC for information as material was available in Bahasa Indonesia. Coordination between national and international observers was facilitated through the use of the IORC, but was still limited and this area requires systematic assistance for future elections.

The IORC was a joint effort of the UNDP Election Program with IFES, TAF and NDI. IFES provided translations of essential documents and briefings. TAF provided a manual for international observation of the 2004 elections, briefings and other materials. NDI provided briefing materials and briefings on its quick count. The UNDP Programme provided the IORC Manager (national), a communications adviser (international) and a local secretary. It also provided the venue which had working space with computers and communications. The approximate cost for this activity was $36,000 excluding staff costs.

The *success indicator* was that international observation groups acknowledge the facilities provided, and in particular the quality of briefing and information provided. This objective was met as the international observer groups met credited the IORC with providing facilities and briefings. In an IORC user-questionnaire, 93% of respondents said IORC briefings were useful or very useful and 93% said the IORC was a useful or very useful model to replicate in other countries.[56]   The Programme also established an IORC website within a week of the IRC's opening and within the first three weeks it received more than 46,000 hits from 14 different countries.[57]

Recommendations. Observation is an important integrity mechanism for any election and coordination between observation groups is an important element. Good information sharing on findings as well as deployment plans is essential as is the linkage between domestic and

---

[55] *IORC Minutes*, 14 May 2004
[56] *IORC Final Report,* first draft 2004
[57] *IORC Final Report,* 15 October 2004 draft. p. 18

international efforts. This is an area that UNDP, as a neutral multilateral agency as well as a development agency, has a comparative advantage and should continue to support.

7. PROGRAMME MANAGEMENT AND DESIGN

In the *Programme Document,* the inputs and activities for Programme management were included in Activity 4 (Section 6.1 above). The Evaluation looked at management issues separately as it is such an important element in any program's success.

Overall, this project was well conceived and managed. The Government's early request for assistance gave UNDP time to develop a well designed programme with specific objectives and indicators. The developmental nature of the programme (capacity building) was attractive to many donors who felt funding of the elections should be the responsibility of Government, and that donor assistance should provide that type of extra value.

The project document was specific enough to serve as a work plan for Programme activities. However, the activity descriptions were also generic enough that it gave the Programme flexibility to respond to most of the needs without having to go through an amendment process.

One of the issues raised by Programme staff was the lack of continuity in assistance from the elections support program in 1999 and the lack of institutional memory from that previous assistance. The interim project, INS/01/034, was supposed to have filled this need by providing two technical experts (one international and one national) to assist the KPU through 2003 (later extended to 2004). However, it appears that the INS/01/034 project served more as an ad-hoc funding source for pre-financing this Programme's activities. Providing follow-up assistance to consolidate gains and ensure continuity of assistance (to avoid starting from scratch each time around) is a best practice. INS/01/034 was not evaluated although the project contains a line item for evaluation. Taking a look at that project for lessons learned might be useful before a follow-on to this 2004 Elections Support Programme is designed.

Management of the project appears to have followed good management practices. Proposals were reviewed for content and cost. Appropriate and timely reporting was done. Activities were monitored to the extent possible with available staffing and corrective measures were taken when problems were discovered. Files were documented and audits and evaluations were done as planned and as needed. Experts and staff hired appeared to have appropriate expertise and worked collaboratively with each other, with the implementing and executing agencies and with others involved in the process.

The Programme management structure changed during the implementation of the project (Annex 8) from the one detailed in the *Programme Document* (Annex 7). As discussed in Section 3.1, the KPU Programme Manager became the Programme Adviser and worked both jobs through the end of the project. The Electoral Adviser remained at UNDP and was not part of the Programme's day-to-day management, although he participated in the coordination activities and Programme PACs, and provided valuable political commentary throughout the elections process. This change of structure impacted several areas including:

1. Institutional memory. The Programme Adviser reported directly to the Deputy Resident Representative instead of to the Electoral Adviser or Governance Unit. This was a strategic decision taken by UNDP/Jakarta to, among other things, streamline management and decision making for the Programme. It was also related to the competence of the Programme staff and the empty slot of Director for the Governance Unit. However, Programme staff (Annex 9) were

project-specific and have already started to move on. The need to retain the institutional memory of the relationships, experience and information gathered during the last two years for UNDP/Jakarta was raised by Programme staff. They are packing up their Programme documentation, which is substantial, for transfer to the Governance Unit. The Elections Adviser, who will be remaining with the Governance Unit, will provide the institutional memory following these elections. In addition, the Programme is working with the Governance Unit to ensure that good local Programme staff are re-hired for follow-on civic education projects.

2. Level of technical assistance. The Programme document foresaw a full time technical expert working with the KPU. The merging of the project manager's position with that of the KPU expert, and moving off site to manage the Programme as a whole and the activities of the other teams in addition to her KPU activities, reduced the level of technical assistance that would have otherwise been available to the KPU.

3. Functional areas and workload. Administratively managing a large and complex project such as this and following the evolution of electoral administration and coordinating Programme responses are two jobs. They were, however, combined in the *Programme Document* into one position (Elections Adviser/Programme Coordinator). Consideration should be given in future programs to separating these two functions/positions. For example, if project management stayed within UNDP, this could help ensure the institutional memory stays within the UNDP country office. It would also free up the technical expert to work within the electoral commission. In the implementation of the 2004 Election Support Programme, the Programme Adviser filled these jobs. She received outstanding marks for her work but this was a very large workload for any one person.

Another key issue that affected implementation was time factors. To be useful and effective, donor assistance must fit within the electoral timetable which is usually quite tight. The Programme faced time constraints at several levels. One was the timing of donor contributions to the Trust Fund. The Programme started activities in June 2003 however the first payment into the Trust Fund was not until October 2003. This affected hiring and the start dates of activities.

UNDP's lack of procedures for "grant" making was also raised. UNDP Indonesia had an exceptional delegation of financial authority of up to $1 million for this Election Support Programme. This applied to expenditure relating to all competitively bid contracts approved by the local contract committee in UNDP. However, even though CSO proposals went through a similar competitive selection process, UNDP NY did not view them as competitively bid contracts. They were considered as sole-sourced contracts or waivers which was not included in the delegation of authority. As a result, every grantee contract over $30,000 had to be sent to NY for approval. The first grant took two months to be approved (from late November 2003 to mid-January 2004). This improved over time but was largely subject to the availability of one staff person in UNDP NY. The disbursements for grants also tended to follow contract procedures which split payments into three. CSO grantees rarely have the means to start activities without the donors' funding and typically have problems in completing their expense reporting in order to get a timely second payment.

The *success indicators* for Programme management were: 1) donor funding is allocated based on a cost benefit analysis of key areas thus avoiding unnecessary duplication of efforts among implementing agencies; and 2) an in depth evaluation of the program is circulated to all stakeholders involved.   These indicators were met. Coordination with other donors avoided duplication of efforts and funding, and proposals were analyzed for cost. This Evaluation Report will fulfill the last indicator.

Recommendation. UNDP Indonesia took measures to streamline internal approvals and to pre-fund some activities to speed up processing times. However, UNDP as an institution should review its procedures for these types of time sensitive and quick implementation projects. It should also review its program continuity and institutional memory mechanisms to ensure that the knowledge and working relationships made under projects remain within UNDP for future use.

8. RECOMMENDATIONS FOR FUTURE ACTIVITIES

- Donor assistance to future elections should focus on the value added from international experts- ensuring international best practices are known and applied, helping to build professional skills within the electoral administrative structure, and improving institutional and operational systems. Basic election administration costs, including training, should be the responsibility of the GoI.

- UNDP should continued to provide assistance to the national and local electoral process with a long term development perspective that looks at the legal and institutional framework, decentralization, institutional systems, and their implications on electoral administration and budgets. There should be a continued role for the KPU in the forth coming local elections, both to assist the subnational KPUs with the expertise gained over the past two years of experience and assistance, and to reinforce its own institutional capacity for the next national election.

- UNDP should continue to support to voter education as part of longer term civic education programmes, including education on what voters should expect from their new political system and how it should work. Education should also be provided to the newly elected representatives as part of longer term good governance support programmes.

- An assessment of domestic observation and monitoring should be done before any more assistance is provided for domestic monitoring. However, UNDP should consider providing strategic support and capacity building to credible advocacy CSOs for post-election monitoring of the newly elected officials and the functioning of the new political system. This should be conceived within the context of a long term democracy and governance programme.

**UNITED NATIONS DEVELOPMENT PROGRAMME
ELECTION 2004 SUPPORT PROGRAMME**

PROGRAMME EVALUATION

Post Title   : **Evaluation Consultant**
Recruitment   : **One International and one National**
Duty Station   : **Jakarta**
Duration   : **5 weeks**
Starting date   : **27 September 2004**
Direct Supervisor   : **Programme Adviser**

1.   Introduction

In September 2002, the Government of Indonesia (GoI) through the Coordinating Ministry of Economic Affairs, formally requested UNDP to be responsible for the coordination of international assistance for the 2004 Elections. UNDP, working in close cooperation with the Election Commission (KPU) and the GoI, drafted a programme document for support to the elections.   Programme activities have not only been related to the short-term objective of conducting successful legislative and presidential elections in 2004 but also to the longer-term objective of building a sustainable institutional capacity within relevant institutions to ensure successful future elections. Activities have been grouped into four main categories:

1. **Providing technical support to the national and sub-national election commissions** (Also included is a programme of support for training of all staff of the Election Supervisory Committee, *Panwas*);

2. **Supporting KPU in conducting voter information campaigns and supporting voter education activities;**

3. **Supporting KPU-accredited civil society organisations in monitoring the election process and the elections themselves;**

4. **Providing support for the coordination and management of international resources to the election process.**

Reporting directly to the Programme Adviser and in coordination with the Evaluation Adviser, the Evaluation Consultant will evaluate all major programme activities and make recommendations for future UNDP election support programme activities in Indonesia.

2.   Overall objectives of the evaluation

This evaluation shall assess the following:

- the quality and timeliness of UNDP inputs, and
- the relevance and progress made in terms of the UNDP outputs related to the elections programme

More specifically, objectives will include the following:

- Are UNDP outputs as indicated in the programme document relevant to *outcomes* defined in the Strategic Results Framework of UNDP Indonesia?
- Has sufficient progress been made in relation to delivering UNDP outputs within the established timeframe of the programme?
- What are the factors (positive and negative) that have affected accomplishment of outputs?
- Have the monitoring mechanisms set in place by UNDP been effective?
- Has the selection of third party recipients and subsequent implementation of activities resulted in expected outputs?

The results of this evaluation will be used for advising future election programme support strategies in Indonesia and as input for the Global Practice meeting on Electoral Systems and Processes in Manila in November 2004.

In addition to – and coinciding with – this programme evaluation, UNDP will be conducting an evaluation to determine the extent to which outcomes defined in the Strategic Results Framework have been achieved, both as a result of and independent of the Election 2004 Support Programme. Consultants for this Programme Evaluation will be required to coordinate activities, as necessary, with these other evaluators.

3.   Expected outputs of evaluation

The key product expected from this evaluation is a comprehensive analytical report in English that should, at least, include the following contents:
- Executive summary
- Introduction
- Description of the evaluation methodology
- Analysis of programme implementation and management
- Key findings (including best practice and lessons learned)
- Conclusions and recommendations
- Annexes: TOR, field visits, people interviewed, documents reviewed, etc.

Before the end of their assignment, the consultants will present verbally their findings and recommendations to the Election Programme management team and other relevant UNDP staff, as well as main Government counterparts.

4.   Methodology / Evaluation approach

An overall guidance on evaluation methodology can be found in the *UNDP Handbook on Monitoring and Evaluating for Results*. The evaluators should study this document carefully before they come up with the concrete methodology for the evaluation.

Specifically, during the evaluation, the evaluators are expected to apply the following approaches for data collection and analysis: (i) desk review of existing documents and materials, (ii) interviews with partners and stakeholders (including what the partners have achieved and what strategies they have used), (iii) field visits to selected key projects (the purpose of the field visits is mainly to verify the UNDP produced outputs and the impact of the outputs), and (iv) briefing and debriefing sessions with UNDP and the government, as well as with other donors and partners. Of course, the evaluation team has certain flexibility to adapt the evaluation methodology to better suit the purpose of the evaluation exercise.

6.   Evaluation team

The evaluation team will consist of two consultants: one international consultant (as the team leader) and one national consultant.

International consultant

General Duties and Responsibilities:

- Work in close cooperation with the Programme Adviser and the Evaluation Adviser to support Evaluation preparation, e.g. design, approach, itinerary, document review, team discussion, focus of the evaluation efforts (past or future orientation etc.);
- Conduct interviews with all relevant programme partners (particularly government, KPU and CSO partners), UNDP programme staff and staff of related election support programmes;
- Conduct an analysis of the outputs and partnership strategy (as per the scope of the evaluation described above);
- Facilitate evaluation workshops and draft workshop reports;
- Review documentation, budgets and overall programme management;
- Review results of evaluation activities of polling and research firms contracted to undertake specific evaluation activities for input into final evaluation report;
- Assess effectiveness of programme monitoring;
- Prepare recommendations for future UNDP support to elections in Indonesia;
- Designation and clarification of specific responsibilities of the national consultant; supervision and certification of his/her performance;
- Performs other duties as required.

Qualification Requirements:
- An advanced university degree (Masters or PhD level) in political science, international relations, development economics or any relevant social science;
- Minimum of 7 years of relevant work experience relating to large-scale, donor-supported programmes;
- Extensive experience in programme evaluation, including evaluation of UNDP programmes;
- Demonstrable research experience and strong analytical skills;
- Experience in workshop facilitation;
- The ability to work in a team, meet management schedules, and produce high quality results;
- Fluency in English, with excellent writing and editing skills, are an absolute requirement;
- Proven ability to write reports in English to a high standard;
- Knowledge of *Bahasa Indonesia* highly desirable;
- Demonstrated ability to work in harmony with staff members of different national backgrounds in a mutually supportive team approach.

Before the mission starts the international consultant, as team leader, is expected to communicate with UNDP and the national consultant for the evaluation preparation, and read relevant documents sent by UNDP.

The team leader will take the overall responsibility for the quality and timely submission of the final report to cover the contents required by the evaluation ToRs and agreed with UNDP during

the design of the evaluation. The length of the final report is expected to be 20-25 pages, with any additional details to be supplied in supporting appendices/annexes.

Based on the response to the above points and timely preparation of the final evaluation report, the performance of the team leader's services will be certified by UNDP Indonesia Country Office.

National consultant

General Duties and Responsibilities:
- Review documents;
- Participate in the design of the evaluation methodology;
- Conduct an analysis of the outcome, outputs and partnership strategy (as per the scope of the evaluation described above);
- Facilitate evaluation workshops and draft workshop reports;
- Draft related parts of the evaluation report.

Qualification Requirements:
- An advanced university degree (Masters or PhD level) in political science, international relations, development economics or any relevant social science;
- At least 5 years of work experience relating to large-scale, donor-supported programmes;
- Sound knowledge about results-based management (especially results-oriented monitoring and evaluation);
- Demonstrable research experience and strong analytical skills;
- The ability to work in a team, meet management schedules, and produce high quality results;
- Experience in workshop facilitation;
- Fluency in English, with excellent writing and editing skills, are an absolute requirement;
- Proven ability to write reports in English to a high standard;
- Experience with a UN organization is an asset;
- Strong skills in the use of computers for word processing, spreadsheets, database and internet-based communication tools.

7.   Selected documents to be studied by the evaluators

The evaluators should study the following documents:
- UNDP Handbook on Monitoring and Evaluating for Results
- UNDP Results-Based Management: Technical Note
- United Nations Development Assistance Framework (UNDAF) for Indonesia (2001-2005)
- UNDP Country Cooperation Framework (CCF) for Indonesia (2001-2005)
- UNDP Strategic Results Framework (SRF) for Indonesia (2000-2003 and 2004-2005)
- UNDP Results-Oriented Annual Report (ROAR) for Indonesia
- UNDP Project documents and project monitoring reports
- Indonesia Progress Report on the Millennium Development Goals, 2004
- Other documents and materials related to the outcome to be evaluated (e.g. from government, other donors)

8.   Implementation arrangements

The UNDP Election Support Programme, through the Programme Adviser and Evaluation Adviser, will provide full support to the Evaluation team members during their assignment. They will, among other things, help identify key partners to be interviewed.

9.   Duration and dates of assignment

The schedule for the international consultant (team leader) and national consultant is as follows:

Activity	Timeframe and responsible party
Briefings in Jakarta	2 days, by the evaluation team
Evaluation design	1 day, by the evaluation team
Desk review of existing documents	1 day, by the evaluation team
Field visits	6 days, by the evaluation team
Additional meetings in Jakarta	3 days, by the evaluation team
Facilitation of evaluation workshops	2 days, by the evaluation team
Drafting of the evaluation report	2 days, by the evaluation team
Presentation of initial report to UNDP Indonesia, donors and the Government	1 day, by the evaluation team

Following presentation of the initial report to UNDP, donors and government representatives, the team leader will finalize the evaluation report from home. The team leader will submit the final report to the Programme Adviser of the UNDP Election Support Programme by 5 November 2004 at the latest.

10.   Duty station

The consultants will be located primarily in Jakarta with some travel to other provinces. The international consultant will also carry out home-based work.

ANNEX 2. METHODOLOGY

The evaluation used the overall guidance of the *UNDP Handbook on Monitoring and Evaluation for Results* for its evaluation methodology. The team undertook:

- a desk review of existing documentation from the project, KPU, other donors and organizations assisting the electoral process, project partners, international observer missions and other available documents.
- interviews with project staff, project partners and stakeholders, UNDP, donors and other actors involved in assisting the electoral process. Information was gathered on the UNDP project activities and those of its partners, the electoral process and other electoral assistance programmes.
- field visits to three provinces within Indonesia to verify UNDP activities and outputs and to assess project impact.   Areas visited were Jombang and Surabaya in Eastern Java, Denpassar in Bali, and Medan in Northern Sumatra.
- comparisons of the electoral calendar timeline with the timeline of project implementation.
- review of the quality of project-funded activities and outputs and the cost-effectiveness of a sample of activities/strategies adopted by the project.

The programme evaluation took place concurrently with an evaluation of the EU-funded components of the UNDP 2004 Election Support Programme.   The two teams worked closely together and many Jakarta-based meetings were jointly attended. Both teams shared information and documents gathered during field visits which were conducted independently.   The EU evaluation team's findings and recommendations are documented in a separate report, but their findings were incorporated into the relevant areas of this report.

The structure of the evaluation analysis and report are based on the project design and intermediate objectives and activities detailed in the *Project Documents* (INS/03/A11), along with any supplemental objectives found in INS/03/A14 (PANWAS) and INS/03/A15 (C-VICI).

The findings of the evaluation were discussed with UNDP, project staff, Trust Fund donors and the Government in a debriefing held at the end of the mission, and their comments were incorporated into the final report.

ANNEX 3. PERSONS INTERVIEWED

UNITED NATIONS DEVELOPMENT PROGRAMME

Bo Asplund, Resident Representative
Gwi Yeop Son, Deputy Representative
Dr. Iwan Gunawan, Assistant Resident Representative, Head of Governance Unit
Kevin Evans, Electoral Adviser
Clarissa Meister-Petersen, Programme Officer, Governance Unit

UNDP Election Support Programme
Kendra Collins, Programme Adviser
Karla Dalimunthe, Contracts Assistant
Djohan Djohermansyah, Media Adviser
Oliver Green, Monitoring Officer for Programme Grantees
Paul Guerin, Training Adviser
Mieke Kooistra, Communications Adviser
Lulu Muhammad, National Programme Officer
Fida Nasrallah, Voter Education Adviser
Rudi Sumarwono, Training Adviser
Andrew Thornley, Evaluation Adviser and Training Adviser, PANWAS
Rida Trisna, Administrative Assistant for IORC
Boedhi Wijardjo, Training Adviser, PANWAS

GOVERNMENT OF INDONESIA

BAPPENAS
Freddy Tulung, Director for Politics Information and Communications

Coordinating Ministry for Economic Affairs
Komara Djaja, Deputy for Macro Economic and Finance
Zainal A. Indradewa, Assistant to Deputy for Macro Economic and Finance
Zureidar, Assistant to Deputy for Macro Economic and Finance

KPU
Prof. DR Ramlan Surbakti, MA, Vice Chairman
Valina Singka, Member
DR. Ir. Sussongoko Suhardjo Msc., Vice General Secretary
Binsar ST Siagian, Head, Human Resources Subdivision

KPUD Bali Province
Drs. Anak Agung Gede Oka Wisnumurti, MSi. Chairman
Wisnu, Public Relations
Gayatri, Logistics

KPUD East Java Province
Drs. Aribowo, MSi. Member
Drs. Mulyono, MM, Bureau Head, Administration, Secretariat
Drs. Muhammad Nabil, Member
Tyahjo Widodo, SH, Bureau Head for Legal, Secretariat

KPUD Northern Sumatra Province
    Toni Situmorang, Member

PANWAS
    Prof. Dr. Komaruddin Hidayat, Chairperson
    Drs. Bambang Aris Sampurno Djati, Sh

PANWAS Bali
    I Wayan Juana, Chairman

PANWAS Medan
    Jannes Hutahaean, Vice Chair

DONORS

Australian Elections Commission (by phone)
    Michael Maley, Director, International Services
    Dezma Maxwell, Team Leader Indonesian Assistance
    Dick Simon, Indonesian Assistance

Australian Agency for International Development
    Shayne Mc.Kenna, Second Secretary
    Irene Insandjaja, Program Manager

Canadian Development Agency
    Renaldy B. Martin, Programme Officer (Development)

Department for International Development (DFID)
    Bill Baker, Senior Governance Advisor

European Union
    Ronan Mac Aongusa, First Secretary, Economic and Regional Cooperation/Good
    Governance

Finland Embassy
    Joonas Heiskanen

Japan
    Kazuyoshi Kuroda, Electoral Expert JICA

Netherlands Embassy
    Remco van Wijngaarden, First Secretary, Political Section

New Zealand Embassy
    Amanda Whyte

USAID
    Philip B. Schwehm, Democracy and Governance Senior Advisor
    Mimy M. Santika, Democratic and Decentralized Governance Program Officer

INTERNATIONAL ELECTION OBSERVATION MISSIONS

The Carter Center Elections Observation Mission
Sophie Khan, Deputy Field Office Director

European Union Election Observation Mission
Glyn Ford, Chief Observer
Oskar Lehner, Deputy Chief Observer
Domenico Tuccinardi, Election Adviser

INTERNATIONAL NONGOVERNMENTAL ORGANIZATIONS

The Asia Foundation
Tim Meisburger, Director, Democratization and Election Program
Sandra Hamid, Election Program Manager
Jan-Michael Bach, Election Field Officer
Ruslan M. Election, Field Officer

Common Ground Indonesia
Pieter G Manopo, Election Program Officer
Athouly
Dini Suhardiany

International Foundation for Electoral Systems
Fafa Umar Faruk, Training Officer
Lucy Sompie-Pakpahan, Election Administration Project Assistant
Henry Valentino, Senior Media Advisor
Phil Whelan, Election Management Specialist

National Democratic Institute
Paul Rowland, Resident Representative
Jerome Cheung, Director, Civic Participation Program

CIVIL SOCIETY ORGANIZATIONS

Centre for Electoral Reform (CETRO)
Hadar N Gumay, Deputy Executive Director

Center for Pesantren and Democracy Studies (CEPDES), Jombang
Ahmad Nurul Fuad, Vice Chair
Chotibul Uman, Coordinator Capacity Building
Pinky Hidayat, Jarkarta Representative

Elsaka, Medan
Efendy Panjaitan, Director
Bekmi Darusman S, Program Coordinator
Lampita, Finanace/Admin Staff

Foundation for Human Resource Research and Development (LAKPESDAM/NU), Jombang
Caroline Milford, Australian Volunteer

Farida, Project Officer for Voter Education
Nur, Administration
Bibip, Facilitator Nganjuk District
Myatmi, Facilitator Probolinggo District
Wahyu, Facilitator, Jombang District

JAMPPI, Jakarta
Wihidah

JAMPPI, Denpasar (Association of Indonesian Islamic University Students, PMII)
Andi Ma'fur, Chairman PMII
Nurul Hidayat, Regional Coordinator
Rahtmatul Awaliyah, Coordinator, South Denpasar Sub District
Rangga Firmansyah, Coordinator, East Denpasar Sub District
Subianto, Coordinator, Voter Registration Survey
Aris Sutejo, Coordinator, West Denpasar Sub District
Eri Kusumaningrum, Administration
Diar Vidiastuti, Finance
Teguh Widodo, Secretary

JAMPPI Medan
Erwin Lubis, Regional Coordinator, Presidential Elections Round 1
Delvi Purba, Regional Coordinator, Presidential Elections Round 2

JPPR (Network for Voters Education) Denpasar
Ahmad Subairi, Chairman, AHIMSA
Subianto, Coordinator, Buahbatu Subdistrict
Nyoman Pasa Suyasa, Coordinator, Karangasem Subdistrict
Ahmad Taufik, Coordinator, West Denpasar Subdistrict
Jairiman Taufik, Coordinator, Denpasar Subdistrict

KP3 Bali, Denpasar
I Nyoman Mardika, Chairman
Widiastuti, Director
Djatmiko Wiwoko, Program Coordinator

Partnership for Governance Reform
Bambang Widjojanto, Electoral Reform Adviser

Perfiki
Gatot Indrajono, Coordinator

THE PRIVATE SECTOR

Bamboedoea Communications
Heri Rakhmadi, Director
Nety Satriana Hermawan, Account Manager
Ati Muchtar Sjarief, Account Director
Indrawan Nugroho, Press and Information Center Coordinator
Farid Gaban, Media Analyst
Sintu Sahriara, Media Relations Officer

Fortune Indonesia
  Dradjat A. Natanagara, Vice President Strategic Planning & Conceptual Development

One Comm
  Bambang I. Hadi, Creative Director
  Luthfi Hasan, Business Director
  Sinta Istadi-Priyono, Business Director

ANNEX 4. DOCUMENTS CONSULTED

UN Electoral Assistance Division

Indonesia Needs Assessment Mission Recommendations, December 2002

UNDP

Handbook on Monitoring and Evaluating for Results

Indonesia Progress Report on the Millennium Development Goals, 2004

Terms of Reference for Program Development Expert on Democratic Institutions and *Civic Education,* October 2004

UNDP Country Cooperation Framework for Indonesia (2001-2005)

United Nations Development Assistance Framework for Indonesia (2001-2005)

UNDP Strategic Results Framework for Indonesia (2000-2003 and 2004-2005)

UNDP Election Support Programme

Budget, Expenditures and Commitments, 4 October 2004

Election 2004 Support Programme, Project Document, INS/03/A11, Final Version, June 2003

Election 2004 Support Programme, Project Document, INS/03/A14- Project to support the Training Programme of the Supervisory Committee for General Elections, Undated and *General Revision "B",* 20 January 2004

Election 2004 Support Programme, Project Document, INS/03/A15- Project to Inform Voters through the Voters Information Campaign in Indonesia (VICI)

Election Monitoring, Project Appraisal Committee Minute of Meetings, 6 November 2003 and 24 May 2004

Estimated Observer Participation, Indonesia Parliamentary Elections, March 2004

Election Statements Indonesian 1st Round Presidential Elections, IORC, July 2004

Election Statements Indonesian 2nd Round Presidential Elections, September 2004

Election Statements Indonesian Legislative Elections, IORC, April 2004

EU Support to the 2004 Elections in Indonesian, Activity Progress Report, as of end July 2004

EU Support to the 2004 Elections in Indonesia, Update to Project Workplan, 1 May 2004 - 30 August 2004

Facts and Figures on the UNDP Elections Programme's Role in the Presidential Elections 2004, Undated

INS/03/A11 Project Staffs

International Observer Resource Centre, IORC. Summary of activities provided to Evaluators, October 2004

International Observer Resource Guide, IORC, for legislative elections, dated March 2004

International Observer Resource Guide, IORC, for presidential election, Undated

IORC Draft Final Report - Indonesian Elections 2004, 30 September 2004, First Draft and Second Draft as of 15 October 2004

IORC Meeting Minutes, 3 September 2004

IORC Newsletters Number 1 (18 September 2003) through *Number 12* (15 September 2004)

Letter of Agreement Between the General Elections Commission and UNDP for the Provision of Support Services under Project INS/03/A11, 8 May 2003

Letter to Common Ground Indonesia on Evaluation, from the Voter Education Adviser, 16 April 2004

Memorandum of Understanding Between the United Nations Development Programme and the Government of the Republic of Indonesia on International Assistance for the Electoral Process in Indonesia, 25 April 2003

Monitoring Checklist Form and completed *Field Visit Reports for:*

Bali Forum, 22 February 2004

Common Ground 4 March 2004

Perfiki, 26 February 2004

Multilateral and Bilateral Cooperation, Budget figures by donors provided to Evaluators, 10/04

Notes to Statements of Receipts and Expenditures and Fund Balance for the Period Ended April 30 2004

Organizational chart of Elections Programme staffing provided to Evaluators, October 2004
Overview of Field Trips made by Monitoring Officers, undated
Proceedings of the Voter Education Evaluation Workshop, Elections in Indonesia 2004, 5-6/5/04
Professional Services- UNDP-099A/2003 with Bamboedoea Communications for creation of KPU Media Centre and KPU Media Monitoring Unit, dated August 2003 (with Amendments 1-4 with Amendment 4 dated 2 July 2004
Professional Services- UNDP/2004 Contract with Common Ground Indonesia, for Conflict Prevention in the Indonesian General and Presidential Elections 2004, January 2004
Professional Services- UNDP/005/2004 with Forum-Rektor Indonesia for Mobilizing national monitors for the Indonesia Elections 2004, 12 January 2004
Professional Services with PT Fortune Indonesia for services, dated September 2003 with Amendments Nos 1, 2 and 3.
Professional Services UNDP-073/2004 with PT Fortune Indonesia for service to assist KPU information campaign, dated 9 June 2004 with Amendments Nos 1 and 2.
Programme Document, INS/01/034- General Elections Commission Technical Support Project, and *Budget Revision "G"* dated 28 November 2003
Report on Monitoring Results on Consortium for Voters Information Campaign in Indonesia, 5/04
Statistical information on CSO grants (dates of approval/ funding and amounts) provided to the Evaluators by the Project's contracts office, 15 October 2004
Support to Indonesia Elections 2004, Programme Summary, dated June 2004 and September 2004
Support to Indonesia Elections 2004, Update from National Programme Director, 13 October 2004
Support to the 2004 Elections in Indonesia, Report on Status of Programme for Donors (as of end June 2004).
Training Programme, KPU (Indonesian Election Commission), Summary of activities provided to Evaluators, October 2004
Training Programme, Panwas (Election Supervisory Committee), Summary of activities provided to Evaluators, October 2004
Training Programme, Timeline
UNDP/KPU Training Matrix, Legislative and Presidential (1st and 2nd) Election 2004, Undated
VE Proposal Status - UNDP, for legislative elections, Undated
Voter Education Approved Grantees, Legislative Elections (budget sheet), 19 October 2004
Voter Education Monitoring Field Visit Schedules for December 2003 through March 2004,
Voter Education Programme, Summary of activities provided to Evaluators, October 2004
Voter Education, Project Appraisal Committee Meeting Minutes, 2003-2004
Voter Education, Standard Costing, Undated
Voter Information Campaign in Indonesia, Summary of activities provided to Evaluators, 10/04

AAJ Kommunika
Project Report, Tabulasi Nasional Pemilu 2004 Presidential Elections

The Asia Foundation
Democracy in Indonesia- A survey of the Indonesian Electorate in 2003. 2003
Cost figures for domestic monitors for legislative and presidential elections, 2004
Observing the Presidential Elections, A guide for International Observers of the 2004 Indonesian Presidential Elections, 2004
2004 Indonesian Election Program, February 2004

Australian Parliament
Near Neighbors - Good Neighbors, An inquiry into Australian Relations with Indonesia, Joint Standing Committee on Foreign Affairs, Defence and Trade, May 2004 Canberra

Bamboedoea Communications
Amount of Media Centre Product and its Appearance Percentage in the Media, September 2003 - August 2004
Election News Coverage Statistics, September 2003 - August 2004

Power point presentation on Media Centre activities, August 2004

The Carter Center
Presidential Elections in Indonesia: The Carter Center's Second Statement, 7 July 2004
2004 Preliminary Statement on the Presidential Run-Off Election in Indonesia, 9/22/04

Centre for Democratic Institutions
The 2004 Indonesian Elections: How the System Works and What the Parties Stand For, A Report on Political Parties, by Dr Stephen Sherlock, February 2004

European Union
EU Support to the 2004 Elections, Project ASIE 2003/00 5780 Description of the Action, Undated
Handover Notes, EC Support to the 2004 Elections in Indonesia, September 2004

European Union Election Observation Mission to Indonesia General Elections 2004
Landmark elections strengthen democratic transition, 23September 2004
Peaceful and historic elections overshadowed by serious technical problem, 8 July 2004
Preliminary Statement, Peaceful and democratic elections despite administrative shortcomings. 8 April 2004

Fortune
Power Point Presentation on Voter Information Contract, October 2004

IFES
The 2004 Indonesian Elections, The Electoral Framework and Its Implementation, by Alan Wall, December 2003
E-Mail from Phil Whelan to Evaluation Team dated 22 October 2004
General Elections 2004 Results and Voter Opinions, by Alan Wall, 14 May 2004
IFES Observation Report, Indonesia Legislative Elections, April 2004
IFES Observation Report, Indonesia Presidential Elections- 1st Round, 5 July 2004
Indonesian Elections 2004: Some Practical Implications
Some Questions About the Electoral System for the 2004 Indonesian General Election Answered, July 2003
Tracking Surveys. Reports on *Results from Waves I* through *Wave XVII of Tracking Surveys* (15 September 2004) and consolidated reports on *Wave I Through IV* (1 March 2004), and *Wave I Through IX of Tracking Survey* (Undated),
Overview of Legal Framework for 2004 General Elections in Indonesia, March 2003

Indonesian Rectors Forum
Proposal for Election Monitoring the 2004 Elections, Undated

JAMPPI
Updating Voter List is Still Needed, Press Release 14 July 2004

KPU
Attachment to KPU Decree No. 16 of 2004 entitled The Number of Eligible Voters and the Number of TPS for Each Province for the 2004 Election
Booklet Guide for Voting and Counting in the 2004 General Election of the President and Vice-President- Second Round, 26 August 2004
KPPS Training Video for Legislative Elections April 5, 2004, English Version of Script, Undated
KPU Decree Number 03 of 2004 on Ballot Papers for the 2004 General Election of Members of the People's Representative Council (DPR), Regional Representatives Council (DPD), Provincial People's Representatives Council (Provincial DPRD) and Regency/City People's Representatives Council (Regency/City DPRD).
KPU Decree Number 23 of 2003 on the General Election of the President and Vice President, 31 July 2003

KPU Decree Number 100 of 2003 concerning Stages, Program and Schedule of the Election of Members of DPR, DPD and DPRD in 2004, 24 April 2003

KPU Decree Number 638 of 2003 on Stages, Programs and Schedule for the Conduct of the Election of the President and Vice President in 2004, 13 November 2003, Unofficial translation

KPU Decree Number 32 of 2004 Regarding Electoral Observation and Procedures for Electoral Observation in Presidential Election

KPU Decree Number 37 or 2004 on Voting and Vote Counting, 26 May 2004

KPU Decree Number 38 of 2004 on Recapitulation of Votes Obtained at the General Election of the President and Vice President,

KPU Staffing for 5 July Presidential Elections, 28 September 2004

Manual on Polling Station Voting and Counting Procedures, General Elections, Undated

Manual on Voting and Counting in the General Election for the President and the Vice-President, 4 July 2004

Organigram of KPU Secretariat (Bagan Struktural Eselon I, II, III, IV, Pejabat Fundgsional Dan Staf Keadaan), September 2004

Pamphlet: *P4B, Continuous Registration on Voters and Population*

Pamphlet: *Political Parties Verification, Screening on Political Parties Participants in the 2004 Elections.*

Pemilu Presiden & Wakil Presiden 2004, Putaran2, UNTUK Anggota KPPS, CD and Training Video

Promotional material for broadcast of training videos for legislative and first round presidential elections.

Quick Reference Sheet on The Voting Process and The Counting Meeting. Undated

Script of Training Video for Pollworkers Presidential Election July 5, 2004, Filmed May 22-24, 2004

Training Video Script for Pollworkers Presidential Election 2nd Round, September 2004, Undated

Tugas-Tugas Anggota KPPS, Dalam Menyelenggarakan, Pemilihan Umum 2004, Training Video

LP3ES

5 April Polling Day Transparent and Fair despite technical problems, 12 April 2004

PDI-P Voters Switch to Democrat Party, PPP and PAN Voters Move to PKS, Press Release from Voter Attitude Survey, 7 April 2004

Voter Preference Survey Results: Voters Not Influenced by Party Leaders Want Better Economic Conditions, 21 September 2004

Voter Registration Audit Report, 21 March 2004

Voting in First Round of Presidential Election Proceeds Smoothly and Safely, but High Rates of Invalid Votes at Some Polling Stations, 6 July 2004

Voting in Second Round of the Presidential Election Proceeds Relatively Well, 22 September 2004

Yudhoyono/Kalla Win Broad Support, Narrower Constituencies Matter for other Major Tickets. Press Release on Voter Attitude Survey, 7 July 2004

Ministry of Coordination for Economic Affairs, Republic of Indonesia

Letter from the Minister Coordinator for Economic Affairs to the UNDP Resident Representative, Ref No: S-234/M Ekon/9/2002 on *General Elections 2002,* 11 September 2002

NDI

Letter from NDI's Resident Representative for Indonesia to the UNDP Resident Representative on UN Coordination, dated 1 October 2004

PANWAS

Decree Number 03 Year 2003 on the Method of Selection and Determination of Members to the Elections Supervisory Committees at provincial, regency/city, and subdistrict (Kecamatan) levels

Decree Number 13 Year 2003 on Dispute Resolution Mechanism

Decree Number 23 Year 2003 on Administrative Sanctions and Replacement of Election Supervisors Election Supervisory Committees

Evaluation Plan of the Effectiveness of PANWAS 2004. Translated dated 15 October 2004

Fact Sheet, Undated

Manual Pelatihan, Penyelesaian Sengketa

Organigram (*Structur Organisasi Panwalsu) d*escription from PANWAS website.

Strategic Plan of Panwas Pemilu 2004, May 2004

Workshop Recommendations, October 2004

Polling Center

UNDP- Election Support Programme Poll Worker Training Assessment, 27 September 2004

USAID

Promoting Genuine Elections and Political Processes in Indonesia, 29 December 2003

ANNEX 5. MEETING AND FIELD TRIP SCHEDULE

SCHEDULE OF MEETINGS

UNDP 2004 Election Support Programme Evaluation

Day	Date	Time	Gnrl Team	EU Team	Person / Organization	Location	Confir mation
Wed	6-Oct	8.30 - 9.00	X	X	Office Orientation	UNDP Surya Bldg.	OK
		9.00 - 10.00	X	X	Kendra Collins (Programme Adviser UNDP)	UNDP Surya Bldg.	OK
		10.00 - 11.00	X	X	Paul Guerin, Rudiarto Sumarwono (UNDP Training adviser to the KPU)	UNDP Surya Bldg.	OK
		11.00 - 12.00	X	X	Fida Nasrallah (Voter Education Adviser UNDP)	UNDP Surya Bldg.	OK
		13.30 - 14.30	X	-	Renaldy Martin (Programme Officer, Canadian International Development Agency/CIDA)	Canadian Embassy	OK
		16.00 - 17.00	X	X	Iwan Gunawan (Head of UNDP Governance), Kevin Evans (Electoral Adviser), Clarissa	Menara Thamrin, Glass room 7th Fl.	OK
		17.30 - 18.30	X	X	Andrew Thornley (UNDP Training Adviser to PANWAS)	Sari Pan Pacific Hotel	OK
Thur	7-Oct	10.00 - 11.00	X	X	Binsar ST. Siagian (Head of Subdivision of Human Resources KPU)	KPU Office, 4th Fl.	OK
		11.00 - 12.00	X	X	EUEOM	Wisma Dharmala Sakti	OK
		15.30 - 16.30	X	X	Remco van Wijngaarden (Dutch Rep)	Netherlands Embassy	OK
		17.00 - 18.00	X	X	Prof.DR.Ramlan Surbakti, MA (Vice Chairman KPU)	KPU Office, 2nd Fl. (Mr. Ramlan's office)	OK

Fri	8-Oct	9.00 - 10. 00	X	X	Phil Whelan, Fafa Umar Farouk (IFES)	IFES Office, KPU Building	OK
		11.00 -12.00	X	-	Phil Schwehm, Mimi Santika (USAID)	US Embassy	OK
		13.00 - 14.00	X	X	DR.Ir. Sussongko Suhardjo Msc. (Vice General Secretary KPU)	KPU Office, 2nd Fl.	OK
		15.00	-	X	Mr.Eckle (EU)	Wisma Dharmala Sakti, 16th Fl	OK
		16.30	X	X	Mr. Komara Djaja (Deputy for Macro Economic & Finance), Zainal A. Indradewa (Asst.Deputy for Macro Economic & Finance), Zureidar (Asst.Deputy for Macro Economic & Finance)	Coordinating Ministry for Economic Affair, 4th Fl.	resched. Fm thurs mtg. OK
Mon	11-Oct	9.00 - 10.00	X	-	CEPDES	Jombang	OK
		10.00 - 11.00	X	-	LAKPESDAM	Jombang	OK
		15.00 - 17.00	X	-	KPU Surabaya	Surabaya	OK
		11.00 - 12.00	-	X	Irianto (CEIA)	Surya Bldg	OK
		13.00 - 14.00	-	X	Ray Rangkuti (KIPP)	Surya Bldg	Cancelled they refuse to meet
		14.00 - 15.00	-	X	Titi Suntoro (SP)	Surya Bldg	
		15.00 - 16.00	-	X	Aldrin Situmeang (INSIDE)	Surya Bldg	
Tue	12-Oct	10.00 - 10.45	-	X	KPU	SEMARANG	OK
		11.15 -12.00	-	X	KIPP	SEMARANG	OK
		12.15 - 13.30	-	X	PANWAS	SEMARANG	OK
		14.00 - 15.00	X	-	JAMPPI	BALI	OK

		15.00 - 16.00	X	-	JPPR/LAKPESDAM	BALI	OK
		16.00 - 17.00	X	-	KP3BALI	BALI	OK
Wed	13-Oct	9.00 - 10.00	X	-	KPU	BALI	OK
		10.00 - 11.00	X	-	PANWAS	BALI	OK
		12.00	-	X	Valina Singka (KPU member, incharge of Socialisation), Djohermansyah(Media Adviser on KPU Voter Inf. Campaign and Media Center)	KPU Media Center Office	OK
		14.00 - 15.00	-	X	Ronan MAC-AONGUSTA(Second Secretary, Economic Cooperation, Regional & Good Governance- EU)	Wisma Dharmala Sakti 16th Fl.	OK
		15.00 - 16.30	-	X	Donor Meeting	Le Meridien Hotel	OK
		17.15	-	X	Florian Witt, Jasmine Freischlad (FNS)	FNS Office, Jl. Rajasa II/7,	OK
Thur	14-Oct	9.00 - 10.00	X	-	KPU	MEDAN	OK
		10.00 - 11.00	X	-	PANWAS	MEDAN	OK
		11.00 - 12.00	X	-	JAMPPI	MEDAN	OK
		14.00 - 15.00	-	X	Ruji Harjito (JAMPPI)	PALANGKARAYA	OK
		15.30 - 16.30	-	X	H.Hariyanto(PANWAS)	PALANGKARAYA	OK
		17.30 - 18.30	-	X	Hakamto Hari (KIPP)	PALANGKARAYA	OK
Fri	15-Oct	8.30 - 9.30	-	X	Harun (KPU)	PALANGKARAYA	OK
		14.00	X	-	ELSAKA	MEDAN	OK
		15.00	X	-	Kendra Collins (Programme Adviser UNDP)	Surya Bldg	OK

Day	Date	Time			Meeting	Location	Status
		16.00	X	-	Mieke Kooistra (Communication Adviser-IORC)	Surya Bldg	OK
Mon	18-Oct	9.00 - 10.00	X	X	Michael Malley, Dezma Maxwell (AEC) - Conference Call JKT - AUS	Surya Bldg	OK
		10.15 - 11.15	-	X	Lulu Muhammad (Programme Officer - UNDP)	Surya Bldg	OK
		11.00 - 12.00	X	-	Kazuyoshi Kuroda (JICA)	1st Fl. KPU Office	OK
		12.00 - 13.00	X	-	Valina Singka (KPU member, incharge of Socialisation), Djohermansyah(Media Adviser on KPU Voter Inf. Campaign and Media Center), Lukman (Voter Education)	KPU Office, Valina's Office 2nd. Fl	OK
		14.30 - 15.30	X	X	Jerome Cheung (Programme Director for Civic Participation-NDI), Paul Roland (Country Representative - NDI)	NDI Office, Jl. Teuku Cik Ditiro No.37A Pav.	OK
		16.00 - 17.00	X	X	Tim Meisburger (The Asia Foundation)	TAF Office	OK
Tue	19-Oct	9.00 - 10.00					
			X	-	Wahidah (JAMPPI)	Surya Bldg	OK
		10.00 - 11.00	X	X	Bo Asplund, Gwi Yeop Son (UNDP)	Menara Thamrin, 9th Fl. Mr. Bo's Office	OK
		11.30 - 12.30	X	X	Kevin Evans	Surya Bldg	OK
		14.00 - 15.00	X	X	Lutfi Hasan (One Comm)	Surya Bldg	OK
		15.00 - 16.00	X	-	Ati, Darajat (Fortune)	Surya Bldg	OK
		16.30 - 17.30	X	-	Hank Valentino (Snr. Media Adviser - IFES)	IFES Bldg.	OK
Wed	20-Oct	9.00 - 10.00	-	X	Ridwan Hasan (UNDP)	Surya Bldg.	OK

			X	-	Oliver Green (Monitoring Officer for Programme Grantees - UNDP)	Surya Bldg.	OK
		10.30 - 11.30	X	-	Heri Rakhmadi (Director - BamboeDoea)	Media Center, KPU	OK
		13.00 - 14.00	X	X	Komaruddin Hidayat, Didik, Noor (PANWAS)	PANWAS Office, Century Tower (ex Aspac Bldg.) 6 Fl. #602	OK
		15.00 - 16.00	X	X	Freddy Tulung (Director for Politics Information and Coommunications-Bappenas)	Bappenas Office, Lt. 2 Gedung Asmen, Jl.Taman Suropati No.2	OK
		16.30 - 17.30	X	-	Common Ground: Piet Manoppo (Programme Officer), Dini (Asst. Programme)	Cikini	OK
Thur	21-Oct	9.00 - 10.00	X	-	Shayne McKenna (Second Secretary - AUSAID)	Australian Embassy, 2nd Fl.	OK
		11.00 - 12.00	X	-	DFID (Bill Baker - Snr. Governance Advisor)	Ascot Apartment, #1302	OK
		13.00 - 13.30	X	-	Clarissa M. Peterson (Governance UNDP)	Menara Thamrin, 8th Fl.	OK
		13.00 - 14.00	-	X	Fernanda (UNDP) -- Conference Call	Surya Bldg	OK
		14.30 - 15.30	X	-	Sophie Kahn (Deputy Field Director - The Carter Center)	Borobudur Hotel, Garden Wing II, Aptm.383	OK
Fri	22-Oct	9.00 - 10.00	X	X	Ronan MAC-AONGUSTA(Second Secretary, Economic Cooperation, Regional & Good Governance- EU)	Wisma Dharmala Sakti 16th Fl.	OK

		10.00 - 11.00 (change to 10.30)	-	X	JW Thompson: Wariga (Snr. Account Exec), Ira Sukirman (President Director), Arif (Associate Creative Director)	Jl. Proklamasi No.46	OK
		12.00 - 13.00	X	X	Chusnul Mariyah (KPU Member)--- Cancelled- not in office when team gets there.	KPU Office, 2nd Flr.	OK
		15.00	X	-	Bambang Widjojanto (Partnership Electoral Reform Adviser, also Chair of PAC Election Monitoring)	Sari Pan Pacific Hotel, Mitra Rm. 4th Fl	OK
Mon	25-Oct	9.00	X	X	Initial finding presentation to Gwi	Menara Thamrin	OK
		10.00	X	-	Hadar Gumay (CETRO)	Surya Bldg.	OK
		15.00	X	X	Initial finding presentation to Donors,KPU,Gol	Surya Bldg.	OK

ANNEX 6. PRELIMINARY FINDINGS

PROGRAMME EVALUATION

Preliminary Findings

UNITED NATIONS DEVELOPMENT PROGRAMME
ELECTION 2004 SUPPORT PROGRAMME

Jakarta
25 October 2004

General Evaluation Team
  Sue Nelson
  Lia Julliani
  Widya Sutiyo

EU-Component Evaluation Team
  Maria Rosaria Macchiaverna
  Ivan Nasution
  Rida Trisma

MAJOR FINDINGS

- The Programme provided significant support to the consolidation of Indonesia's democratic transition through its support to the 2004 electoral process. Three elections were administered by the newly formed independent KPU that were on schedule, credible, and resulted in the peaceful transition of power from one democratically elected government to another.

- The Programme was well designed and implemented and met most of its immediate objectives in areas where assistance was provided. A few activities were not undertaken, primarily in the IT sector, at KPU request. As the elections were successfully concluded, the Programme met its strategic objective, however, further consolidation of the longer term aspects of institutional capacity building is advisable.

- Several innovative approaches were taken by the Programme, including the depth of use of the private sector for services, the use of CSOs for grassroot outreach for voter information and education and the use of the media to reach the 5 million pollworkers for training.

- UNDP's coordination of donors was done at request of the Government of Indonesia and was perceived as a valued service by the Government, donors and implementing partners. Twelve donors, including UNDP, provided $33.8 million through the Trust Fund and three donors provided $51.4 million bilaterally. The coordination mechanisms put into place, especially at the implementation levels, helped ensured close coordination of certain aspects of donor programmes, especially those related to assistance to the KPU. A key example is the pollworker training programme that merged the AEC (AusAID), IFES (USAID) and UNDP assistance into one integral programme.

- The implementing mechanisms put into place to manage activities and disburse the Trust Fund appear to have worked well but for a few exceptions. One was the length of time required for UNDP contracting and disbursements (contrasted against the deadlines of the electoral calendar). Another was the EU-funded voter education programme which earmarked funds for 5 specific CSOs that created the C-VICI consortium. It did not fit into the open competition process adopted by the Programme and required a separate programme document and implementing arrangement.

FINDINGS FOR THE PROGRAMME'S IMMEDIATE OBJECTIVES

Immediate Objective One: Support to Electoral Management

A number of significant accomplishments can be directly attributed to the support provided by the UNDP Programme and its partners, including:
- a better trained electoral administration and staff (including KPU, PANWAS and pollworkers);
- a better informed public on the new electoral system and voting procedures;
- a smoother and more transparent administration of the electoral process.

Activity 1: Technical support to KPU management and operations for the effective management of the 2004 elections

- Technical assistance was targeted more toward implementation of specific activities, such as training, than on improving general management and logistical operations as foreseen in the Programme Document. This is an area UNDP should consider targeting for future assistance as the KPU and its Secretariat works to institutionalize its lessons learned from administering the 2004 elections.

- UNDP experts appeared to have provided quality services to the KPU and helped raise awareness of international best practices and standards. Space limitations forced most Programme experts to work offsite. There is significant value added to working directly in the offices being assisted (as shown by the training experts who remained nearby) and this should be a consideration for future assistance.

Activity 2: Technical assistance to support KPU's efforts to create an adequate information and communications system within the KPU

- Programme assistance for IT was limited to support to the electronic results transmission at KPU's request.

Activity 3: Support to the KPU's efforts to ensure a transparent organization of the 2004 elections through information for media and media monitoring

- The placement of the Media Centre within the KPU, and KPU's frequent use of the Centre, helped contribute to the transparency of the electoral process and to the credibility of the KPU. The Centre is being handed over to the Public Relations Office to be administered and funded by the KPU. This result directly contributes to the Programme's development objective of sustainable institutional capacity building.

- Transparency and credibility of the process was enhanced with the establishment of the National Tally Centre supported by the Programme. This Centre helped ensure accurate information and timely election results were provided to the public via the media.

Activity 4: Support to evaluation

- KPU's post-electoral assessment of the 2004 process is in the planning stages. PANWAS has started its evaluation. Evaluation is a key part of ensuring lessons learned are institutionalized within all stakeholders and UNDP should continue to support this process even if is held after the end of the Election Support Programme.

Activity 5: Support to training

1. KPU

- Programme assistance, both financial and technical, helped to ensure the KPU had the strategy and means to implement a training programme for the 2004 elections. It helped raise the priority of training and started to build a training capacity within the KPU. The creation of a permanent training sub division within the KPU's Human Resources Division contributes to the long term development objective of the Programme.

- The Programme funded several innovative training initiatives, including the production of a video for the training of pollworkers for each election. Airing these videos by

television and the use of radio ensured a broad reach of not only pollworkers and the general public-- making the video a tool for voter information as well as for pollworker training. The use of popular soap opera characters to explain procedural training helped ensure a large audience share.

- The integrated nature of the pollworker training done by UNDP, AEC and IFES is a best practice. It should be noted that this formula does not always work as well as it did here and the willingness of the individuals and institutions involved to work together was a key factor of its success.

- A key constraint was the tight timetable, late decrees and decisions on procedural matters. This adversely affected the time available for the printing and for the distribution of the materials although in most places the materials appear to have arrived in time for training.

- Programme monitoring of the training programme was limited due to the small number of staff. Feedback was obtained from within the KPU and from long term observers but this is an area that should receive more attention for future training activities.

- The KPU should ensure that training is included in its future budgets as a line item funded by the government. The KPU Training Unit should be used as a resource center for the training needs of the provincial and local KPUs for the upcoming local elections starting in June 2005.

2. PANWAS

- The Programme targeted PANWAS staff at all levels and training allowed them to perform their jobs more effectively and efficiently. Training reached all levels of the PANWAS structure and was perceived by recipients as being of good quality and easy to understand because of its participatory approach. The use of professional trainers teamed with PANWAS members provided a good blend of technical expertise in training and content.

- The PANWAS website launched in January 2004 was a successful initiative receiving around 1 million hits per month. It provided specific information on PANWAS and the electoral complaint process as well as a mechanism for the public to actively participate and report violations on line.

- There was little data available during the Evaluation about the interaction between PANWAS and the observation groups but this information is being collected now by PANWAS for its internal evaluation. It seems as though there was interaction in the field but this was not evident at the provincial levels visited.

- Training resulted in the PANWAS being able to process complaints more effectively than in previous elections and to resolve cases more appropriately. Programme supported training in conflict resolution proved useful.

IMMEDIATE OBJECTIVE TWO: SUPPORT TO VOTER EDUCATION AND INFORMATION

- Programme activities and those of its partners directly improved voter understanding of the new electoral system and the mechanics of voting.

- Donors should consolidate and build on the informational gains made in 2004 by supporting longer term civic education programmes that focus on the post-election voter information needs and the up-coming local election process.

- Both voter information and voter education programmes were hampered by the tight timeframe between final decisions on electoral regulations/procedures and electoral events.

Activity 1: Support to the KPU voter information programme

- Use of advertising firms contracted by the Programme (for training, voter information and media) through an open and competitive bidding process resulted in professional products delivered on tight timelines.

- Use of CSOs funded by the Programme to help the KPU structure distribute printed voter information through their grass roots network was effective in increasing outreach.

Activity 2: Support to KPU-accredited CSO voter education activities

- The Programme exercised due diligence in the management of this activity. As an example, the selection of CSOs included a check on CSO reputations as well as the review of the proposals received through an open competitive bidding process. This process resulted in the selection of CSO's that implemented credible voter education programmes (with varying degrees of efficacy).

- Technical assistance to grantees focused on reporting which increased the CSOs' ability to produce the financial and administrative reports required by the Programme. CSOs were not assisted with the substance of their programmes although materials were screened for accuracy. Assisting CSOs with their strategic planning and development of their voter/civic education programmes is an area UNDP should consider for future assistance.

- Donor support to CSO voter education was closely coordinated, especially in the lead up to the legislative elections. This eliminated double funding, ensured better geographical coverage and included a concerted effort to address issues such as the need for a nonviolent election and the participation of women and first time voters. It is a best practice that should be replicated in other elections.

5.   IMMEDIATE OBJECTIVE THREE: SUPPORT TO CSO ELECTION MONITORING

- There was a direct correlation between the number of domestic monitors and the amount of donor funding available. As funding decreased, so did the number of monitors. The term "volunteer" is a misnomer as most volunteers were paid. We only saw a limited number of groups, but within these groups there was a marked difference in the tenor of the discussions. Those with funding through September still spoke of observation as a

type of integrity mechanism. Those whose funding had been cut off universally said the only impact had been that they earned a day's wage.

- Domestic observation is an important integrity mechanism and groups that are seriously interested in the integrity aspects of their work need to be encouraged. However, before future observation efforts are funded, a systematic look at the monitoring and observation efforts within Indonesia for the past elections should be undertaken. This should include political party monitors as well as the domestic and international observers to determine which type of observation/monitoring was most effective and to identify areas that need strengthening and donor assistance.

6. IMMEDIATE OBJECTIVE FOUR: COORDINATION AND MANAGEMENT OF INTERNATIONAL DONOR SUPPORT

Activity 1: In cooperation with the KPU, coordinate international donor support for the 2004 elections to maximize effectiveness

- The Trust Fund mechanism, which has one institution responsible for the administration of funding from multiple donors, facilitated the receipt and use of donor aid by the Government. It also provided a mechanism for donors to channel their elections assistance that was accountable and worked within the context of a well-defined project. Without this UNDP project, several donors would not have been able to contribute to these elections.

- UNDP's neutrality and collaborative approached was effective for resolving issues and building trust among participants and stakeholders.

- Coordination was a priority of the Programme and regular briefings helped reduce the number of individual briefings the KPU had to provide. With a tight electoral calendar, this is a valuable time savings device as well as a means to ensure the consistency of information sharing among all participants. While information sharing was a regular feature, meetings that added substantive discussion were the most appreciated.

Activity 2: Establish an international observer support unit to facilitate observer activities

- The venue and information services provided were easily accessible and valued by most observer groups- in particular the smaller shorter-term observation groups without their own base of support. Large donors credited the IORC's central repository for documents and briefings as a useful time-saving service while it became a learning center for domestic observers. The largest international observation group preceded the center and used it less, but still attended meetings and used Programme training and voter information materials for their trainings of short term observers.

- The language barrier prevented many local CSO groups from attending coordination meetings, but they still used the IORC for information as material was available in Bahasa Indonesia.

- The term "coordination" remains a sensitive term for observation groups. IORC's focus on information sharing rather than coordinating deployments or statements helped diffuse this potential problem.
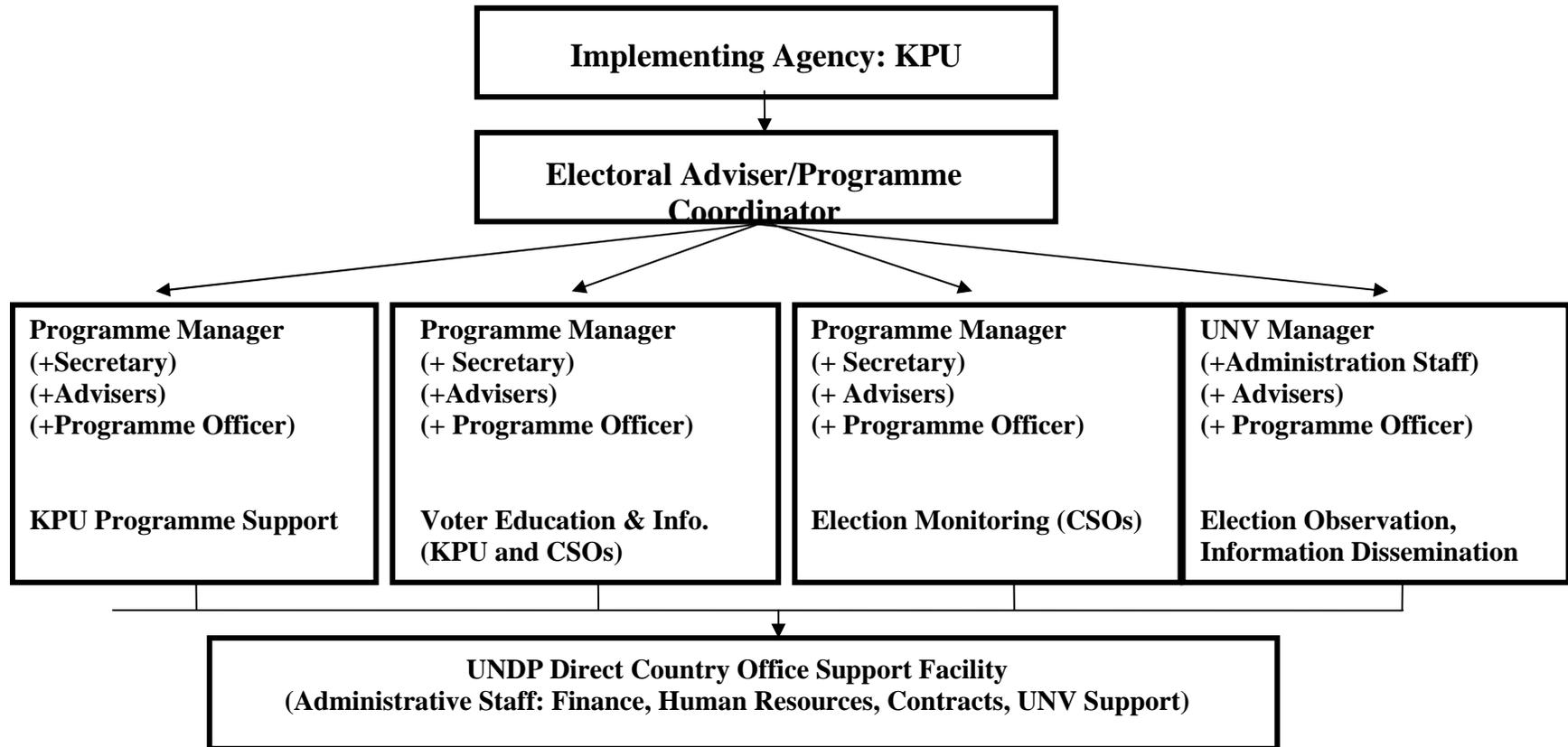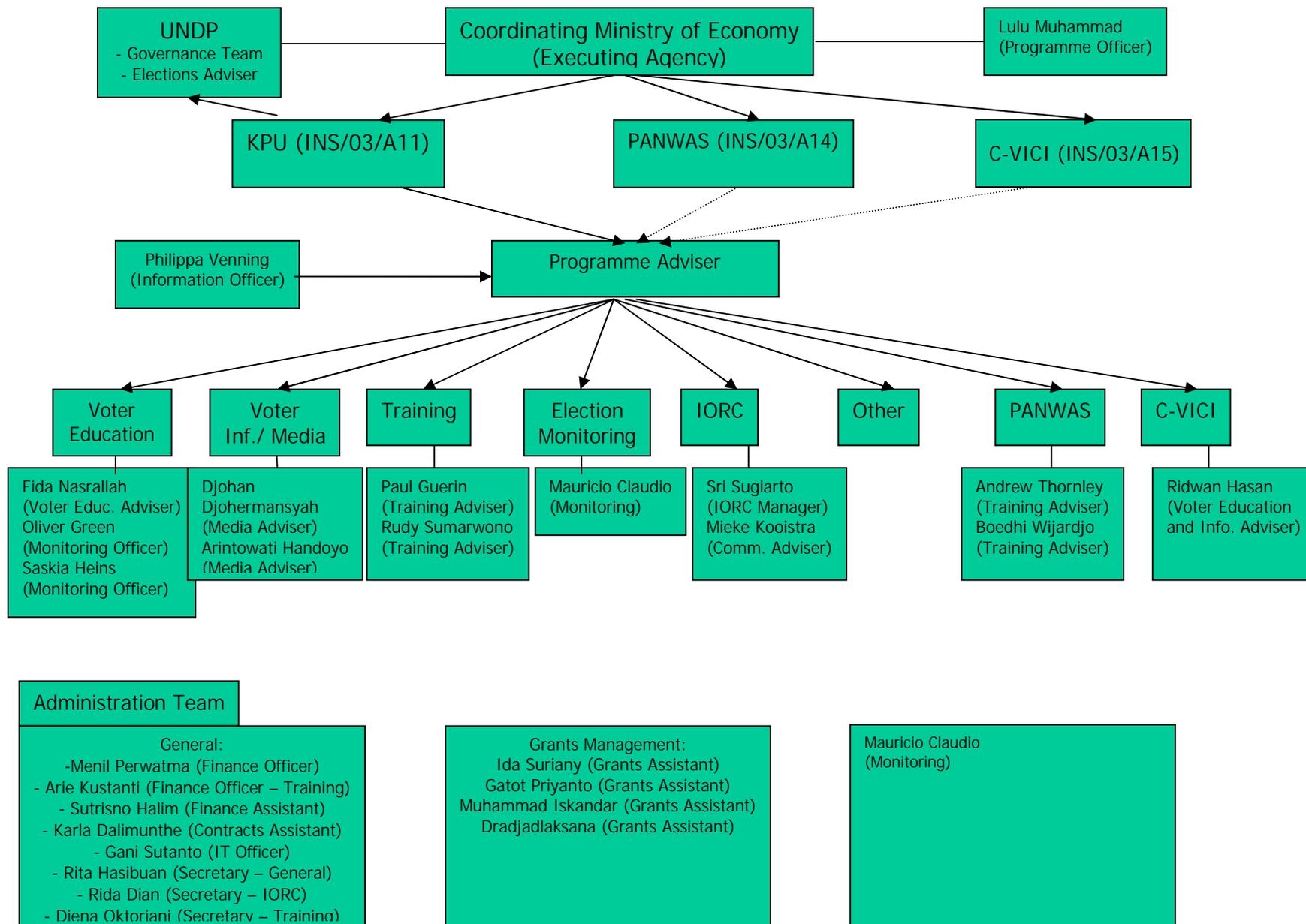
PROGRAMME DESIGN AND MANAGEMENT

- The Government's early request for assistance gave UNDP time to develop a well designed programme with specific objectives and indicators. The project document was also generic enough that it gave the Programme flexibility to respond to most of the needs without having to go back to amend the Programme document.

- The electoral calendar determines the timetable for election assistance activities. To be useful and effective, donor assistance must fit within this timetable. The Programme faced several constraints. It started in June 2003 however the first payment into the Trust Fund was in October 2003. CSO grant making was seen in terms of contracting which required NY approval for every grant over $30,000. The disbursements for grants also tended to follow contract procedures which split payments into three. UNDP Indonesia took measures to streamline internal approvals and to pre-fund some activities, but UNDP as an institution should review its procedures for these types of time-sensitive programmes.

- Management of the project appears to have followed good management practices. Appropriate and timely reporting was done, activities were monitored to the extent possible with available staffing, corrective measures were taken when problems were discovered and files were documented. Experts hired appeared to have appropriate expertise and worked collaboratively. The Programme Manager filled two jobs (administratively managing this large and complex project and overseeing all activities and their content) and was praised for her work.

RECOMMENDATIONS FOR FUTURE ACTIVITIES

- Continued assistance to the national and local electoral process with a long term development perspective that looks at the legal and institutional framework, decentralization, institutional systems, and their implications on electoral administration and budgets. Specific aspects within the administrative structures should also be assisted within this longer term context including strategic planning, training and streamlining operations between and within the national and provincial KPUs. The KPU should have a continued role in the forthcoming local elections in order not to lose and to reinforce the institutional capacity built during the past two years of experience and elections assistance.

- Continued support to voter education as part of longer term civic education programmes, including education on what voters should expect from their new political system and how it should work. It should be practical and include the "how to" as well as the "why" of citizen involvement in the new political system. Education should also be provided to the newly elected representatives as part of longer term good governance support programmes.

- Strategic support, including training, to credible advocacy CSOs for post-election monitoring of the newly elected officials and the functioning of the new political system. This assistance should be conceived within the context of a long term democracy and governance programme.

PROGRAMME MANAGEMENT STRUCTURE

```
                    ┌─────────────────────────────────────┐
                    │   Implementing Agency: KPU           │
                    └─────────────────────────────────────┘
                                      │
                                      ▼
                    ┌─────────────────────────────────────┐
                    │  Electoral Adviser/Programme         │
                    │  Coordinator                         │
                    └─────────────────────────────────────┘
```

| Programme Manager (+Secretary) (+Advisers) (+Programme Officer) KPU Programme Support | Programme Manager (+ Secretary) (+Advisers) (+ Programme Officer) Voter Education & Info. (KPU and CSOs) | Programme Manager (+ Secretary) (+ Advisers) (+ Programme Officer) Election Monitoring (CSOs) | UNV Manager (+Administration Staff) (+ Advisers) (+ Programme Officer) Election Observation, Information Dissemination |

UNDP Direct Country Office Support Facility
(Administrative Staff: Finance, Human Resources, Contracts, UNV Support)

UNDP
- Governance Team
- Elections Adviser

Coordinating Ministry of Economy
(Executing Agency)

Lulu Muhammad
(Programme Officer)

KPU (INS/03/A11)

PANWAS (INS/03/A14)

C-VICI (INS/03/A15)

Philippa Venning
(Information Officer)

Programme Adviser

Voter Education

Voter Inf./ Media

Training

Election Monitoring

IORC

Other

PANWAS

C-VICI

Fida Nasrallah
(Voter Educ. Adviser)
Oliver Green
(Monitoring Officer)
Saskia Heins
(Monitoring Officer)

Djohan Djohermansyah
(Media Adviser)
Arintowati Handoyo
(Media Adviser)

Paul Guerin
(Training Adviser)
Rudy Sumarwono
(Training Adviser)

Mauricio Claudio
(Monitoring)

Sri Sugiarto
(IORC Manager)
Mieke Kooistra
(Comm. Adviser)

Andrew Thornley
(Training Adviser)
Boedhi Wijardjo
(Training Adviser)

Ridwan Hasan
(Voter Education and Info. Adviser)

Administration Team

General:
-Menil Perwatma (Finance Officer)
- Arie Kustanti (Finance Officer – Training)
- Sutrisno Halim (Finance Assistant)
- Karla Dalimunthe (Contracts Assistant)
- Gani Sutanto (IT Officer)
- Rita Hasibuan (Secretary – General)
- Rida Dian (Secretary – IORC)
- Diena Oktoriani (Secretary – Training)

Grants Management:
Ida Suriany (Grants Assistant)
Gatot Priyanto (Grants Assistant)
Muhammad Iskandar (Grants Assistant)
Dradjadlaksana (Grants Assistant)

Mauricio Claudio
(Monitoring)

ANNEX 9. PROGRAMME STAFF

	Name	Title	Start	End
A. International Staff				
1	Paul Guerin	Training Adviser	18/09/2003	15/12/2004
2	Fida Nasrallah	Voter Education Adviser	23/08/2003	15/10/2004
3	Anne-Marie Kooistra	Communication Adviser	08/03/2004	30/11/2004
4	Andrew Thornley	Panwas Conflict Resolution Adviser	20/10/2003	06/10/2004
5	Oliver Green	Monitoring Officer for Grantees (UNV)	17/11/2003	05/11/2004
6	Saskia Heins	Monitoring Officer for Grantees (UNV)	17/11/2003	30/09/2004
7	Philippa Venning	Information Officer (UNV)	15/03/2004	14/10/2004
8	Mauricio Claudio	Monitoring Officer for Programme Grantees	08/02/2004	26/07/2004
9	Fernanda Lopes	Communications Adviser	06/11/2003	30/06/2004
B. National Staff				
10	Boedhi Wijardjo	PANWAS Training Adviser	20/10/2003	31/08/2004
11	Djohan Djohermansyah	Media Adviser (Voter Information)	03/10/2003	30/09/2004
12	Arintowati Handoyo	Media Adviser (Media Centre)	19/09/2003	30/09/2004
13	Rudiarto Sumarwono	Pollworker Training Officer	03/11/2003	30/11/2004
14	Sri Redieki Sugiarti	Manager for IORC	27/02/2004	30/09/2004
15	Lulu Muhammad	Programme Officer	01/10/2003	15/12/2004
16	Ridwan Hasan	Voter Education Adviser	03/11/2003	31/07/2004
17	Hendry Firman	Graphic Design Officer (part-time)	26/01/2004	31/08/2004
18	Handono Martojoewono	Procurement Expert	09/02/2004	23/04/2004
19	Muhammad Imam	Procurement Expert	09/02/2004	23/04/2004
20	Menil Poerwatma	Finance Assistant	01/10/2003	30/11/2004
21	Sutrisno Halim	Finance Assistant	04/02/2004	15/12/2004
22	Karla Dalimunthe	Personnel and Contracts Assistant	01/10/2003	15/12/2004
23	Ida Suriany	Grants Assistant	06/10/2003	15/12/2004
24	Gatot Soepriyanto	Grants Assistant	01/04/2004	15/12/2004
25	Muhammad Iskandar	Grants Assistant	14/09/2004	13/12/2004
26	Dradjadlaksana Pawangwidjaja	Grants Assistant	15/09/2003	31/11/2004
27	Fimek Prabaningsih	Finance Officer (Panwas)	08/12/2003	31/10/2004
28	Rahadjeng Rasyid	Finance Assistant (Panwas)	05/12/2003	31/10/2004
29	Arie Kustanti Viciani	Finance Assistant (KPU)	26/01/2004	15/12/2004
30	Diena Oktoriani	Finance Assistant (KPU)	14/09/2004	15/12/2004
31	Rida Trisna	Administrative Assistant (IORC)	09/03/2004	30/11/2004
32	Ingelia Puspita Dewi	Administrative Assistant (Panwas)	15/12/2003	14/11/2004
33	Rio Rita Hasibuan	Secretary	07/06/2004	15/12/2004
34	Andrina Rivai	Secretary	29/03/2004	08/06/2004
35	Margareth Sylviawati	Secretary	06/10/2003	31/03/2004
36	Asiani Gamawati Tamimi	Secretary (KPU)	07/06/2004	30/09/2004
37	Estie Suraytna	Secretary (KPU)	18/09/2003	15/06/2004
38	Janita Devy	Translator	26/04/2004	30/09/2004
39	Gani Fiandi Sutanto	IT Assistant	05/01/2004	15/12/2004
40	Soetarto Dwipoespito	IT Assistant	11/09/2003	27/04/2004
41	Saubari Mukri	Website Manager	05/01/2004	16/04/2004
42	Wawan Hermawan	Driver	20/10/2003	15/12/2004

ANNEX 10. PROGRAMME BUDGET

Activity	Expenditure (USD)	Commitment (USD)	Unspent (USD)	Total (USD) - excluding CoA
ACTIVITY 1: SUPPORT TO KPU AND PANWAS				
KPU training support (training and materials)	5,598,210	14,906	92,598	5,705,714
KPU Media Centre	908,570	72,044	(1)	980,613
KPU National Tally Centre	843,483	93,358	3,889	940,730
PANWAS Training	1,884,929	146,606	86,872	2,118,407
ACTIVITY 2: SUPPORT TO VOTER EDUCATION AND INFORMATION				
KPU Voter Information Campaign	4,936,544	1,097,444	(39,853)	5,994,135
CSO Voter Education	6,101,775	711,493	30,966	6,844,234
C-VICI	1,405,239	1,430,015	637,846	3,473,100
EU Visibility Campaign	391,834	15,383	31,807	439,024
ACTIVITY 3: SUPPORT TO ELECTION MONITORING				
CSO Election Monitoring	3,676,065	458,661	-	4,134,726
ACTIVITY 4: SUPPORT TO COORDINATION OF INTERNATIONAL SUPPORT				
IORC	36,211	-	0	36,211
Staffing	879,572	87,064	72,635	1,039,271
Audit	12,400	116,198	82,573	211,171
Evaluation	151,625	104,578	204,127	460,330
Equipment and Office Costs	86,197	27,672	36,277	150,146
Travel costs	95,398	2,258	8,923	106,579
Miscellaneous	35,146	30,343	114,596	180,085
	27,043,198	4,408,023	1,363,255	32,814,476

ANNEX 11. INTENDED OUTPUTS VS ACTUAL RESULTS

Intended Outputs	Activities as per Original Workplan	Original Inputs	Actual Inputs	Actual Outputs
IMMEDIATE OBJECTIVE ONE: SUPPORT TO THE KPU				
Output: KPU improves strategic process implementation in the areas where technical support is made available.	• Technical assistance to relevant KPU bureaus in aspects of institutional planning, project management and project execution to develop adequate systems for use in the short and longer term; • Technical assistance to relevant KPU bureaus in aspects of financial management and basic controls • Technical assistance for internal auditing and auditing for political campaign financing. • Technical and other assistance to relevant KPU bureaus in aspects of elections operations and logistical planning for adequate installation of capacity at central and regional levels before and after the 2004 elections. This may include the procurement of major items of electoral materials. • Focused support for monitoring and evaluation to develop improved institutional management practices.	*International Staff* - Elections Financial Planning/ Budget/ Operations and Logistics Advisor (1 * 6 months) ***Local Staff*** - Financial, Planning & Budgeting Advisor (1 * 12 months) • Procurement & Administration Advisor (1 * 12 months) Mission Costs (Local Travel) Equipment	*Local Staff* • Procurement & Administration Advisor (2 * 4 months)	• Technical and other assistance to relevant KPU bureaus in aspects of elections operations and logistical planning for adequate installation of capacity at central and regional levels before and after the 2004 elections.

Intended Outputs	Activities as per Original Workplan	Original Inputs	Actual Inputs	Actual Outputs
Output: Effective Local Area and Wide Area networks are operational for the administration of the 2004 Elections. Output: Improved flow of information among the various KPU Offices at central and regional levels for more effective administration practices.	• Technical Advice to the KPU Secretariat in the area on Information Management; • Technical assistance in aspects related to the installation of appropriate information systems and communications technology, particularly in areas of Wide Area Networks (WAN) and local area networks (LAN) to support the KPU in its WAN design and tendering process; • Technical assistance in the area of data base and software design and development • Support to specific procurement of services and equipment aimed at improving KPUs capacity to manage information and data connected to the 2004 elections processes. • Evaluation of information systems to assess suitability of installed capacity.	**International Staff** - Database, Applications & Information Management Advisor (1 * 12 months) - Network Communications Advisor (1 * 6 months) **Local Staff** - Information Management Advisor (1 * 12 months) - Network Administration Advisor (1 * 12 months) - Software and Database Advisor (1 * 12 months) Mission Costs Possible equipment • Computers • Printers • Net work Setup • Other hardware • Software licenses	**Local Staff** - Financial support to establishment of IT Team and IT software, preparing the interface of the IT for the Tabulasi Nasional Pemilu (TNP).	Implementation of electronic results transmission for all three elections.

Intended Outputs	Activities as per Original Workplan	Original Inputs	Actual Inputs	Actual Ouputs
Output: KPU evaluates overall management of the 2004 election processes and review procedures in coordination with regional staff, election monitors and civil society sectors and other elections stakeholders.	• Support KPU in retrieving relevant qualitative information from the field offices and other stakeholders for evaluation purposes. • Support KPU in designing effective systems for recovering electoral materials after the elections. • Support KPU to conduct a post-electoral assessment of the 2004 electoral processes. • If necessary, support KPU and other stakeholders in the identification of areas requiring further long term development and assistance.	International Staff • Elections Evaluation Advisor (1 * 3 months) Local Staff • Facilitators (2 * 2 months) Mission Costs	International Staff • Election Advisers to assist in development of longer term assistance programme.	• Support has yet to be provided for evaluation of KPU as the timeframe of the programme (end-Dec 2004) will probably not allow for it. The KPU intends to spend 2005 preparing its report of activities and conducting its evaluation. • Support will be provided to the KPU and other stakeholders in the identification of areas requiring further long term development and assistance through the mobilisation of a programme design mission.

| Output: The KPU establishes a permanent Training Unit to develop and implement a training strategy and to produce materials that provide backing for the newly established local offices at provincial and regency/municipality levels and introduces an acceptable cascade training programme for temporary staff | • Technical and other assistance provided for establishing the Training Unit and technical assistance provided to design and develop a comprehensive training strategy
• Technical and other support to the Training Unit provided in accordance with the Legislative and Presidential elections' calendars, to implement training for members and staff of election commissions at the national, provincial and regency levels (Permanent KPU Offices)
• Technical and other support to developing and implementing a cascade strategy to train supervisory committee members, non-permanent elections staff and poll workers.
• Technical, logistical and other to support contents development, design and printing of relevant training materials and manuals.
• Follow-up monitoring and assessment of training carried out. | *International Staff:*
• Training Advisor (1 * 12 months)
• Elections Management and Regulations Advisor (1 * 6 months)
• UNV Trainers (30 * 6 months)

Local Staff
• Trainer (Modules) (1 * 12 months)
• Trainer (workshop and logistics) (1 * 12 months)
• Trainers and Facilitators (70 * 3 months)

Mission Costs

Printing Costs
• Manuals for Permanent Staff
• Manuals for Temporary Committees
• Pollworkers Manuals
• Other Printing

Training Costs
• Training Sessions
• Training of Trainers

Training Equipment Costs | International Staff:
• KPU Training Advisor (1 * 12 months)
• PANWAS Training Adviser (1*9 months)

Local Staff
• KPU Training Officer (1 * 11 months)
• PANWAS Conflict Resolution Adviser (1 * 9 months)
• KPU Training Assistant (2)

KPU Training Printing Costs
• Pollworkers Manuals
• Pollworker Quick Reference Sheets
• Pollworker VCDs and airtime
• Other Printing

KPU Training Costs

PANWAS Training Costs

Assessment/Survey Costs | • Technical and other assistance was provided for establishing a training capacity within the KPU to design and develop a comprehensive training strategy
• Technical and other support was provided in accordance with the Legislative and Presidential elections' calendars, to implement training for members and staff of election commissions at the national, provincial and regency levels (Permanent KPU Offices), as well as the non-permanent elections staff and poll workers.
• Technical and other support was provided to develop and implement a training programme for PANWAS (supervisory committee) members and staff.
• Technical, logistical and other support was provided for content development, design and printing of relevant training materials and manuals.
• Follow-up monitoring and assessment of training was carried out. |

IMMEDIATE OBJECTIVE TWO: VOTER EDUCATION AND INFORMATION

Output: KPU commits institutional and organizational resources to conduct a nationwide voter information campaign through mass media and alternate means of communication to address existing public information needs regarding the 2004 elections.	• Within the Public Information Office, support KPU in producing voter education and information <u>source</u> materials, including targeted campaign messages and periodic elections publications
	• Support KPU's efforts to prepare central and regional offices' personnel to assist voter education and information campaigns in the registration appeals period and thereafter, including facilitation and limited financial support for periodical coordination meetings to this effect;
	• Support KPU's capacity to adequately monitor voter education campaign outcomes for continued effectiveness;
	• Technical and financial support to develop capacity to contract information products (printed, audiovisual-TV, radio and others), broadcast and distribution of such materials and to oversee and maintain quality control instruments for outsourcing voter information products and campaigns;
	• Support the KPU in developing and implementing strategies particularly directed at women and first time voters, as well as campaigns tailored to communities in conflict vulnerable areas;
	• Encourage and assist coordination between KPU Central and Local Offices and CSO activities related to voter information and monitoring;
	• Support overall evaluation of the voter education campaigns implemented for the 2004 elections.
		Local Staff
		• Voter Education/Info Advisor (1 * 12 months)
		• CSO Liaison Advisor (1)
		
		Mission Costs
		
		Contract Costs
		• Survey/Polling Services (Possible partners include IFES, Asia Foundation and/or Broadcast/Journalists Associations)
		• Campaign Broadcasting
		  - Legislative
		  - Presidential (2 rounds)
		• Campaign production (TV, radio, graphic)
		  - Legislative
		  - Presidential (2 rounds)
		
		Meeting Costs for Periodical Coordination Meetings
		
		Equipment Costs
			Local Staff
			• Media Advisor (1 * 11 months)
			
			• Survey/Polling Services
			
			• Campaign production and broadcasting (TV, radio, print)
			- Legislative
			- Presidential
				• Working with the Public Relations Bureau, support was provided to the KPU in producing voter education and information <u>source</u> materials, including targeted campaign messages and election publications. These source materials were sent to the provincial level KPUs for replication.
				• Support was provided to the central KPU efforts in the voter information through the voter registration appeals period.
				• Support was provided to the onduct of regular surveys to allow KPU to adequately monitor voter education campaign outcomes for continued effectiveness.
				• Technical and financial support was provided to the KPU to develop voter information products (printed, audiovisual-TV, radio and others), broadcast and distribution of such materials and to oversee and to ensure adequate quality control instruments when outsourcing voter information products and campaigns
				• Support was provided to assist coordination between KPU Central and Local Offices and CSO activities related to voter information and monitoring.

Intended Outputs	Activities as per Original Workplan	Original Inputs	Actual Inputs	Actual Outputs
Output: CSOs contribute to Voter Education campaigns developed for the 2004 Legislative and Presidential elections.	• Support CSOs to coordinate with KPU for accuracy in the production of messages and materials for voter education purposes; • Support CSOs capacity building to adequately monitor and evaluate voter education campaign outcomes for continued effectiveness; • Support CSOs to develop and implement strategies particularly directed at women and first time voters, as well as campaigns tailored to communities in conflict vulnerable areas; • Support and assist the establishment of a Project Appraisal Committee to develop and publish selection criteria for potential grantees. • To establish necessary mechanisms to monitor project implementation and reports of grants recipients under the programme	International Staff • UNV Capacity Building Advisers Local Staff • Voter Education/Inf. Advisor (1 * 12 months) Mission Costs Contracts (Grants) Meeting Costs for PAC • Training Sessions for Grantees	International Staff • Voter Education Adviser (1 * 12 months) • UNV Monitoring Officers (2 * 12 months) plus two part-time monitors Local Staff • Voter Education/Inf. Advisor (1 * 11 months) Contracts to CSOs (Grants) Contract to EU Consortium for Voter Information Training Sessions for Grantees	• Support was provided to CSOs to coordinate with KPU in the production of messages and materials for voter education purposes. CSOs were strongly encouraged to liase with local KPUDs to ensure accuracy of materials and information. • Support was provided to the CSOs through continued monitoring to ensure effectiveness of voter education activities as per original workplans and to ensure reporting schedules were maintained • Support was provided to CSOs to implement strategies particularly directed at women and first time voters, as well as campaigns tailored to communities in conflict vulnerable areas, as well as more general programmes • For the selection of the CSOs, support was provided to the establishment of the Project Appraisal Committee to develop and publish selection criteria for potential grantees.

Intended Outputs	Activities as per Original Workplan	Original Inputs	Actual Inputs	Actual Outputs
IMMEDIATE OBJECTIVE THREE: ELECTION MONITORING				
Output: Election Monitoring Organizations (EMO's) enhanced reporting capacity for efficient processing of field data for constructive analysis of election results and election implementation. (Useful for KPU and UNDP post-evaluation activities)	• Support coordination meetings among the national monitoring groups and other stakeholders. • Technical support for KPU's website as a tool for national and international observers (submission of requests for accreditation, regular updates of election activity, requests for information, etc.) for constructive analysis of the results and implementation of the elections. • Support the KPU in the accreditation of EMOs particularly to contribute to adequate nationwide coverage • Technical support to standardize election reporting forms and reporting procedures so that the information gathered can be centrally processed and analysed for a general perspective of the election process. • Support coordinated EMOs dissemination of observation reports and analysis. • Support and assist the establishment of a Project Appraisal Committee to develop and publish selection criteria for potential grantees. • To establish necessary mechanisms to monitor project implementation and reports of grants recipients under the programme	Local Staff • Election Monitor Coordinator (IT) (1 * 12 months) • Election Monitor Coordinator (Logistics) (1 * 12 months) Mission Costs Contracts (Grants) Printing Contracts Communication Costs Equipment Costs Meeting Costs for PAC	International Staff • Monitoring Officer (1 * 6 months) Contracts (Grants)	• Support was provided for coordination meetings to be held among the national monitoring groups and other stakeholders, for discussions relating to standardization of election reporting forms and reporting procedures and coordination on deployment. • Support was provided to the establishment of a Project Appraisal Committee to develop and publish selection criteria for potential grantees and to help in the selection of the grantees based on these guidelines. • National election monitors (short and long term) were mobilised for each of the elections. • Mechanisms were established to monitor project implementation and reports of grants recipients under the programme

Intended Outputs	Activities as per Original Workplan	Original Inputs	Actual Inputs	Actual Outputs
IMMEDIATE OBJECTIVE FOUR: COORDINATION AND MANAGEMENT OF DONOR SUPPORT AND PROGRAMME				
			Programme Adviser (1 * 24 months) Election Adviser (1 * 18 months)	Not funded through TF
Output: Effective mechanisms in place in early 2003 to coordinate and manage donor support for the 2004 Legislative and Presidential electoral processes.	• Support meetings between Government, KPU and donors at various levels for effective and timely coordination of activities. • Maintain and update information relevant to donors in all aspects of the electoral processes, including via a website, highlighting significant developments that could impact donor contributions. • Establish adequate administrative practices for supporting programme management in accordance to relevant procedures. • Implement project management and grants management controls in accordance to applicable donor regulations and procedures and develop financial and programmatic reporting guidelines for programme beneficiaries. • Conduct of evaluation activities to determine effectiveness of donors' investments and potential areas of further development assistance.	International Staff: • Evaluation Team (3 * 1 month) Local Staff • Programme Officer (Support to Inter-Ministerial Committee) (1 * 15 months) • Administrative Assistance (Support to Inter-Ministerial Committee) (1 * 15 months) • Finance Assistant (2 * 15 months) • Contracts (General) Assistant (1 * 15 months) • Contracts (Grants) Assistant (1 * 15 months) • Human Resource Assistant (2 * 15 months) • UNV Assistant (2 * 12 months) • Administrative Assistant (1 *15 month) • Public Relations/Journalist (1 * 15 months) • IT/Web Maintenance (1 * 15 months) • Driver (1 * 15 months) - Mission Costs - Contracts • Car rental (w/drivers) • Meeting Rooms/ services - Equipment Costs - Office Supply and Miscellaneous Costs	International Staff: • Communications Adviser • Evaluation Team (4 * 1 month) Local Staff • Programme Officer for Support to Gov. Inter-Departmental (1 * 15 months) • Graphics Design Officer (1 *2 months) • Finance Assistant (2 * 12/15 months) • Contracts Assistant (1 * 15 months) • Grants Assistant (3 * 15 months) • Secretary (1 * 15 months) • IT/Mapping (1 * 12 months) • Driver (2 * 12/15 months) EU Visibility Campaign Mid-term and Final Audit Mission Costs Office Costs General Contracts Equipment Costs Printing Costs Meeting Costs Office Supply and Miscellaneous Costs	• Support was provided for meetings between Government, KPU and donors at various levels for effective and timely coordination of activities. • Support was provided for monthly TPR meetings between Government, KPU and UNDP on programme issues • Updated information relevant was provided to donors on the programme and through reporting as per donor requirements. • Administrative practices and resources were established for supporting programme management in accordance to relevant procedures. • Project management and grants management controls were implemented in accordance to applicable donor regulations and procedures and develop financial and programmatic reporting guidelines for programme beneficiaries. • Audit and evaluation activities will be conducted to determine effectiveness of donors' investments and potential areas of further development assistance.

Intended Outputs	Activities as per Original Workplan	Original Inputs	Actual Inputs	Actual Outputs
Output: An International Observer Support Unit is established with adequate facilities for the work of IEOs	• Establish a support structure for international observers, identifying and recruiting necessary staff • Support the KPU in the accreditation of international observers • Organise appropriate meetings with the KPU, donors and other relevant stakeholders • Facilitate deployment plans of observers and provide logistical support for adequate coverage based on number of observers • Develop and produce appropriate briefing materials • Design, purchase and distribute appropriate means through which international observers may be easily identified • Develop a website to facilitate the diffusion of relevant information and to facilitate the coordination of international observers and national electoral monitors • Maintain records and logistical contacts for international observers • Establish a system whereby international observers and national electoral observers may usefully and freely cooperate and coordinate their activities • Facilitate timely pre-electoral briefings for international observers • Facilitate post-election debriefings for international observers • Develop partnerships with other institutions such as national monitoring organisations	Mission Costs Contracts • Interpreters • Office Leasing • Car Rental • Equipment rental • Communications • Printing • Identification gear Meeting Costs (Briefing Sessions and Press Conferences)	International Staff • IORC Manager Local Staff • IORC Secretary Establishment of an International Observer Resource Centre, including equipment, meeting space, communication materials.	• A support structure for international observers was established with necessary staff • Support was provided to the KPU in the accreditation of international observers • Deployment plans of observers facilitated through the IORC • Appropriate briefing materials produced and distributed to international observers • A system for international observers and national electoral observers to usefully and freely cooperate and coordinate their activities was established through the IORC • Timely pre-electoral briefings for international and national observers were facilitated • Post-election debriefings for international and national observers were facilitated

ANNEX 12. UNDP/KPU TRAINING MATRIX

Note:

1	KPU (National)	5108	Panitia Pemilihan Kecamatan (Sub-district)	153.312.436	Voters
32	KPUD Province	70,669	Panitia Pemungutan Suara (Village)		Data for 2nd Round Presidential Election
440	KPUD District/City	567,511	TPS (Polling Station)		

ITEM	LEGISLATIVE 5 April 2004	1st PRESIDENTIAL 5 April 2004	2nd PRESIDENTIAL 5 April 2004	PARTNERS
TRAINING				
Election Management Training: 1. Tech. Implementation 2. Planning 3. Logistic 4. PR	Target: ✳ KPU Staffs ✳ 32 KPUD Province, Member and Staffs ✳ 440 KPUD Kabupaten/Kota, Member and Staffs			KPU, AEC, IFES
Election Day Procedure Training: 1. Voting and Counting 2. Result Recapitulation	Target: ✳ 1 person/PPK ✳ 1 person/PPS ✳ 1 person/ KPPS	Target: ✳ 1 person/PPK ✳ 1 person/PPS ✳ 1 person/ KPPS	Target: ✳ 2 persons/ PPK ✳ 2 persons/ PPS ✳ 2 persons/ KPPS	KPU, AEC, IFES
TRAINING MATERIAL				
VCD Training, 30 minutes informative and entertain video for poll-worker	✳ Print 100.000 copies ✳ Distribute up to PPS level ✳ Aired at 6 National TV Station	✳ Print 100.000 copies ✳ Distribute up to PPS level ✳ Aired at 7 TV Station	✳ Print 10.000 copies ✳ Distribute up to PPK level ✳ Aired at 5 National TV Station	One Comm, Padi Film
Quick Reference Sheet, one page instruction for poll-workers to run polling station	✳ Print 3.6 million copies ✳ Distribute up to KPPS level ✳ 5 copies to each TPS			PT Swakarya
Manual, 56 and 60 pages comprehensive instruction for poll-workers	✳ Print 1.2 million copies ✳ Distribute 2 copies/TPS	✳ Print 1.3 million copies ✳ Distribute 2 copies/TPS		PT Indonesia Printer
Booklet, 28 pages easy to read instruction manual for poll-workers			✳ Print 775.000 copies ✳ Distribute 1 copy/TPS	PT Indonesia Printer

ANNEX 13. TRAINING COSTS

KPU Training Cost in (US$)

| Activity | Pre- | Elections | | | TOTAL |
		April	July	September	
Face to Face Training	197,283	355,459	666,667	418,256	1,637,665
Manual/booklet		447,445	514,128	144,974	1106547
QRS		89,444	---	---	89444
Video		650,348	361,316	201,544	1213208
Distribution		575,995	254,965	58,383	889343
Evaluation		-----	64,859	----	64859
Total	197,283	2,183,550	1,797,076	823,157	5,001,066

Note: 1 US $ = Rp 9,000

ANNEX 14. CSO GRANTEES FOR VOTER EDUCATION

1. Lembaga Pengkajian dan Pengembangan (LPP), Pimpinan Pusat 'Aisyiyah (PP 'Aisyiyah)
2. BALI FORUM
3. Common Ground Indonesia
4. Lembaga Studi dan Advokasi Kebijakan (ELSAKA)
5. Jaringan Pemberdayaan Masyarakat Berbasis Nagari untuk Pemilu (JEMBATAN PEMILU) Sumatera Barat
6. Konsorsium LSM Lokal Sulawesi Selatan (KL2SS)
7. Konsorsium Pendidikan Pemilih Partisipatif Bali (KP3 Bali)
8. Lembaga Pemberdayaan dan Aksi Demokrasi (LPAD) - Riau
9. Perhimpunan Bantuan Hukum Rakyat Sulteng (PBHR-ST)
10. Pusat Pemberdayaan Perempuan Dalam Politik (PD Politik)
11. PERFIKI (Association of Indonesia Mobile Cinema)
12. Koalisi Ornop Kaltim 'Pesut Mahakam'
13. Kelompok Kerja Pendampingan Orang Muda untuk Demokrasi dan Keadilan (POKJA PEDOMAN)
14. Serikat Buruh Lampung
15. Universitas Indonesia
16. Universitas Khairun Ternate
17. Yayasan Sosial Bina Mandiri Utama (YABIMU)
18. Yayasan Nanimi Wabili Su (YNWS)
19. Yayasan Pengembangan Kawasan Aceh
20. Institute for Policy and Community Development Studies (IPCOS)
21. Peoples' Voter Education Network(JPPR)
22. Yayasan Kata Hati
23. Konsorsium Pendidikan Pemilih dan Informasi Pemilu 2004 Partisipatif Kalimantan Tengah
24. Pusat Telaah dan Informasi Regional (PATTIRO)
25. Biro Wanita Persekutuan Gereja-Gereja di Indonesia (Bipelwan PGI) & Jaringan Mitra Perempuan Konferensi Waligereja Indonesia (JMP KWI)
26. Pokja-RKP (Kelompok Kerja Resolusi Konflik Poso)
27. Wanita Syarikat Islam
28. Yayasan Amnaut Bife "Kuan" (YABIKU)
29. Yayasan Lembaga Bantuan Hukum dan Perlindungan Konsumen (YLBHK), Pematang Siantar
30. Centre for Pesantren and Democracy Studies – Women's Section (CePDeS)
31. Analysis Forum for the Representativeness and Budget Transparency of West Kalimantan FAKTA
32. GMKI (Gerakan Mahasiswa Kristen Indonesia/Indonesian Student Christian Movement), Jakarta.
33. Gravitasi Mataram
34. JIL (Jaringan Islam Liberal) ISAI (Institut Studi Arus Informasi)
35. LAKPESDAM JOMBANG
36. Pusat Studi Agama dan Peradean PP Muhammadiyah
37. Radio 68H
38. YAYASAN REMAPPALA
39. SOLIDARITAS GERAKAN ANTI KORUPSI (SoRAK ACEH)
40. Perkumpulan Kantor Bantuan Hukum Bengkulu

ANNEX 14. ELECTORAL INFORMATION

Legislative Elections

Area Coverage	1.9 million square miles or about 17,500 islands
No. Of Province	32
No. Of Kabupaten/Kota	440 (416 Districts shown in this map)
No. Of Kecamatan	5,110
Total Population	221,777,700 (UN figures - 2004)
No. Of Polling Stations	585,218 (for legislative elections)
Province with Largest No. of Polling Stations	East Java (99,297)
Province with Smallest No. of Polling Stations	Irian Jaya (1,957)
Total Registered Voters	147,310,885 (for legislative elections)
Province with the Largest No of Voters	East Java (26,506,670)
Province with the Smallest No of Voters	Irian Jaya (342,252)
No. Of Political Party Involved	24 Political Parties
Seat Allocation: DPR	550
DPRD	Province 208 and Kab/Kota 1691
DPD	128
Electoral System	• Open List Proportional Representation (DPR/DPRD) • Single Non Transferable Votes (DPD) • Two Round Majoritarian (President/Vice President)
S o u r c e s	KPU, IFES, UNDP

ANNEX 15. ELECTIONS 2004 CALENDAR

ID	Description of Activities	Duration	Start	Finish
1	Registration and Validation of Political Parties	197.d	27-Dec-02	30-Sep-03
4	Registration of New Executive Board of Registered Political Parties	21.d	08-Oct-03	06-Nov-03
7	Settlement of Cases related to Political Parties' Matters	78.d	16-Oct-03	03-Feb-04
10	Limitation of Contribution for Political Parties	259.d	16-Oct-03	10-Oct-04
13	Submission of Financial Report by Political Parties	265.d	08-Oct-03	10-Oct-04
15	Submission of Party Annual Financial Report to National Election Commission	1.d	20-Oct-03	20-Oct-03
17	Voter Registration	128.d	08-Oct-03	05-Apr-04
19	Registration and Examination of DPD Candidates by KPU(D)	204.d	11-Mar-03	21-Dec-03
23	Registration and Examination of DPR and DPRD Candidates by KPU(D)	14.d	06-Jan-04	26-Jan-04
26	Announcement of DPD, DPR and DPRD Candidates by KPU(D)	42.d	04-Feb-04	04-Apr-04
28	Distribution of Ballot Papers and Election Equipment by KPU	6.d	26-Mar-04	04-Apr-04
30	Campaign Activity of Legislative Electoral Participants	15.d	12-Mar-04	04-Apr-04
33	Election Day	1.d	05-Apr-04	05-Apr-04
35	Legislative Repeat Voting and Repeat Vote Counting	14.d	06-Apr-04	25-Apr-04
45	Settlement of Legislative Election Dispute	33.d	28-Apr-04	11-Jun-04
49	Submission of Report on Election Implementation by KPU	4.d	02-Sep-04	08-Sep-04
51	Settlement of Legislative Electoral Violations	69.d	01-Mar-04	04-Jun-04
57	Investigators submit the case file to the Attorney General after the completion of the investigation	18.d	13-Apr-04	19-Apr-04
61	Registration and Announcement of Presidential Candidate Pairs	18.d	01-May-04	26-May-04
68	Substitution of Candidate Pair in the Period between the Determination of the Candidates until the Commencement of the Campaign Period	4.d	26-May-04	01-Jun-04
72	Distribution of Ballot Papers and Election Equipment by KPU	7.d	25-Jun-04	04-Jul-04
74	The Opening of Special Account for the 1st Round of Presidential Election	27.d	26-May-04	02-Jul-04
76	Campaign Activity of the 1st Round of Presidential Election	23.d	02-Jun-04	04-Jul-04
79	Substitution of Candidate Pair in the Period between the Commencement of the Campaign until Voting Day	34.d	02-Jun-04	20-Jul-04
84	Election Day	1.d	05-Jul-04	05-Jul-04
88	Continuation and Supplementary of the 1st Round of Presidential Election	4.d	27-Jul-04	02-Aug-04
90	Submission of Prohibited Contributions, Financial Reports and Campaign Fund Reports of the 1st Round of Presidential Election by Candidate Pairs	42.d	01-Jun-04	28-Jul-04
100	Announcement of the Result of the 1st Round of Presidential Election	21.d	05-Jul-04	03-Aug-04
103	Settlement of the 1st Round of Presidential Election Dispute	17.d	26-Jul-04	17-Aug-04
107	Substitution of Candidate Pair in the Period after the 1st Round of the Election but before the Commencement of the 2nd Round of the Election	62.d	06-Jul-04	30-Sep-04
112	Distribution of Ballot Papers and Election Equipment by KPU	6.d	10-Sep-04	19-Sep-04
116	Campaign Activity of the 2nd Round of Presidential Election	2.d	14-Sep-04	16-Sep-04
118	Election Day	1.d	20-Sep-04	20-Sep-04
122	Continuation and Supplementary of the 2nd Round of Presidential Election	4.d	05-Oct-04	11-Oct-04
124	Submission of Prohibited Contributions, Financial Reports and Campaign Fund Reports of the 2nd Round of Presidential Election by Candidate Pairs	23.d	13-Sep-04	13-Oct-04
134	Announcement of the Result of the 2nd Round of Presidential Election	21.d	20-Sep-04	19-Oct-04
137	Settlement of the 2nd Round of Presidential Election Dispute	17.d	12-Oct-04	03-Nov-04
141	Settlement of Presidential Election Violations	68.d	03-Jun-04	06-Sep-04
151	Submission of Reports by KPU and Election Observers	21.d	21-Oct-04	19-Nov-04
154	The End of Duties of Panwas, PPK, PPLN, PPS, KPPS and KPPSLN	43.d	21-Sep-04	19-Nov-04