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MINISTRY OF FOREIGN AFFAIRS OF DENMARK  
**DANIDA** INTERNATIONAL  
DEVELOPMENT COOPERATION



**NORWEGIAN EMBASSY**

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## ACRONYMS

<b>CECSOs</b>	Coalition of Ethiopian Civil Society Organizations
<b>CSOs</b>	Civic Society Organizations
<b>DEOs</b>	Domestic Election Observers
<b>DEX</b>	Direct Execution Modality
<b>DPs</b>	Development Partners
<b>EFY</b>	Ethiopian Fiscal Year
<b>EHRC</b>	Ethiopian Human Rights Commission
<b>ESP</b>	Election Support Project
<b>GOE</b>	Government of Ethiopia
<b>MBOs</b>	Masse-Based Organizations
<b>MoFEC</b>	Ministry of Finance and Economic Cooperation
<b>NAM</b>	Needs Assessment Mission
<b>NEBE</b>	National Electoral Board of Ethiopia
<b>NEX</b>	National Execution Modality
<b>PIM</b>	Programme Implementation Manual
<b>PSC</b>	Project Steering Committee
<b>ToT</b>	Training of Trainers
<b>UNDAF</b>	United Nations Development Assistance Framework
<b>UNDP</b>	United Nations Development Programme

## EXECUTIVE SUMMARY

Ethiopia has conducted four general elections since the adoption of a new constitution and introduction of a multi-party political system in 1995. The fifth general election was conducted on 16 May 2015. The people and government of Ethiopia were eager to maintain this track record, improve the electoral process and further strengthen democratic evolution.

The National Electoral Board of Ethiopia (NEBE) requested UNDP's support to coordinate donor support for the electoral process. In response to this request, the United Nations (UN) deployed an Electoral Needs Assessment Mission (NAM) in June 2014. On the basis of NAM's recommendations, UNDP developed an Electoral Support Project (ESP) to support the national efforts. The objective of the project seeks to support Ethiopia to conduct credible and transparent elections that reflect the will of the people.

With the support of the project, a number of capacity building interventions were organized for the various election stakeholders ahead of the 2015 general election. The stakeholders were trained on the electoral legal framework, dispute resolution mechanisms, and Codes of Conduct. The project also supported civic and voters' education on voting rights and provided capacity building trainings to female candidates to enhance their capacity as candidates in the election process.

Several political party dialogue forums were organized to improve their joint understanding of the electoral legal framework, dispute resolution mechanism, and the electoral Code of Conduct. The forums created opportunities for the contending political parties to dialogue and reach consensus on the allocation formula of public media time and fund, and this contributed to a more inclusive participation of political parties during the election. The forums also provided a platform for opposition political parties to reflect on, among others, the challenges and issues related to the political space and campaigning.

A total of 36.8 million citizens registered to cast their vote in the election. Both the number of voters and candidates has increased this election. The civic education activities improved citizens' awareness to participate in the election process in various capacities, which contributed to a record high voter turnout (92.3%). The number of female voters accounted for 48.4%, showing a slight increase from the last general election. Women candidates constituted 12.4 % of the total number of candidates for the national parliament and 15.3 % at the regional Councils. Female candidates secured 38.8 % and 40.7 % of the seats at the national and regional levels, respectively. This is a 10 % increase compared to the 2010 general elections. The project's interventions on capacity building, promotional and voters' education contributed to this result.

The project also supported NEBE to improve its documentation and communication capacities which contributed to the transparency of the process. With the support of the project, a database that processes information and data related to registered voters, candidates, turn outs, ballot papers and election results was established and fully operational.

The project brought together various stakeholders to reflect and share best practices in relation to the conduct of a peaceful election. Consequently, the election was held almost peacefully except the few incidents in some constituencies, such as *Gimbo Gawata* constituency in the Southern Nations, Nationalities and Peoples Regional State.

With the support of the project, NEBE organized a post-election internal review of the election process. Several election stakeholders (election officials, CSOs and observers) from across the country came together to review the achievements, challenges and issues, and to identify and document lessons learned and good practices. Whereas the effective management of the election and the peaceful conduct of the election were highlighted as some of the key achievements, the limited man power and resources constraints were, among others, identified as some of the key challenges.

The project was supported by the governments of Norway and Denmark, as well as by UNDP. It is was initially conceived to be implemented in two phases. The first phase runs from September 2014 to June 2015. The second phase of the project was contingent upon the successful conclusions and recommendations of the first phase, and stakeholders continued commitment. Consequently, the second phase could not be pursued because the resources necessary for financing the project could not be available, not to mention the protracted and difficult negotiations that undermined motivation of partners. This report, therefore, represents the first phase only. It is to be noted that even project activities for the first phase were hugely scaled down owing to the limited time and resources available for the implementation of the activities. Hence, this report represents the project activities prioritized by the PSC, taking into consideration the time and resources available. The report highlights the key results achieved by the project, and discusses challenges that were encountered.

## I. PROJECT DESCRIPTION

<b>PROJECT TITLE</b>	<b>Election Support Project</b>
<b>PROJECT ID</b>	Award Number: 00076745 Project Number: 00092077
<b>PROJECT DURATION</b>	September 2014 – September 2015 (Phase I)
<b>UNDAF OUTCOME AND OUTPUTS</b>	<ul style="list-style-type: none"> <li>UNDAF Outcome: By 2015, national and sub-national actors utilize improved mechanisms that promote inclusiveness, participation, transparency, accountability, and responsiveness in national development processes</li> <li>UNDAF Output(s): Strengthened capacity of institutions and mechanisms for promotion of inclusiveness and participation in decision making.</li> </ul>
<b>CONTRIBUTION OF THE GOVERNMENT OF NORWAY</b>	USD 740,256.34
<b>CONTRIBUTION OF THE GOVERNMENT OF DENMARK</b>	USD 249,958.34
<b>CONTRIBUTION UNDP</b>	USD 70,000.00
<b>TOTAL BUDGET</b>	USD 1,060,214.68
<b>IMPLEMENTING PARTNERS/RESPONSIBLE PARTIES</b>	<b>Implementing Partner:</b> National Electoral Board of Ethiopia (NEBE) <b>Responsible Party:</b> NEBE and UNDP

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*Disclaimer: Financial data provided in this report are an extract from UNDP's financial system. All figures are provisional and do not replace the certified annual financial statement issued by UNDP*

## II. BACKGROUND

1. Ethiopia has conducted four general elections since the adoption of a new constitution and introduction of a multi-party political system in 1995. The fifth general election was conducted on 16 May 2015. The people and government of Ethiopia are eager to maintain this track record, improve the electoral process and further strengthen democratic evolution.
2. The National Electoral Board of Ethiopia (NEBE) requested UNDP's support to lead in coordinating donor support for the electoral process. In response to this request, the UN Electoral Needs Assessment Mission (NAM) was deployed in June 2014. An Electoral Support Project (ESP) has been developed following NAM's recommendation to support the national efforts.
3. ESP is funded by the Government of Norway, the Government of Denmark and UNDP. The objective of the project was to support Ethiopia to conduct free, fair, credible, and peaceful election which reflects the will of the people and meet both regional and international standards for democratic elections. ESP contributes to Outcome 10 of the United Nations Development Assistance Framework (UNDAF), which states:

*“By 2015, national and sub-national actors utilize improved mechanisms that promote inclusiveness, participation, transparency, accountability and responsiveness in national development processes.”*

The project seeks to contribute to the following key results areas:

- **Output 1:** *Improved transparency and independence of the electoral process management;*
  - **Output 2:** *Improved political space and inclusive participation in the electoral processes;*
  - **Output 3:** *Support national peace infrastructure to mitigate and resolve election related conflicts;*
  - **Output 4:** *Lessons learnt documented for post-election programming and institutional capacity strengthening;*
4. The project document was signed after cumbersome negotiation process which took several months, leaving only few months for implementation of project activities before the Election Day. Due to the late signing of the project document and the resulting significant cut down of project funds, as many of the partners have pulled out, the PSC had to re-prioritize and scale down the project activities to be implemented. Accordingly, the project was substantially scaled down to a few, but important activities which are the focus of this report (See Annex I for the list of reprioritized activities and resource allocation).
  5. A gender equality perspective was mainstreamed into all components of the project. The project was able to build on and consolidate the achievements registered by previous support to the NEBE from

2008-2013. It was implemented under a mix of NEX and DEX modalities and its management arrangements are guided by the PIM, adopted by both the government and the UNDP.

### III. OVERALL ACHIEVEMENTS PER OUTPUT

#### A. PROJECT RESULTS: ACHIEVEMENTS

#### *Output 1: Improved Transparency and Independence of the Election Management Process*

##### *1.1 Increased Capacity of Election Officials in the Administration of Election*

6. Over **226,000** election officers were deployed to manage the election process across the country. As per the report of the NAM, there was a need to strengthen the capacity of the election officers to effectively manage the electoral process in a transparent and impartial manner. With this objective in mind, the project supported a training of trainers (TOT) on electoral laws, election management procedures and processes. The TOT involved over 1,372 officers (686 of whom were women), who later on trained the remaining election officers in their constituencies/localities. They were pulled together from over six hundred district offices. The three-day training was organized in 11 major cities (Shire, Hawassa, Bule Hora, Debre Markos, Awash Sebat, Nekemte, Debre Berhan, Mizan, Jigjiga, Adama, Dire Dawa) throughout the country. This training was rolled down to the polling station level to reach all the election officers.







*Pictorial view of some of the TOT sessions*

## **1.2 Strengthen NEBE's Communication and Information Management Capacity**

7. The project strengthened NEBE's capacity to document, process and communicate election-related information. It supported the establishment of a database system to manage information and basic data. A new software was developed and installed to electronically manage information. The database stores and processes relevant information such as the number of registered voters, number and profile of candidates, number of votes casted, number of spoiled ballot papers, and the results of the election. The database serves as a vital source of information for future decision-making and research. The project also facilitated the development and regular update of NEBE's website.

## **Output 2: Improved Political Space and Inclusive Participation in the Electoral Process**

### **2.1 Political Parties Dialogue and Engagement**

#### **2.1.1 Increased Understanding among Political Parties**

8. With the support of the project, NEBE facilitated a series of dialogue forums with political parties, national and regional, to foster understanding, trust and cooperation among the election stakeholders. The dialogue forums were organized, among others, on the following important topics: allocation of free airtime public media and newspaper columns, and distribution of public fund to the political parties. All the 58 contending political parties (22 national, 36 regional) were represented at the forums.

**a. Allocation of Free Media Air and Newspaper Columns in the Public Media:** The government allocated 600 hours of free electronic media airtime and 700 newspaper columns for utilization by contending political parties to disseminate their campaign messages to the citizens. The project facilitated a platform for the contending political parties to dialogue and agree on the formula of allocation of the airtime and newspaper columns. Based on the consensus reached at the forum, the allocation formula was approved and implemented by the relevant

authorities, NEBE and the Ethiopian Broadcasting Agency. The allocation was based on the following criteria: 10 % for all parties equally, 40% dependent on the number of seats in the federal parliament or the State Councils; 40% based on the number of candidates fielded by the party; and 10% for female candidates. The dialogue by the contending parties brought about improvements on the formula applied in the past general elections. Funding for such supports was provided from the treasury, and the role of the project in this respect is that of facilitation and monitoring of the process.

*Table 1: Free public media allocation for political parties during general elections of 2010 & 2015.*

Criterion of allocation	Airtime allocation in public radio and TV stations and newspaper columns (% age)	
	2010 General election	2015 General Election
Number of seats in the federal parliament and state councils	55%	40%
Number of candidates fielded by political parties	40%	40%
Number of female candidates	-	10%
Equally allocated to all contesting political parties (Equality base)	5%	10%

NEBE, in collaboration with the Ethiopian Broadcast Authority and in the presence of political parties and media houses, conducted a meeting to review the utilization of the allocated free airtime and newspaper space. The review of the first two-week’s performance indicated that opposition political parties have failed to fully utilize the allocated airtime and newspaper space. Whereas the ruling party used 95% of its allotted free airtime and newspaper article, the opposition used less than 50% of their coverage. The main opposition parties; such as MEDREK, Blue Party and All Ethiopian Unity Party, had better usage of newspaper spaces. Some of the problems identified as shortcomings in the parties’ failure to use the airtime and newspaper article include lack of capacity, delivering their election campaign production at the late hour and lack of sufficient skills. Some political parties were preoccupied with TV campaigns and had neglected the radio. There were also gaps identified with media houses in fulfilling their responsibilities.

**b. Distribution of Public Fund to Political Parties:** Government allocated **Birr 30 million (1.5 million USD)** to support contending political parties in their election campaigns. The project facilitated a platform for the political parties to discuss and reach understanding on the allocation formula of this fund. Consensus was reached among political parties to allocate the fund on the **40:35:15:10** ratio. The **40%** was shared based on seats in the parliament and state councils; **35%** on the number of candidates registered by the respective parties; **15%** on the number of women candidates fielded, the remaining **10%** was equally distributed to all 57

contending parties. The forum provided contending political parties with the opportunity to reflect and provide inputs and comments on the draft allocation formula.

Table 2: Public Fund Allocation Formula (in 2010 & 2015)

Criterion of allocation	Allocation of the Fund (%age)	
	2010 General election	2015 General Election
Number of seats in the parliament and state councils	55%	35%
Number of candidates political parties fielded	25%	40%
Number of female candidates	10%	10%
Equally allocated to all contesting political parties (Equality)	10%	15%

**c. Legal Framework, Dispute Resolution and Code of Conduct:** With the support of the project, NEBE facilitated a training / dialogue forum for political parties on the electoral legal framework, dispute resolution and code of conducts.

The forum created an opportunity for political parties to reflect on the challenges they faced in relation to the implementation of the electoral legal framework, and the administration of election and resolution of election-related disputes at various levels. The forum not only helped identify bottlenecks in the political space, but it also increased the understanding of candidates on addressing challenges related to conducting campaigns, selection of citizen/publc election observers, treatment of candidates, access to media and the conduct of election officials.



One of the Political parties’ Dialogue Forum, Adama, 28-29 March, 2015

The forum outlined the various tiers of grievance handling mechanisms and the various topics related to duties and responsibilities of political parties and their respective members and supporters; including criteria for registration; source of income for campaigning the codes of conduct for election campaign; abuse of power, corrupt practices; prohibitions and measures, and promoting the code of conduct of the political parties. The political parties cascaded the training on the legal framework, electoral dispute resolution and code of conduct to their respective candidates, members and supporters. The dialogue forum/trainings were organized for both national and regional level political parties in which senior officials of the political parties were represented.

### ***2.2 Awareness Raising for of Domestic Election Observers (DEOs)***

9. With the support of the project, NEBE provided awareness raising training to over **600** DEOs drawn from CSOs licensed by NEBE to observe the fifth general election. The participants included representatives of the following CSOs: the Consortium of Ethiopian Civil Societies for Election Observation (CECSEO), Professional Associations/Federations of Teachers, Employers, and Trade Unions and Youth and Women Mass-based Organizations (MBOs). The training covered the following important topics: the principles of democratic election, the role of election observers, dispute resolution mechanisms, as well as the code of conduct for local election observers. It also covered subjects like the electoral legal framework and the modalities and tools of reporting election observations to enable participants to effectively carry out their responsibilities of observing the election in a more credible and impartial manner. While there may be some perceptions around their independence/impartiality, most of the CSOs involved command a wide constituency base.

### **2.3 Monitoring of Human Rights Situation during the Election Period**

10. The Ethiopian Human Rights Commission (EHRC) is legally entrusted with broad powers and responsibilities including monitoring human rights situations in the country. The Commission conducts monitoring human rights during election period. In the past it monitored human rights situation during the 2010 election. Similarly, it planned and conducted the monitoring of human rights during the fifth general election. The project also supported the monitoring of the human rights aspects of the election. The Commission conducted the following activities in relation to the human rights monitoring of the election:
  - It made necessary preparations including establishing of different committees and teams responsible for different tasks. These included Steering Committee, Coordinating Committee, Logistic Team, Finance Team, and Monitoring Team. Training was organized for the monitoring experts and officials on the roles and procedures of monitoring human rights situation during the pre- election, on the Election Day and post-elation. A total of 200 experts and officials took part in the training. The training not only created understanding of human rights monitoring during election period but also introduced them with the different tools for collecting data.
  - The Commission informed the public, before it engaged in the monitoring process, that it would conduct human rights monitoring during the election period so that the public would have the information and participate in the process by providing information on the situation of human rights.

- Before deployment of experts for monitoring and data collection, methods and technics of data collection was decided which was also discussed at the training session. Accordingly, both random and purposive sampling techniques were used. Polling stations and constituencies to which experts were deployed were identified.
- The monitoring covered all the nine regions and the two city administrations. A total of 200 experts were deployed. The experts were selected from the head offices and branch offices of the Commission. The experts covered more than 500 hundred constituencies and more than 2000 voting stations for physical monitoring and data collection.
- During the pre-election period, the monitoring was conducted with regard to the different events which included voter's registration, registration of candidates, political parties' campaign and debate. A team of experts also reviewed political parties' debates on TV and radios, media, and civic and voters education. Four different tools were employed to collect data from different election stakeholders: political parties, voters, public observers and election officials. On the Election Day, the monitoring team physically monitored the opening of the polling stations, ballot papers, voters' briefings, secret ballots, the voting process, the setting around the polling station, election logistics, closing of the polling stations and the human rights handling during the election process. During the post-election phase, the team observed the vote-counting and results announcement process which included the briefing on the vote counting procedure, the locking of ballot, the presence or absence of (public) observers and representatives of candidates, official posting of the results, complaint handling process and the situation of human rights during this process.
- After the election result was officially announced, the Commission conducted a press conference on human rights situation during the election period. The full report of the monitoring is expected to be published.<sup>1</sup>

### **2.4 Women's Participation**

11. The project also supported capacity building training for female candidates. A training, in which 63 women candidates and political parties' representatives took part, was organized to discuss the challenges women candidates face. The training equipped them with the necessary knowledge and skills and also provided them with the tools they need to overcome the challenges they faced to campaign. The training helped the participants increase their capacity to be more assertive in their public speaking and communication, to analyze the socio-economic and political context of the country, to improve their leadership qualities, and to plan campaigns and designing campaign strategies.

Moreover, the training provided the candidates with knowledge, skills and tools needed to promote political participation of women; deliberated on strategies for women to become strong competitors; to identify advantages of women's participation in political leadership. It also served as an experience sharing forum for the female candidates as women members of the parliament were present to share their experience with the candidates. This was very beneficial especially for female candidates who newly joined the political arena. The participants cascaded the training to their respective fellow female candidates/members of their respective parties.

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<sup>1</sup> The delay in publication of the report has happened due to change in the management of the EHRC. UNDP is in consultation with the Commission with a view to persuade the Commission to publish or submit the report as planned.



*TOT of the women candidates*

### **Output 3: Strengthened National Peace Infrastructure to mitigate and resolve election related conflicts**

#### **3.1 Awareness of Justice Actors on Electoral Dispute Resolution Processes**

12. Since the judiciary and law enforcement institutions play a crucial role in the electoral dispute resolution, the project supported the capacity building training for the judiciary and law enforcement agencies. The training focused on the electoral legal framework and dispute resolution mechanisms and procedures. A total of 2,999 (446 female) judges, prosecutors and police officers, drawn from national, regional, zonal and woreda levels, benefited from the training. The training specifically emphasized the importance of promoting peaceful election by adhering to the principles of rule of law, impartiality, judicial independence and the promotion of citizens' human and democratic rights. The training addressed capacity gaps of the justice actors on the basic principles of democracy and democratic elections; potential election related crimes; as well as methodologies of investigating election related cases and complaints. The training also discussed roles and responsibilities of the police, prosecutors and judges in a democratic election the need to establish effective coordination systems and the use of soft power by the police, when necessary, in relation to handling election related violence and crimes.

#### **3.2 Confidence Building Dialogue among Stakeholders**

13. The May 2015 elections went generally peacefully, with one reported case only. Violence arose between supporters of the ruling party and that of the independent candidate during the campaigning in *Gimbo Gawata* constituency, one of the constituencies in the Bonga province of the Southern Nations, Nationalities and Peoples' Regional State. Due to the violence, the election had to be postponed by NEBE.
14. Before conducting the election in the *Gimbo Gawata* constituency, it was necessary to facilitate consultations between the different stakeholders and political parties contending in the area, in order to build confidence among voters and stakeholders for peaceful election. A stakeholders' consultation meeting was held on 26 May 2015 in Jimma city. The meeting helped to create a common understanding



among the contending political parties and the candidates on the modalities of conducting a peaceful election including on the role of the electoral officials, the responsibilities of the regional and federal police forces, and the constitutions of DEOs. Consequently, peace prevailed in the constituency and the election was conducted on 14 June 2015 without any incident reported.

### **3.3 Voters Education**

15. NEBE is mandated to conduct civic and voters' education directly by itself or through licensing of CSOs. This has been a continuous process which UNDP was supporting throughout by other previous projects (some of them assisted by the same donors supporting the election project). In this respect, this project has contributed towards building on and sustaining the results achieved by previous works. With the support of this project, NEBE continued to employ public and private media (print and electronic), at national and regional levels, to raise the citizens' awareness on their civic rights and responsibilities, this time around by emphasizing the right to vote and responsibilities to conduct peaceful election. It has employed various methods and media outlets to reach citizens across the country. It used both public and private media outlets, at federal and regional levels, to educate about democratic rights and responsibilities as citizens.
16. Apart from the dissemination of information through the different media outlets, NEBE organized a face-to-face training on civic and voters rights to representatives of different Youth Associations in Oromia, one of the largest constituencies, in Adama, from 27-28 April 2015. The training emphasized the concepts and principles of democratic election; rights of citizens; election-related dispute resolution mechanisms and procedures, and the roles of civic associations to observe election process. The participants cascaded the training to approximately 1.4 million members of their respective associations.
17. Besides, NEBE used different media outlets to convey messages that encouraged citizens to actively participate in the election process and engage in the promotion of peaceful election process.

### **3.4 Media Training**

18. The media is one of the powerful stakeholders that should serve all sides involved in any election process. It serves the election management body, the parties, the voters, and all other stakeholders by disseminating information in an objective and impartial manner. Hence, the media highly contributes to the transparency and peacefulness of elections. The media has the onerous responsibility and duty in the election process. In this regard, enhancing its capacity to deliver and reinforce its role as an independent, impartial, and balanced source of information to citizens is of high importance. With the support of the project, a two-day training is organized to explore media and election issues and elections reporting and coverage approaches significant to the electoral process. A total of 45 journalists drawn from different media houses (print and audiovisual; state and private; national, regional or community) took part in the training. The training covered the following topics: Basic ethical standards and principles of Journalism; the role of media in Elections; the rules of media engagement during elections; Issues in Election reporting and coverage; Gender considerations in Elections Reporting; Designing effective

media strategies, methodologies and tools in elections reporting and coverage; Sharing of best practices in elections reporting and coverage; and Conflict-Sensitive Reporting.



*Partial view of the participants on the media training*

### ***Output 4: Lessons Learnt Documented for Post-Election Programming and Institutional Capacity Strengthening***

#### **4.1. Provide Technical Assistance to NEBE towards Documenting Lessons Learnt and Best Practices**

19. The project provided technical assistance to NEBE throughout the election process. Three officers (two project officers, one based in UNDP and the other at NEBE, as well as a finance officers) provided programme management support to NEBE during the election period.
20. With the support of the project, NEBE also conducted internal review the election process. The review meeting identified achievements and challenges and documented lessons learnt in the implementation of the project and the overall electoral process. The peaceful conclusion of the election was indicated as a major achievement. Inadequacy of trained staff, lack of effective communication, the poor decentralization process of NEBE and shortage of ballot papers for the booths in the higher education institutions were among the challenges highlighted. The review meetings also indicated the limited capacity of NEBE to manage and identify issues and address them in a timely manner, as well as the limited budget and other sources.



**B. SUMMARY OF ACHIEVEMENTS AGAINST TARGETS**

Table 3: Summary of Results

Output and Targets	Achievements against Targets	Actions / Next Steps Required (if any)
<b>Output 1: Improved Transparency and Independence of the Election Process Management</b>		
<p><b>Target 1.1:</b></p> <p>Improved transparency, efficiency of electoral process management and operations (Phase I: EFY2007)</p>	<p><b>Partially Achieved:</b></p> <p>Capacity building training was provided to election officials, justice and security agencies, and domestic observers on the electoral legal framework and the code of conduct. The training highlighted the importance of a transparent process. The awareness raising activities contributed to increased transparency particularly evidenced in posting of election results. Support was provided to upgrade NEBE's website and establish a new database system to properly record and process vital information related to the election such as profile of candidates, number of voters, number of vote's casted; and spoilt ballot papers; and the results of the general election. The database also serves as a vital source of information for understanding the electoral process.</p> <p>The partial achievement is attributed to the time constraint for implementation. There were only few months left when the project implementation was launched. Besides, the implementing partners were</p>	<p>- It would be useful to develop a communication strategy and increase NEBE's outreach and information sharing with stakeholders at different stages of the process through the use of various media outlets and trainings in partnership with wide section of stakeholders.</p> <p>- It would be useful to increase NEBE's transparency and design a robust communication strategy to address the perception problem of the stakeholders towards NEBE. It is also useful to continue to engage various stakeholders in the electoral process.</p>
<p><b>Target 1.2:</b></p> <p>Institutionalized monitoring and evaluation system for the electoral process (phase II: EFY 2008)</p>	<p><b>Not achieved:</b></p> <p>This particular intervention is to be implemented in phase two of the programme.</p>	<p>Any future support to NEBE should take up this issue.</p>
<b>Output 2: Improved Political Space and Inclusive Participation in the Electoral Process</b>		

<p><b>Target 2.1:</b></p> <ul style="list-style-type: none"> <li>- Increased capacity by women and other groups to engage and participate in the electoral process as candidate, voters and election officials.</li> <li>- 2% increase in women voters and 2% increase of women elected in national parliament (Phase I: EFY2007)</li> </ul>	<p><b>Both Targets Achieved:</b></p> <p>The project support contributed to the achievement of the set targets. The civic and voters education which was conducted through different media and the support provided to NEBE to implement its Gender Strategy were some of the activities which directly contributed to the achievement of the results. NEBE also provided encouraging quota system of financial and free air time on the media for women candidates.</p> <p>Accordingly:</p> <ul style="list-style-type: none"> <li>- Both the number of voters and elected candidates has increased in the 2015 election. Out of the total registered voters, 17,774,863 (48.4%) were female voters, which has shown a slight increase from the last general election (47% in 2010).</li> <li>- Women constituted 12.4 percent of the candidates at the national and 15.3 percent at the regional level,</li> <li>- Women secured 38.8 % and 40.7 % of the seats at the national and regional levels, respectively. This is a 10 % increase from what was in 2010.</li> <li>- Voter turnout reached a record high (92.3%)</li> <li>- 57 political parties took part in the election.</li> </ul>	<p>Female candidates; as well as to building capacity to provide female parliamentary representatives.</p>
<p><b>Target 2.2:</b></p> <p>NEBE Gender Strategy adopted and implemented (phase II: EFY 2008)</p>		

<b>Output 3: Strengthened National Peace Infrastructure to Mitigate and Resolve Election Related Conflicts</b>		
<p><b>Target 3.1:</b> 2015 election conducted in peaceful manner (Phase I: EFY2007)</p>	<p><b>Achieved:</b> The project facilitated capacity building trainings of the justice and security sectors on complaint handling mechanisms and procedures which contributed to the conduct peaceful election. Consequently, the 2015 general election was generally conducted peacefully except few reported incidents in some constituencies. Following the violence in <i>Gimbo Gawata</i> constituency, a confidence building workshop was facilitated for stakeholders ahead of the election date. The various stakeholders forum among political parties is believed to have enhanced increase understanding and contributed to the conduct of peaceful elections.</p>	<p>Continued capacity building of election stakeholders including justice and security agencies at the grassroots level is crucial. The NEBE may need to partner with regional and local training institutions and CSOs to increase the capacity of these stakeholders.</p>
<p><b>Target 3.2:</b> Increased capacity of the electoral complaints handling mechanisms and national peace architecture</p>	<p><b>Partially Achieved:</b> Capacity building trainings were provided to members of contesting political party, election officials and the justice sector across the country on complaints handling mechanisms. There has been no complaints in this regard from political parties, although the perception remains a challenge.</p>	<p>- Future election support should not only tackle the capacity issues but also the perception problem.</p>
<b>Output 4: Lessons Learnt Documented for Post-election Programming and Institutional Capacity Strengthening</b>		
<p><b>Target 4.1</b> At least 2 proclamations, regulations, or directives updated</p>	<p><b>Partially achieved:</b> The project facilitated the amendment of the public finance and free media time allocation formulas for political parties. Other legal reform issues are planned for phase 2.</p>	<p>The realization of this target requires time and reflection. It is important for NEBE to continue to improve the legal framework.</p>

<p><b>Target 4.2.</b> Efficient and effective project management</p>	<p><b>Achieved:</b> With the support of the project three project staff members were recruited to effectively provide technical and project management supports.</p> <p>Despite the serious time constraint to implement the project activities, the project has achieved most of the project's results. Financial delivery is almost 100%.</p> <p>The project structures discharged their responsibilities in ensuring the effective management of the project.</p>	
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#### IV. CHALLENGES AND LESSONS LEARNED

18. A number of challenges encountered and lessons learned were documented during the project implementation:

- The negotiation and signing process of the project document took much longer time than originally anticipated. The project document was signed in February 2015 and implementation was launched on 1 March 2015. There were only three months before the Election Day for implementation of the planned activities. The delay in the signing of the project document not only compromised the time for implementation, but it also resulted in de-prioritization of project activities as well as significant decrease in project funding, because partners were no more confident the project will deliver the intended objectives, given the very limited time remaining. The results highlighted above were achieved within the few months of implementation period as a result of concerted efforts made by all stakeholders.
- Despite the rather and intensive negotiations and consultations, a lack of common understanding on the scope of the project, modalities of the implementation and the roles and responsibilities of the various project stakeholders continued to negatively impact on project implementation and further delays. It goes without saying that mutual trust, transparency and a sense of partnership among stakeholders are critical success factors for a project of this nature. Having common understanding on the scope and modalities of the project implementation would not only facilitate effective implementation of the project activities, but would also help build confidence among partners.
- This same lack of common understanding on the modalities of implementation and on the roles and responsibilities between various project stakeholders, as well as the lack of time and confidence, may have also compromised timely and quality delivery of activities. While local ownership and leadership of the process is essential (and hence the need to enhance local capacities), there is/should be always room for learning and innovative way of doing things. It is important to involve various stakeholders in the implementation of the project not only to ensure even greater inclusiveness and transparency, but to also harness technical expertise and ideas for better results. Unfortunately the, project's ability to bring in and support some innovative ideas, good practices and knowledge that would have added value to the entire election process has been missed.
- The government/NEBE has made a commendable job in revising the budget and air time allocation formulae for political parties. This has been highly appreciated by the political parties and others concerned. However, inconsistencies have been observed in its implementation, and a great deal of the airtime and news columns haven't been effectively used due to capacity limitations and various operational issues. In the future, the parties and NEBE need to work together to make effective use of the provisions.
- Documenting the process and lessons learnt is an integral part of a sound project management. Progress monitoring and post-project review would help determine the extent to which the intended activities have been achieved. NEBE has facilitated internal review of the election process, which is a good practice, but only involving government actors. If structured well, involving all relevant

stakeholders, and supported, possibly by external look and perspectives, such a review would help to critically identify strengths and limitations, to generate inputs for policy – making, and to also inform future programming.

- Last, but not least, informing the wider public on regular basis is also important. To that effect, NEBE has launched its web-site with the support of the project. However, the web-site was made operational rather late and information uploaded is not always up-to-date. This is argued on the grounds of making the electoral process transparent and to build a positive image on the NEBE itself.

### **v. RECOMMENDATIONS**

The following are some recommendations for considerations by those concerned and future programming:

- Political consultations should not be perceived as a once-off activity. Deliberate efforts have to be made to nurture the culture of dialogue and constructive engagement between stakeholders, more so between political parties and NEBE on one side, and among political parties themselves on continuous basis. NEBE should play a brokering role in the process;
- Capacity building of election officials and personnel, the judiciary and other stakeholders should not be done in a campaign approach; rather, it should be guided by a systematic and standardized training and capacity building approach with clear guidelines, ToRs and training coordination team with a quality assurance role. In this respect, NEBE is encouraged to consider partnering with civil society partners to trickle-down training and awareness programmes to the grassroots;
- Related to the above, there is also the need by NEBE to ensure integrity, impartiality and professionalism in selecting trainers and facilitators. The selection of facilitators who may communicate partisan messages could compromise integrity of the entire process and damage the image of the institution itself. It would also be useful to enter into agreement with trainers and facilitators among other issues on declaration of ethical standards and guidelines to be followed;
- It is important for NEBE to develop a working communication strategy for internal (within NEBE) and external audiences including through the use of latest technology.. The communication strategy will help NEBE to improve its image and transparency and to present information in an impartial way.
- Equally essential is the need to develop standardized procedural guidelines and templates for planning, organizing, documenting, and reporting on the various aspects of the electoral process. This would be useful, among other things, in clarifying the roles and responsibilities of various actors, increase involvement of various departments, promote ownership and accountability, and enhance planning and implementation capacity;
- Finally, it is critically important to provide adequate attention to gender equality. Greater attention needs to be provided to include more women in programmes organized by NEBE including training and dialogue sessions.

## VI. FINANCIAL OVERVIEW

The below tables show overview of financial status per donors by outputs

Donor	Contribution	Expenditure	Outstanding Advance/ Commitment	Residual Balance
UNDP	70,000.00	70,000.00	-	-
Norway	740,256.34	708,191.06	3,201.92	28,863.36
Denmark	249,958.34	239,384.90	-	10,573.44
<b>Grand Total</b>	<b>1,060,214.68</b>	<b>1,017,575.96</b>	<b>3,201.92</b>	<b>39,436.80</b>
Total UNDP Expenditure= \$70,000 + \$218,270.93 = \$288,270.93 *An expenditure of \$218,270.93 from UNDP's allocation is not captured here because it was made for election activities prior to the signing of the election project document to expedite the implementation of key activities.				

a. Donor: Government of Norway					
Output # 1	Output Name	Allocation	Disbursement	Commitment/ Advance	Balance
			Expenditure		
1	Electoral Process Management	150,000.00	149,848.00	-	152.00
2	Lesson learnt documented	30,000.00	29,831.00	-	169.00
3	National Peace infrastructure	57,000.00	56,786.00	-	214.00
4	Political Space & inclusiveness	500,000.00	468,603.06	3,201.92	28,195.02
5	Programme management & coordination	3,256.34	3,123.00	-	133.34
	<b>Total</b>	<b>740,256.34</b>	<b>708,191.06</b>	<b>3,201.92</b>	<b>28,863.36</b>

<b>b. Donor: Government of Denmark</b>					
<b>Output # 2</b>	<b>Output Name</b>	<b>Contribution</b>	<b>Disbursement/expenditure</b>	<b>Commitment/Advance</b>	<b>Balance</b>
1	Electoral Process Management	60,000.00	58,946.00	-	1,054.00
2	Lesson learnt documented	15,000.00	12,463.00	-	2,537.00
3	National Peace Infrastructure	100,000.00	89,426.56	-	1,909.10
4	Political Space & inclusiveness	50,000.00	45,877.00	-	4,123.00
5	Programme management & coordination	24,958.34	24,008.00	-	950.34
	<b>Total</b>	<b>249,958.34</b>	<b>230,720.56</b>	<b>-</b>	<b>10,573.44</b>

<b>c. Donor: UNDP</b>					
<b>Output # 3</b>	<b>Output Name</b>	<b>Contribution</b>	<b>Disbursement/Expenditure</b>	<b>Commitment/Advance</b>	<b>Balance</b>
1	Electoral Process Management	11,200.00	11,200.00	-	-
2	Lesson learnt documented	18,000.00	18,000.00	-	-
3	National Peace Infrastructure	12,000.00	12,000.00	-	-
4	Political Space & inclusiveness	24,400.00	24,400.00	-	-
5	Programme management & coordination	4,400.00	4,400.00	-	-
	<b>Total</b>	<b>70,000.00</b>	<b>70,000.00</b>	<b>-</b>	<b>-</b>

*\* Data contained in all tables is an extract of UNDP financial records. All figures are provisional and do not replace the certified annual financial statement issued by UNDP*



**ANNEX I****Election Support Project (ESP)**  
**(Re)-prioritized Activities****First Round: Prioritized Activities and Resource Allocation**  
**(Endorsed by PSC on 20 February 2015)**

<b>Activity No.</b>	<b>Description of Advances/Activities</b>	<b>Amount Transferred to NEBE (USD)</b>
1.1.1	Publication and dissemination of electoral laws and other materials	2,466.70
1.1.3	Support communication of NEBE activities including development and regular updating of the website	19,734.00
1.3.1	Training of election officials on the administration of election	98,667.98
2.1.1	Organize regular NEBE and political party dialogue on electoral code of conduct	49,333.99
2.4.1.	Conduct training of domestic observers with a focus on independent domestic election observers	98,667.98
2.4.4.	Training of political parties on complaint handling mechanism	29,600.39
2.5.1	Implementation of NEBE's gender strategy	19,733.6
3.1.4	Provide awareness of the judicial officials prosecutors and police officers on electoral dispute resolution process	177,602.37
4.1.2	Provide technical assistance to NEBE towards documenting lessons learnt and best practices	24,666.99
	<b>USD</b>	<b>520,473.00</b>

**Second Round: Reprioritized Activities with Resource Re-allocation**  
**(Endorsed by PSC on 29 April 2015)**

<b>Activity No.</b>	<b>Description of Advances/Activities</b>	<b>Amount Reallocated (USD)</b>
1.3.1	Training of election officials on the administration of election	75,000
2.2.1	Support voter education (including using different media outlets)	100,000
2.1.2	Stakeholders forum	25,000
2.3.1	Media training	50,000
2.4.1	Domestic observers training	69,527
2.4.7	Human rights monitoring	200,000
3.2.1	Police training	-
5	Project management cost	160,00
	<b>Total USD</b>	<b>679,527</b>