



SIGNATURE PAGE

Country: Lebanon

UNDAF Outcome: The Right based approach to development integrated into national development and oversight bodies established or strengthened.

Expected Outcome(s)/Indicator(s): Legal framework made conducive to enabling free and fair elections.

Indicator: Elections in 2009 onward considered as free and fair

MYFF Goal: Fostering Democratic Governance

Expected Output(s)/Annual Targets: See Results and Resources Framework and AWP

Implementing partner: Ministry of Interior and Municipalities (designated institution)

Responsible Parties: National and International NGOs,

Program Period: 2008-2010
Program Component: Fostering Democratic Governance
Project Title: Strengthening Electoral Processes in Lebanon
Award ID: 00051194
Project ID: 00063616
Project Duration: 2008-2010
Management Arrangement: Support to NEX

Total Budget: US\$ 4,281,070
GMS Fee 7%: US\$ 280,070
Planned budget: US\$ 4,001,000
Allocated resources:
• Government US\$
• Regular US\$
• Other: US\$
o Donor
o Donor
o Donor
• In kind contributions
Unfunded budget:

Agreed by Government: H.E. Mr. Ziad Baroud
H.E. Minister of Interior & Municipalities

Signature: [Signature] Date: 05-12-2008

Agreed by UNDP: Ms. Marta Ruedas
UNDP Resident Representative

Signature: [Signature] Date: 5-XI-2007



Government of Lebanon  
United Nations Development Programme

### **Strengthening Electoral Processes In Lebanon**

This project aims to support Lebanon in conducting free, fair, and transparent elections and will promote the development of a culture of democracy and participation for Lebanon through civic engagement initiatives.

Moving beyond event-related electoral assistance, this project will support the evolution of democratic values and information, empowering citizens especially women and youth to exercise their civic rights and understand their responsibilities.

The overall objective of this project is to increase the capacity of the Ministry of Interior and Municipalities (MOI&M) in the future to administer more credible and fair elections. The project will ensure transparent, effective and internationally accepted conduct of parliamentary and municipal elections in Lebanon.

More specifically and in partnership with national and international stakeholders and through a mixture of technical and policy support, this two-year multi-donor project seeks to:

1. Strengthen institutional capacity, transparency and accountability of the MOI&M in preparing and conducting free, fair, transparent and democratic elections.
2. Improve voter education/information through an increased civic participation using educational activities and media outreach and capacity building activities.

**December 5, 2008**

## **Section I – Background and project description**

### **Introduction**

In this project, the UNDP moves beyond the traditional short-term technical assistance to electoral events to propose longer term capacity development to electoral institutions and technical assistance to improve electoral processes with a view to making these more transparent, participatory and independent. In post-conflict environments, holding “free and fair” elections is only a first step on the road to stable democracy. Elections alone are not enough to allow democratic values to flourish, this is important to couple electoral assistance with broader ranging initiatives involving the Lebanese people as a whole, its civil society and especially the younger generation to foster the culture of democracy to go beyond the ballot boxes into a more stable formula of good governance.

### **Part I. Situation Analysis**

This issue of electoral law reform is of utmost importance for all Lebanese. An agreement on one acceptable electoral law has been a pending issue in the post Ta'if system in Lebanon. Lebanon has witnessed four parliamentary elections since 1992 and three different electoral laws. This question has always been on the agenda of the national dialogue.

In the Ministerial Statement of the Council of Ministers adopted by parliament in a vote of confidence on 30 July 2005, the government of Prime Minister Fouad Siniora, has placed reform of the electoral system as its top priority on its agenda, establishing an independent and nonpartisan 12-member national entity called the “National Special Commission on Electoral Law Reform in Lebanon”. It has been mandated to set in motion an inclusive national consultation and consensus building process for drafting a new electoral law. The commission submitted the new proposed law end of May 2006.

The contentious issue of electoral districting was agreed upon in the recent Doha agreement. The Lebanese parliament has approved on October 29, 2008 a new electoral law as part of the reconciliation process that begun in May. The new law, which amends the one adopted in 1960, calls for several reforms including the redrawing of electoral districts and the holding of elections in one day rather than over several days and established a special commission to monitor media and campaign spending.

Important changes to press coverage of elections were also passed enforcing a media “day of silence” on Election Day and calling for the enforcement of equal treatment of candidates in press-covered electioneering.

In order to ensure the highest standards for the upcoming elections, UNDP has been involved since September 2005 with a project of Technical Assistance to promote electoral law reform. This project in its first phase provided technical assistance to the independent National Special Commission on electoral law reform in Lebanon, which developed a proposal for a new electoral law for Lebanon. The project was formulated in response to the Commission’s request and in consultation with it. It also drew upon international expertise, especially the UN’s Electoral Assistance Division and UNDP’s democratic governance expertise globally and regionally. The project in its Phase II carried out the reform task and explained the proposed reforms to the public in partnership with civil society organizations up to the final approval of a new electoral law by the Lebanese parliament on October 2008.

Several things have made this current project a priority project. On one hand, Lebanon is embarking on a new phase in the development of its democracy and there is a broad consensus nationally that electoral reform is essential to consolidating good governance, democratic practices and the rule of law. On the other hand, the Doha agreement that came on the heels of May’s civil disturbances has

given Lebanon an opportunity to address the long-pending issue of electoral reform. More than that, it has been given a high priority in the national political agenda.

The MOIM will be in charge of ensuring coordination of activities among UNDP, the EU Commission and other potential donors through its detailed Master Plan and its Operational Plan for 2009 Elections and the convening of regular coordination meetings. The MOIM will ensure that an optimal division of labour is achieved to avoid overlapping and duplication.

## **Part II. Strategy**

The focus of UNDP Lebanon in electoral systems and processes is on sustainable, transparent electoral processes that allow all citizens - men, women, the young, the disabled and the elderly - to elect their representatives freely. UNDP's priority is on achieving a balance between short-term, event-specific election support and longer-term support to electoral systems and processes that help to sustain democratic principles throughout society. Elections take place within a broad context of democratic governance and the preparation for the next election begins the day after the last one ends.

UNDP believes that building electoral systems and processes is a long-term endeavor in which setbacks and advances are to be expected, but that it is better to be present, engaged and able to offer rights-based advocacy and policy advice than to be absent from such debates.

Good elections require four elements: an election law that is fully tuned to provide free and fair elections; an independent election commission which is truly autonomous and fearless; administrative procedures that ensure that all voters can exercise their franchise freely and without fear; and an electorate which is fully aware of its rights and responsibilities.

Accordingly, the strategy of this project is to target the following areas:

- Technical Assistance to the Ministry of Interior and a capacity development programme to ensure sustainable improvements to the normative electoral framework and processes;
- Voter education/information campaign for an increased civic participation using educational activities and media outreach to the voters and to the public at large;

To ensure achievement of results, UNDP will enter into partnerships/agreements with a number of key national partners to assist in successfully delivering project outputs for the implementation of the various components. Under the guidance of MOIM, the project, through the UNDP CTA will actively coordinate with the European Commission and other donors' projects if necessary and various NGOs, UN agencies and other potential donors, so as to avoid any risk of duplication and to make sure the effective implementation by MOIM.

The guiding principle for this project is to emphasize national ownership and sustainability by the MOIM through capacity development efforts and related support that is envisaged under this project which is not only aiming to respond to immediate and urgent needs in terms of providing equipments, logistical and technical assistance to manage elections according to international standards, but essentially to build up the institutional capacity of the MOIM and of the national staff through training and transfer of skills and knowledge. MOIM, then will be in a position to manage future elections without going through another cost-intensive capacity development exercise. Hence, the overall strategy of the project is to address the identified problems from a strategic angle instead of trying to solve capacity gaps only through the funding of international positions and the provision of logistical support.

### Part III. Project Components

#### **COMPONENT 1: Capacity Development and Technical Support provided to the Ministry of Interior for improvements of the normative electoral framework and processes**

Electoral management is often the focus of acute attention at election time, but can be overlooked when elections are not imminent. Under the guidance of MOIM and a clear agreement on division of labour among donors, this component on support to the MOIM will enhance its capability to plan, manage and organize free, fair, efficient and credible elections. This component aims at strengthening institutional capacity, transparency and accountability of the Elections Management Body. A priority area of assistance for the MOIM is to provide technical advice to the electoral administration with the aim of strengthening institutional capacities to deliver their mandate, assisting with legal reform and preparation of regulations to cover unaddressed issues in the new electoral law as well as planning, strategy, crisis management, and coordination. It is also important to focus on professionalization of electoral and election staff conducts, building greater public information and outreach strategy and helping with election related resource management. The Issues of sustainability and transfer of skills and knowledge will be a key priority, as the project will design a Human Resources training programme of concerned staff to ensure sustainability and will emphasize transfer of knowledge to the Ministry's departments and staff.

**In each of the areas listed below, the project will explore collaboration on training or policy advisory services with specialized international institutions and will include both the preparation of training materials and the conduct of trainings.**

#### **I) Project secretariat established to ensure UNDP's coordination with other donor activities related to 2009 parliamentary elections led by the Minister of Interior and Municipalities Output and Activities:**

##### **Output 1.1: A coordination mechanism established and functional**

The overall aim of the coordination is to establish mechanisms to help ensure that donor assistance is consistent for meeting the priorities of the MOIM in administering the elections. This is crucial for the following reasons:

- (1) To optimize the efficient use of resources
- (2) To reduce or eliminate double allocations of funds to projects and initiatives
- (3) To minimize potential differences among donors.

The Minister of Interior will lead the coordination of the **different actors** (UNDP, EU Commission and other donors if necessary through their CTAs). The CTAs will be responsible for coordinating the activities under their projects and reporting to the Minister through, in order to coordinate all activities under one comprehensive Master Plan led by the MOIM. Annex 1 illustrates this through an organigram of the coordination mechanism.

##### **Activities:**

- 1.1.1 Facilitate the regular reporting of project activities to the MOIM on Elections
- 1.1.2 Participate in the MOIM organized Donor Meetings quarterly or as required.
- 1.1.3 Participate in the Donor Working Meetings on thematic issues such as Voter Education, Training, and Election Monitoring etc.
- 1.1.4 Collaborate with other donors on Specific Initiatives.
- 1.1.5 Identify training programmes needed for Ministry's staff at the different directorates
- 1.1.6 Conduct training sessions.

#### **II) Voter Identification and Registration: Voter Lists**

## **Output and Activities:**

### **Output 1.2: Voter identification and registration processes enhanced**

#### **Activities:**

- 1.2.1 Launch public awareness campaign for ID applications (printing material, TV spot etc.)
- 1.2.2 Set up a hotline for ID applications
- 1.2.3 Support managing and continuously updating the MOIM website
- 1.2.4 MOIM website properly managed and continuously updated
- 1.2.5 Support MOIM in producing the voter registry in CD-ROM format
- 1.2.6 Support the upgrading of the ID card system at the ministry
- 1.2.7 Support the automation of personal status registration offices
- 1.2.6 Procurement of ICT equipment hardware and software

Abolition of Voter cards and adopting National ID cards as a primary proof of voter identification was one of the changes introduced in the new electoral law adopted in October 2008. The MOIM will need support to accelerate the process of issuing the additional 700,000 ID cards in order to ensure that all eligible voters hold a national ID card on elections day. The ministry will open 12 regional centers for ID application processing and UNDP will support the public awareness campaign which informs the voters of the procedures to follow in order to complete their ID application and other relevant information related to the topic. In addition, UNDP will support the establishment of the hotline with the aim of providing support and advice to people on ID application and voter registration. Citizens will be able to call and get professional information, advice and recommendations on their concerns.

Also, since voter registration is an extremely important element of an election, as it identifies eligible voters from among the population and, if incomplete or poorly assembled, can be an impediment to voter turnout as well as a source of electoral complaints and weakened credibility of weakened credibility of public faith in the process, the MOIM voter registry should be fully exploited to facilitate access and consolidation of the electoral list.

The voters' lists will be made available in CD-ROM format in order to facilitate its dissemination and consolidation. Electoral officials and administration with computer capability will gain in efficiency while making the information within reach of the public. This increased accessibility will encourage verifications and corrections resulting in greater accuracy. With such a tool, political parties and monitoring organizations could play a more active role in ensuring that citizens are duly registered and encourage the registration of those who come of age. In parallel, to further transparency and accessibility, the MOIM needs to actualize its website, updated with all relevant information about the elections and administration of elections, including possibly the updated voter registry online. These activities will be implemented in cooperation with the technical team from OMSAR.

### **III) Provision of support to the Supervisory Commission for Electoral Campaign**

As per the new law, a special commission to be headed by the minister of Interior and Municipalities will be formed to monitor media and campaign spending. Most of the planned activities for this component will be implemented by the EU commission project. However, the UNDP project will stand ready to supplement the EU assistance should this become necessary, and only at the request of the MOIM.

## **Outputs and Activities:**

### **Output 1.3: Administrative and logistical support to setup SCEC operations established**

#### **Activities:**

1.3.1 Provide support for the secretariat of the special commission as needed and as requested by the Ministry.

## **VI) Enhanced communication and public relations capacity of the Ministry of Interior and Municipalities**

The Fourth component aims to provide the MOIM with capacities that will enable a two-way flow of information between the Ministry and other stakeholders in society (the public, the diplomatic community and Donors).

#### **Outputs and Activities:**

Output 1.4: A media center and a communication strategy are established in the MOIM.

#### **Activities:**

1.4.1 Establish and equip a Media Center at MOIM.

1.4.2 Develop a Communication and outreach Strategy

1.4.3 Tabulate Elections results and support the organization of press conferences

1.4.4 Develop and implement a training programme for the MOIM Staff working on communication

UNDP will support the establishment of a Media Center and equip it with communications tools, through a communication adviser and a communication officer. However, MOIM will delegate its own staff to work on the day to day operations of the Media Center. Also, the communication adviser will develop an outreach and communication strategy and a training programme for MOIM staff at the Media Center to ensure sustainability of activities. Local expertise should also be used whenever possible, but international consultants will also be considered.

The need for communications equipment must be thoroughly assessed at the beginning of the project. The tools to be acquired may include the following:

- Reliable access to the Internet;
- A dynamic website that will be instantly updated by the communication officer who is also a webmaster
- Sufficient number of parallel e-mail and fax connections;
- System for quick distribution of internal and external news releases (fax, e-mail, website);
- Press briefing room with facilities for reporters and camera/radio teams (telephone lines, electricity);
- Video camera, voice recorder and teleprompter for producing statements for TV and radio stations;

UNDP will support the needs assessment and fund limited equipment of a strategic nature.

## **Training**

MOIM staff delegated to the Media Center will undergo training to improve their capacity in communications. The training sessions should cover use of communication tools (e.g. web editing), public information practices, and public campaigns and outreach. The specific training needs will depend on the outcome of the assessment. Special attention must be paid to ensuring that the capacity stays in the institution. Priority should be given to permanent MOIM staff.

UNDP will support this by providing technical advice with regard to assessing training needs and identifying the most appropriate training courses.

## **V) Polling Stations**

### **Outputs and Activities**

#### **Output 1.5: Administration of the electoral process is made more efficient and transparent**

##### **Activities:**

- 1.5.1 Based on the initial GIS mapping that will be done by LPHU and assisting MOIM in reviewing existing polling station and modifying some of them if needed
- 1.5.2 Assist the MOIM in developing the criteria for selection of polling stations for elections
- 1.5.3 Support the publishing and transportation of voter lists to polling station
- 1.5.4 Developing of a GIS/mapping system suitable to MOIM needs
- 1.5.5 The provision of GIS equipment to the MOIM (with support from OMSAR)
- 1.5.6 Training of MOIM staff on GIS (with support from OMSAR)

LPHU will be conducting a GIS mapping of polling stations, UNDP will further build on this initiative to assist the MOIM in reviewing and modifying polling stations if needed on the one hand, and provide the software and training of MOIM with the support of OMSAR to sustain the use of GIS and ensure national ownership by MOIM.

The administration of the electoral process is made more efficient and transparent through the provision of a GIS-based electoral mapping system that it is suitable to its needs as well as to environment in which it has to be used and maintained.

Modern electoral mapping systems based on the “Geographic Information System” (GIS) technology are increasingly used by electoral management bodies (EMBs) across the world to support a wide number of functions that they are mandate to perform throughout the electoral cycle:

- Prior to 2009 Parliamentary elections

GIS-produced maps can be used by the MOIM to achieve a wide variety of important tasks: reviewing the existing polling stations, setting up criteria to select new polling stations, equipping new polling; allocating and deploying polling station officials; coordinating the implementation of security plans for the safeguard of sensitive electoral materials and the security of election officials and voters; strengthening logistical and operational capabilities for the delivery/return of election materials; running public information campaigns; informing the electorate of the polling station at which they are entitled to vote.

- During and after the 2009 election:

GIS-produced maps can be used to track voter turnout and voting patterns by analyzing election results from the data collected at polling places; to redefine polling station set based on important lessons learned through the conduct of the election.



An Internet-based GIS system could also significantly enhance the transparency of the electoral process by allowing any registered voter to access information such as their assigned electoral district, polling location, and election results from any computer linked to the Internet, being from their home or in a public place.

This project activity aims to support the MOIM in undertaking a comprehensive assessment on the adoption of an electoral mapping system based on GIS technology with the technical support provided by the Office of the Minister of Administration Reform (OMSAR) to create reliable maps that could enhance its capacity to plan, manage, and visualize polling place locations according to defined electoral boundaries, track voter turnout, extract gender based voter information, obtain demographic data on electoral districts, produce statistics and more.

## **VI) Out-of-Country Voting**

### **Outputs and Activities**

**Output 1.6:** An assessment study on out-of-country voting conducted & published

#### **Activities:**

- 1.6.1 Recruit an expert to conduct study
- 1.6.2 Conduct study
- 1.6.3 Workshops and meetings with political parties and civil society
- 1.6.4 Coordination meetings
- 1.6.5 National conference

As the only persons who would be allowed to vote need to have Lebanese nationality, the numbers are estimated to be realistically of around one million possible voters. Additionally, they would need to be registered in a consulate to be able to participate in the elections. It is completely unclear how many Lebanese abroad are registered in the consular sections. The ministry of foreign affairs of Lebanon does not have an official and accurate number of the Lebanese citizens registered at the Lebanese embassies abroad especially because there is no computerized system in place for this task.

A detailed study will be conducted to provide decision-takers with accurate information with regard to the possible number of voters abroad and possible ways to implement out-of-country voting. This study would also provide estimations as to the cost associated with this activity.

The counter parts for this study would be the ministry of foreign affairs and Emigrants and the Ministry of Interior and Municipalities.

One expert will be recruited to undertake the above mentioned study, relying on data provided by the national counterparts and maybe some visits to nearby countries with a considerable Lebanese population to evaluate the status of the consular registers and steps to be taken to implement out-of-country voting. Meetings and workshops would be held with representatives of political parties and civil society to exchange ideas on the subject. A conference would be held at the end of the assignment to present the outcome of the study.

## **VII) The conduct of a detailed and comprehensive post-elections evaluation**

### **Outputs and Activities**

**Output 1.7:** Post-elections evaluation conducted and completed

## **Activities:**

- 1.7.1 Developing a comprehensive methodology for the post-elections evaluation
- 1.7.2 Recruitment of international consultant to conduct evaluation
- 1.7.3 Working group established with other stakeholders
- 1.7.4 Workshop to discuss final draft of evaluation end recommendations
- 1.7.5 Support to MOIM to implement of Recommendations

The evaluation will focus on the process and management of elections in order that clear lessons can be drawn and applied to next Municipal elections scheduled for 2010 as well as next parliamentary elections scheduled for 2013.

## **Component 2: Improve voter education/information through an increased civic participation using educational activities and media capacity building.**

The project as a whole will aim at achieving greater civic engagement and further development of a democratic culture in both the short/medium term and in the long term. Citizens need to possess sufficient information and knowledge to enable their engagement to be productive and empowering. Civic education is a key element to impart this information and knowledge. One of the objectives of civic engagement should be to stimulate a “demand generation” for democratic change, targeting, among others, those currently under aged but soon to be voters and focusing on their political rights and responsibilities, but also more generally applicable skills such as critical thinking and decision making.

Activities under this component aim to expand democratic participation, particularly among women. UNDP’s efforts include awareness-raising to highlight the rights and responsibilities of women in an electoral process and, more broadly, in a functioning democratic society.

As for the voter education the project will focus largely on the mechanics of Election Day-how to vote where to vote...etc. The project’s voter education component aims at potential voters in all Lebanese regions and is an important element in developing an environment within which free and fair elections can take place. Creating a general awareness and understanding of the electoral and democratic processes in the country will be an overall expected outcome of this component.

### **I) Voter information/ education programs**

#### **Output and activities:**

#### **Output 2.1: Voter information/ education programs developed and implemented for increased participation in elections and informed voting behavior**

#### **Activities:**

- 2.1.1 Establishment of a continuous outreach communication strategy to inform/educate citizens.
- 2.1.2 Design and develop voter education programme:
- 2.1.3 Sub-contract an organization or individuals to develop the programme;
- 2.1.4 Pilot-test the programme;
- 2.1.5 Make necessary adjustments and finalize it
- 2.1.6 Prepare awareness raising and publicity materials in a user-friendly format to suit the needs of different target groups
- 2.1.7 Develop a comprehensive and targeted plan of voter outreach and implement nationwide

Voter information and voter education are both critical to enabling voters to exercise their rights. During electoral periods, a number of civil society organizations (CSOs) play a major role communicating to the grassroots crucial information on the electoral process and voters' rights. However, outside the electoral period, very little is done to continue educating citizens on election-related matters of significant importance, for instance, voter registration. If official pre-printed ballots papers and boxes as well as possibly indelible ink introduced for the first time, then this voter education is particularly important

Citizens are not receiving enough information from the MOIM, both at election time and between election periods, as to how, when & where to register as voters.

The MOIM needs to strengthen its outreach capacities to the electorate between electoral periods and especially during preparations for elections. The initiatives of this sub-component will provide the technical assistance and communication expertise to help the MOIM to produce informational material to promote participation in election and to support enhancement of the credibility of the ministry and the overall public trust in the electoral processes

## **II) Women participation as voter and candidate**

### **Output and activities:**

#### **Output 2.2: Women participation as voter and candidate increased**

##### **Activities:**

- 2.2.1 Develop and implement a strategy for conducting a 'woman as a voter and as a candidate' campaign as part of voter education programmes
- 2.2.2 Establish the voluntary task force
- 2.2.3 National conference on women participation
- 2.2.4 Roundtable discussions and workshops on women participation, women quota
- 2.2.6 Comparative assessment on men and women behavior conducted and published
- 2.2.5 Media campaign designed and implemented

This area of support focuses on enhancing the participation of women who are traditionally underrepresented or under-participating in political and electoral processes. The project in partnership with Lebanese women council will work to build awareness and capacities for women to play a greater role in political life as candidates and as voters.

More women should be at the decision making level as they are as capable and knowledgeable as men". Launching 'woman as a voter and as a candidate' campaign which is a critical part of this project, the campaign will be launched thorough a national conference "Election and women's participation". This conference will kick off the campaign and it will be carried out in collaboration with women NGOs i.e. Voluntary task force, comprised of several women NGOs and multiparty members that be established to assist in successful and effective launch of this campaign. The campaign aims to increase the proportion of women participation in election both as voter and candidate.

Moreover a research group and national partner organization will be selected to do a comparative assessment in men and women's voting behavior, candidacy and factors affecting them when making choices.

Roundtable meetings with political parties and other stakeholders on women participation will be organized by women NGOs and part of the campaign especially on women quota.

**A cross-cutting theme through the two components is improving gender balance in terms of electoral institutions and processes. In that respect, it should be emphasized that promotion of women's participation in all Levels of the political process remains an important aspect of this project. The under representation of women in the National Assembly is an issue that should be addressed in all aspects of electoral assistance.**

## **Part V. Management Arrangements**

The Ministry of Interior is designated as the National Executing Agency for this project. The Executing Agency will be responsible for managing the project and will provide overall support to enable it to achieve its intended outputs and results. The Executing Agency will thus be accountable to UNDP for all resources allocated by the latter, whether their source is UNDP or from government cost sharing. This accountability calls for very concrete capacities in the administrative, technical and financial spheres.

The UNDP National Execution modality will prevail, with the support of the UNDP country office. In addition to regular technical backstopping and monitoring activities regularly provided, the UNDP Country Office shall provide the Executing Agency with support services for the execution of the programme. This will ensure that technical and substantive expertise is available to the Programme for coordination, recruitment, procurement and contracting. (See Annex 1: Standard Letter of Agreement between UNDP and the Government for the Provision of Support Services).

Services shall be provided in accordance with UNDP procedures, rules and regulations. The Government, through its designated executing agency, shall retain overall responsibility for the execution of the project and shall be responsible for and bound by any contracts signed by the UNDP Resident Representative, on behalf of the Executing Agency and upon its request, for the procurement of goods and services and /or recruitment of personnel for the programme.

In accordance with the decisions and directives of UNDP's Executive Board reflected in its policy on cost recovery, the contribution shall be subject to cost recovery by UNDP for two distinct cost categories related to the provision of support services, namely UNDP General Management Support (GMS) and UNDP Implementation Support Services (ISS).

GMS is recovered with a flat rate of 5% for contribution from government of Lebanon funds and 7% for contribution from other donors. GMS cover the following services:

- Project identification, formulation, and appraisal
- Determination of execution modality and local capacity assessment
- Briefing and de-briefing of project staff and consultants
- General oversight and monitoring, including participation in project reviews
- Receipt, allocation and reporting to the donor of financial resources
- Thematic and technical backstopping through Bureaus
- Systems, IT infrastructure, branding, knowledge transfer

UNDP direct costs incurred for Implementation Support Services (ISS), as long as they are unequivocally linked to the specific project, are built into the project budget against a relevant budget line and, in case of clearly identifiable transactional services, charged to the project according to standard services rates. ISS includes the following services:

- Payments, disbursements and other financial transactions
- Recruitment of staff, project personnel, and consultants
- Procurement of services and equipment,<sup>1</sup> including disposal
- Organization of training activities, conferences, and workshops, including fellowships

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<sup>1</sup> This would include any fee to IAPSO.

- Travel authorization, visa requests, ticketing, and travel arrangements
- Shipment, custom clearance, vehicle registration, and accreditation

Costs incurred by UNDP Country Office for providing the above described support services will be partly recovered from the Programme budget. If needed, and in full consultation with the Government, Cooperating Agencies might be requested to implement specific activities; in such cases, a formal letter of agreement between the concerned agency and the implementing agency or official counterpart will be elaborated. Funds not fully utilized on activities such as international experts will be used on other activities upon the approval of the project board.

The Project Board will be comprised of: (i) UNDP providing in particular technical guidance to the project and secretariat services; (ii) the MOIM; (iii) CSOs; (iv) co-sponsoring Donors. Additional partners/stakeholders can be invited as Observers and to share relevant information as and when required. The PB will review annual workplans and budget.

**Project Management:** A Project Manager or Chief Technical Advisor (CTA) will be appointed by UNDP and the Ministry of Interior in consultation with the UN Electoral Assistance Division following a competitive and transparent recruitment process. The CTA will be responsible for day-to-day management, decision making for the project. S/he will also be responsible for planning, budgeting and managing project activities; facilitating support services from the UNDP country office; training and mentoring national staff; oversight, guidance and insuring technical quality of short-term consultants; to prepare and provide the mandatory reports on project progress and achievements, and financial management; and for early flagging of events and changes in the environment which can affect project implementation and delivery and for providing suggestions for problem solving. In addition, the CTA is expected to provide technical advice to the project with the assistance of the Legal Advisor and specialized consultants, and to facilitate coordination with other relevant projects. The Project Manager will also develop a detailed annual work plan, expenditure report and budget, which will be reviewed periodically (every quarter at a minimum) by the Project board and will be reported to the donors.

The CTA will report to the MOIM and UNDP Country Office.

To support project implementation, one National Legal Advisor, one Project Officer and two Admin and Financial Assistant, one Communication Officer, one ICT officer, one Training Advisor, a car and a driver as well as other international and national consultants on short missions will be recruited by the project (attached TOR).

UNDP will also designate the Governance Programme Manager to provide oversight and monitoring functions for the project, as well as facilitate relations with other UNDP programmes and cost-sharing donors.

**Project Office:** The project will be located at the premises of the MOIM.

**Sustainability:** Based on benchmarks in the annual workplans, the project will be implemented with a view to achieving sustainable improved institutional capacity and permanent beneficial effects on the Lebanese electorate, present and future.

At the end of the project it is expected that the independence, financial autonomy and human capacity of the MOIM will have been reinforced to allow it to better perform its mandate with no or minimal external support and to gain higher credibility.

## **Part VI. Monitoring and Evaluation**

The project will be subject to review and reporting in accordance with UNDP monitoring and evaluation procedures and any additional policies and procedures agreed to by the Project Executive Group.

The project will be managed and monitored on the basis of qualitative and quantitative benchmarks of project progress, indicators of production and use of outputs. The benchmarks will be set out in the annual work plan and will indicate the extent of progress towards the completion of activities. The output indicators are set out below in the resource and results framework.

The project manager will be responsible for preparing the annual work plan, quarterly progress reports (substantive and financial), an annual report, and the terminal report. The annual report and the subsequent year annual work plan and budget will be presented to the MOIM and the PB for review.

During the course of the project, lessons learned and best practices will be systematically captured to be shared with other projects, within the broader UNDP network, and with interested parties.

Under this framework, the implementing agent will regularly review the status of progress towards outcomes, outputs, activities and emerging issues. An independent mid-term review of the overall activities and achievements of the project will be conducted in the third quarter of 2009, and if appropriate it will suggest adjustments to the project. Terms of reference for this review and selection of consultant(s) will be made in close consultation with donors. The project will also be subject to a final output, outcome and initial impact evaluation (or a joint outcome evaluation as deemed most appropriate).

The project will be submitted to regular auditing as per UNDP rules and regulations.

## **Part VII. Legal Context**

This project document shall be the instrument referred to as "Project Documents or other instruments" in Article 1 of the Standard Basic Assistance Agreement between the Government of Lebanon and the United Nations Development Programme, signed by the parties on 26 February 1981. The host-country executing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the Government cooperating agency described in that Agreement.

The following types of revisions may be made to this project document with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the project document have no objection to the proposed changes:

- Revisions in, or addition of, any of the annexes of the project document;
- Revisions which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation; and
- Mandatory annual revisions, which re-phase the delivery of, agreed project inputs or reflect increased expert or other costs due to inflation, or take into account cooperating agency expenditure flexibility.

## Section II - Results and Resources Framework

<p><b>Intended Outcome as stated in the MYFF</b> The Right based approach to development integrated into national development and oversight bodies established or strengthened.</p>			
<p><b>Outcome indicator as stated in the Country Program Results and Resources Framework, including baseline and target:</b> Legal framework made conducive to enabling free and fair elections.</p>			
<p><b>Applicable MYFF Service Line:</b> Electoral Systems and Processes</p>			
<p><b>Partnership Strategy:</b> Coordination mechanism in place with partners, especially European Commission and other donors if necessary, as well as the national Civil Campaign for Electoral Reform (CCER) and Lebanese Association for Democratic Elections (LADE), some technical expertise will also be sought from OMSAR.</p>			
<p><b>Project title and ID:</b> Strengthening Electoral Processes in Lebanon ID: 00063616</p>			
<p><b>COMPONENT 1: Support to the Ministry of Interior for improvements of the normative electoral framework and processes</b></p>			
Intended Outputs	Responsible Partners	Indicative Activities	Inputs Costs estimated over a two-year period
<p><b>1.1 Project office setup and a mechanism of coordination established and functional</b></p> <p><b>Baseline:</b> A mechanism for donor coordination exists</p> <p><b>Output Indicator</b></p> <ol style="list-style-type: none"> <li>1) Project office operational</li> <li>2) Coordination between MOIM, donors, international and national NGOs increased and enhanced</li> </ol>	<p><b>MOIM and UNDP</b></p>	<p>1.1.1 Facilitate the regular reporting of project activities to the MOIM on Elections</p> <p>1.1.2 Participate in the MOIM organized Donor Meetings quarterly or as required.</p> <p>1.1.3 Participate in the Donor Working Meetings on thematic issues such as Voter Education, Training, and Election Monitoring etc.</p> <p>1.1.4 Collaborate with other donors on Specific Initiatives.</p> <p>1.1.5 Identify training programmes needed for Ministry's staff at the different directorates</p> <p>1.1.6 Conduct training sessions.</p>	<p>CTA 1 year 184,000</p> <p>National Legal Advisor 2 years 156,000</p> <p>Project Officer 2 years 132,000</p> <p>Admin Assistant 2 years 33,000</p> <p>Finance Assistant 2 years 39,000</p> <p>Driver 2 years 20,000</p> <p><b>Training Coordinator 60,000</b></p> <p>Furniture 10,000</p> <p>Communication equipment 25,000</p> <p>IT equipment 15,000</p> <p>International experts (short missions) 100,000</p>

			<p>Car 30,000 Travel 40,000 Supplies 10,000 <b>Staff training workshops 50,000</b> Miscellaneous 5,000</p>
<p><b>1.2 Voter identification and registration processes enhanced</b></p> <p><b>Baseline:</b> National ID adopted for voting</p> <p><b>Output Indicators:</b></p> <ol style="list-style-type: none"> <li>1) Public awareness campaign on Ids finalised</li> <li>2) Electoral list of each Mouhafaza available on CD-Rom format with search tool.</li> <li>3) MOI&amp;M website continuously updated</li> <li>4) Hotline desk functional 24 hours</li> <li>5) New IT equipment installed</li> </ol> <p><b>1.3 Administrative and logistical support to setup SCEC operations</b></p> <p><b>Baseline:</b> Special Commission formed as per the new electoral law adopted Oct 2008.</p> <p><b>Output indicator</b></p> <ol style="list-style-type: none"> <li>1) Special commission functioning capacity strengthened</li> <li>2) Staff trained</li> </ol>	<p><b>MOIM and UNDP</b></p>	<p>1.2.1 Launch public awareness campaign for ID applications (printing material, TV spot etc.)</p> <p>1.2.2 Set up a hotline for ID applications</p> <p>1.2.3 Support managing and continuously updating the MOIM website</p> <p>1.2.4 MOIM website properly managed and continuously updated</p> <p>1.2.5 Support MOIM in producing the voter registry in CD-ROM format</p> <p>1.2.6 Support the upgrading of the ID card system at the ministry</p> <p>1.2.7 Support the automation of personal status registration offices</p> <p>1.2.6 Procurement of ICT equipment hardware and software</p> <p>1.3.1 Provide logistical support and training for the secretariat of the special commission as needed and as requested by the Ministry.</p>	<p>ICT Officer 2 years 104,000 Communication Officer and Webmaster 2 Years 72,000 Contractual services company, public awareness campaign 200,000 Hotline desk 50,000 High-output printers/photocopiers for electoral lists. Server for web-site. Servers; computers with UPS and printers Production costs of CD-ROMs 1,500,000 Miscellaneous 2,000</p> <p>Support staff 20,000 Training 50,000 Miscellaneous 10,000</p>



<p><b>1.4 A media center and a communication strategy are established in the MOIM.</b></p> <p><b>Baseline:</b> A communication strategy for MOIM does not exist</p> <p>Output indicator</p> <ol style="list-style-type: none"> <li>1) A Media center established and functional</li> <li>2) A media communication strategy drafted</li> </ol>	<p><b>MOIM and UNDP</b></p>	<p>1.4.1 Establish and equip a Media Center at MOIM.</p> <p>1.4.2 Develop a Communication and outreach Strategy</p> <p>1.4.3 Tabulate Elections results and support the organization of press conferences</p> <p>1.4.4 Develop and implement a training programme for the MOIM Staff working on communication</p>	<p>Communication Advisor( 5000*24)</p> <p>120,000 USD</p> <p>Procurement of communication equipment 60,000</p> <p>Press conferences and tabulation of official results of elections 15,000</p> <p>Staff training workshops 25,000</p> <p>Miscellaneous 2,000</p>
<p><b>1.5 Polling Stations: Administration of the electoral process is made more efficient and transparent</b></p> <p><b>Baseline:</b> No GIS/mapping system of polling stations</p> <p><b>Output indicator:</b></p> <ol style="list-style-type: none"> <li>1) GIS/mapping system suitable MOIM needs setup</li> <li>2) Polling stations codified</li> </ol>	<p><b>MOIM and UNDP</b></p>	<p>1.5.1 Build on the initial GIS mapping that will be done by LPHU and assisting MOIM in modify this mapping if needed</p> <p>1.5.2 Assist the MOIM in developing the criteria for selection of polling stations for elections</p> <p>1.5.3 Support the publishing of voter lists by polling station</p> <p>1.5.4 Developing of a GIS/mapping system suitable to MOIM needs</p> <p>1.5.5 The provision of GIS equipment to the MOIM</p> <p>1.5.6 Training of MOIM staff on GIS</p>	<p>International experts time</p> <p>Publications 30,000</p> <p>Procurement GIS 100,000</p> <p>Staff Training on GIS 35,000</p> <p>Miscellaneous 3,000</p>
<p><b>1.6 An assessment study on out-of-country voting conducted &amp; published</b></p> <p><b>Baseline:</b> No plan in place on how to conduct out-of-country voting in 2013</p>	<p><b>MOIM and UNDP</b></p>	<p>1.6.1 Recruit an expert to conduct study</p> <p>1.6.2 Conduct study</p> <p>1.6.3 Workshops and meetings with political parties and civil society</p> <p>1.6.4 Coordination meetings</p> <p>1.6.5 National conference</p>	<p>International Consultant 25,000</p> <p>Travel 10,000</p> <p>Workshops and conference 20,000</p> <p>Publication 25,000</p> <p>Miscellaneous 2,000</p>

<p><b>Output indicator:</b> 1) Study finalized and published 2) Conference held</p>			
<p><b>1.7 The conduct of detailed and comprehensive post-elections evaluations</b> <b>Baseline:</b> Parliamentary Elections scheduled for 2009</p> <p><b>Output Indicator</b> 1) Evaluation finalized 2) Recommendations of evaluation implemented in a timely manner for next municipal elections</p>	<p><b>MOIM and UNDP</b></p>	<p>1.7.1 Developing a comprehensive methodology for the post-elections evaluation 1.7.2 Recruitment of international consultant to conduct evaluation 1.7.3 Working group established with other stakeholders 1.7.4 Workshop to discuss final draft of evaluation end recommendations 1.7.5 Support to MOIM to implement of Recommendations</p>	<p>International Consultant 15,000 Workshop 8,000 Publication 25,000 Miscellaneous 2,000</p>
<p><b>Component 2: Improve voter education through an increased civic participation using educational activities and media capacity building</b></p>			
<p><b>2.1 Voter information/ education programmes developed and implemented for increased participation in elections and informed voting behaviour</b></p> <p><b>Baseline:</b> Voter do not have much information on the elections procedures</p> <p><b>Output Indicators:</b> 1) Needs, target groups and timelines defined 2) New material created for voter education/information</p>	<p><b>MOIM and UNDP</b></p>	<p>2.1.1 Establishment of a continuous outreach communication strategy to inform/educate citizens. 2.1.2 Design and develop voter education programme: 2.1.3 Sub-contract an organization or individuals to develop the programme; 2.1.4 Pilot test the programme; 2.1.5 Make necessary adjustments and finalize it 2.1.6 Prepare awareness raising and publicity materials in a user-friendly format to suit the needs of different target groups 2.1.7 Develop a comprehensive and targeted plan of voter outreach and implement nationwide</p>	<p>Public awareness campaign 100,000 Publication 200,000 Communication Expert 30,000 Miscellaneous 3,000</p>

<p>3) Increased voters' awareness on electoral matters</p> <p>4) Relevant videos produced and broadcasted on State TV outside electoral period</p>			
<p><b>2.2 Increased women participation as voter and candidate</b></p> <p><b>Baseline:</b> Women participation as candidate is low</p> <p><b>Output Indicators:</b></p> <ol style="list-style-type: none"> <li>1) Task force established and functional</li> <li>2) Campaign launched</li> </ol>	<p><b>MOIM and UNDP</b></p>	<p>2.2.1 Develop and implement a strategy for conducting a 'woman as a voter and as a candidate' campaign</p> <p>2.2.2 Establish the voluntary task force</p> <p>2.2.3 National conference on women participation</p> <p>2.2.4 Roundtable discussion and workshops</p> <p>2.2.6 Comparative assessment on men and women behavior conducted and published</p> <p>2.2.5 Media campaign designed and implemented</p>	<p>Sub contract media company 100,000</p> <p>National consultant 20,000</p> <p>Conference 25,000</p> <p>Publications 60,000</p> <p>Workshops 20,000</p> <p>Miscellaneous 4,000</p>

RISK LOG

	Type	Description	Comments/Risk level	Status	Status Change Date
1	Technical	ICT activities not in place due to insufficient funding of needed hardware.	Low Funding may come later than planned. The impact may delay the implementation of the activity.		
2	Political	A strong political conflict and a stalemate or paralysis of the political institutions to function	Medium		
3	Political and technical	Simplified procedures to issue I.D. cards to citizens before the 2009 parliamentary elections are not adopted and administrative measures to facilitate the issue of I.D. cards are not in place.	Medium in view of the relatively short time-span before the next election. This risk can be compensated by a more intense public information campaign starting early on.		
4	Political and technical	Failure to secure stronger financial and human resource base.	Medium-high Mitigation: provide legal and technical advice when and where needed to ensure that tools and mechanisms to secure stronger financial and human resource base are in place.		

## Organigram Strengthening Electoral Processes In Lebanon

