

Federal Republic of Nigeria

United Nations Development Programme

JOINT DONOR BASKET FUND TO SUPPORT NIGERIA'S 2007
ELECTIONS

Project Document

Brief description:

This project is designed to support the 2007 Elections in Nigeria. It will establish a Basket Fund as a channel for funding and providing technical assistance to the electoral process in Nigeria. Under the overarching framework of the Basket Fund, the project will develop and implement a two-pronged strategy. First, it will help strengthen the Independent National Electoral Commission's (INEC) technical and operational capacity to prepare and conduct electoral processes. In particular the project will provide technical assistance as requested by INEC. Second, the project will enhance civil society's contribution to the electoral process to maximize public confidence in the outcome. Through specific operative mechanisms, citizen participation in the elections will be promoted and civil society engagement in electoral observation will be supported. The objective of the Project is to achieve transparent and credible elections that are domestically and internationally recognised. The total value of the project is US\$30,302,902.

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Country: NIGERIA

UNDAF Outcome(s)/Indicator(s):
 Promoting Good Governance and Human Rights (first common thematic area)

Expected Outcome(s)/Indicator(s):
 An established Basket Fund to consolidate donor contributions and to effectively allocate and distribute financial resources in support of Nigeria's 2007 elections



Expected Output(s)/Indicator(s):
 1- Structured mechanisms to channel funds and deliver financial and technical support to the electoral process
 2- Enhanced INEC technical capacity to plan, prepare and conduct electoral processes
 3- Improved capacity of permanent and ad hoc electoral staff to perform duties
 4- Increased awareness of and participation in the electoral process by Nigeria's population
 5- Improved targeting on women in key electoral processes
 6- Improved public perception of and satisfaction with the conduct of elections

Implementing partner:
 Independent Electoral National Commission / Civil Society Organizations
(designated institution)

Other Partners: UNIFEM
(locally implementing agencies)

Programme Period: 2006-2007
 Programme Component: Governance
 Project Title: Joint Donor Basket Fund to support Nigeria's 2007 Elections
 Project Code:
 Project Duration: 18 months

Total budget:	US\$30,302,902.00
Allocated resources:	US\$500,000.00
Government	US\$0
UNDP	US\$500,000.00 (through a Preparatory Assistance Project)
Other: (including in-kind contributions)	
• Canada	CAN\$2 million (pledge)
• European Union	€20 million (pledge)
• United Kingdom	£2.5 million (pledge)
Unfunded budget:	US\$ 0 (provided that pledges materialize into commitments and disbursements)

Agreed on behalf of:	Signature	Date	Name/Title
Government:		18/5/06	Dr. OSITA OGBURN ECONOMIC ADVISER
UNDP:		26/5/06	Alfred S. Fomokoh OFFICER IN-CHARGE

ACRONYMS

BDP	Bureau of Development Policy (UNDP)
BOM	Bureau of Management (UNDP)
CIDA	Canadian International Development Agency
CSO	Civil society organization
DEX	Direct execution (UNDP)
DFID	The UK Department For International Development
EAD	Electoral Assistance Division of the UN Department of Political Affairs
ECN	Electoral Commission of Nigeria
EMOC	Electoral Monitoring and Observation Committee
EU	European Union
FCT	Federal Capital Territory
FEC	Federal Electoral Commission
FEDECO	Federal Electoral Commission
IDASA	Institute for Democracy in South Africa
IAPSO	Inter-Agency Procurement Services Office
IFES	International Foundation for Electoral System
INEC	Independent National Electoral Commission
IRI	International Republican Institute
Int-NGO	International Non-Governmental Organization
MDGs	Millennium Development Goals
NDI	National Democratic Institute
NEC	National Election Commission
NECON	National Election Commission of Nigeria
PMU	Project Management Unit
RBA	Regional Bureau for Africa (UNDP)
REC	Resident Electoral Commissioner
SF	Stakeholders Forum
ToR	Terms of Reference
ToT	Training-of-trainers
UN	United Nations
UNDAF	UN Development Assistance Framework
UNDP	United Nations Development Programme
UNDP-CO	UNDP country office (as referred to UNDP Nigeria Country Office)
UN-EAD	UN Electoral Assistance Division
USAID	United States Agency for International Development

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SECTION 1 PROJECT DESCRIPTION

1.1 SITUATIONAL ANALYSIS

1.1.1 CONTEXT

The origin of electoral bodies in Nigeria can be traced to the pre-independence era when the Electoral Commission of Nigeria (ECN) was established to conduct the 1959 elections. Subsequently, the Federal Electoral Commission (FEC) was established in 1960. FEC conducted the post-independence federal and regional elections of 1964 and 1965 respectively. This electoral body was, however, dissolved following the military coup of 1966. In 1978, a Federal Electoral Commission (FEDECO) was finally constituted by the Government of General Obasanjo to conduct the 1979 general elections, establishing the Second Republic and the 1983 general elections.

In December 1983 a military coup led to the dissolution of FEDECO. In 1987, after another military coup, the government of General Ibrahim Badamosi Babangida established the National Electoral Commission (NEC) to carry out the Government's Transition to Civil Rule program. NEC conducted electoral operations, beginning with the local government councils and the National Assembly. However, the 1993 Presidential election was immediately annulled by the same government.

The military government of General Sani Abacha dissolved NEC in 1993. The establishment two years later (December 1995) of the National Electoral Commission of Nigeria (NECON), led to another set of electoral processes, from local government councils to National Assembly, which aborted with the sudden death of Nigeria's military ruler.

In 1998, the new administration under General Abdulsalam Abubakar dissolved NECON and established the fifth electoral management body since Independence. Since then, the Independent National Electoral Commission (INEC) organized successively the transitional elections that ushered in the 4th Republic of Nigeria on May 1999 and the 2003 general elections.

Despite the efforts made by the recently established Commission, the overall assessment of the 2003 electoral process was critical, pointing out delayed funding from both the Federal Government of Nigeria and Donors, insufficient political will from the part of the Government to pursue a vigorous timetable, including timely flow of federal funds, shortcomings in the legal framework, incomplete voter registration, etc. The findings not only highlighted shortcomings in performance on the side of the Nigerian authorities but also indicated important deficiencies in the design and delivery of international support. The absence of a formalized and institutionalized arrangement to channel donor funding and to support coordination was considered as a major limitation to the effectiveness of international assistance.

Consequently the Development Partners felt the need for increased coordination of future electoral assistance to Nigeria. Donors concluded that international support for the 2007 Nigeria Elections will have to be more timely and efficiently targeted and

coordinated. To this purpose, a two-pronged approach was envisioned: the set-up of an electoral Donor Coordination Mechanism under the auspices of USAID-UNDP and the establishment of a joint-donor Basket Fund.

Over the past two years, extensive discussions among Development Partners, INEC, the Federal Government of Nigeria and UNDP led to the decision to further proceed with the establishment of a Basket Fund. In July 2005, the EU, DFID, CIDA and UNDP agreed to set up and contribute to an UNDP-managed Joint Donor Basket Fund to support the 2007 Nigeria Elections.

1.1.2 OUTLINE OF PROJECT SUPPORT

This project document describes the financial mechanism and technical support agreed upon by Development Partners and the Nigerian government in support of the 2007 Nigeria Elections. The document focuses on the establishment of a Basket Fund to timely and efficiently mobilise resources with the aim of providing adequate financial and technical support to the INEC and civil society organizations (CSOs).

The project's technical assistance is devised to build up national capacity and promote sustainable electoral processes with a focus on the 2007 elections. In this regard, the joint donor support of the 2007 Nigeria Elections will consist in providing financial and technical assistance in five areas through a two-pronged strategy:

- ✓ Strengthening INEC institutional development and technical ability to plan, prepare, and conduct elections with minimum potential managerial, logistics and human hindrances through
 1. Enhancing the technical capacity of INEC to plan, prepare and conduct electoral processes
 2. Improving the capacity of permanent and ad hoc electoral staff to perform electoral duties

- ✓ Enhancing civil society engagement to maximize public confidence in the electoral process through
 3. Increased awareness of and participation in the electoral process by Nigeria's population, including women, the poor, the disabled, rural people and youths.
 4. Improved targeting of women in key electoral processes
 5. Improved public perception of and satisfaction with the conduct of the elections.

1.1.3 NATIONAL AND INSTITUTIONAL FRAMEWORK

The 923,768 square kilometers Federal Republic of Nigeria is constituted of 36 States plus a Federal Capital Territory (FCT). However, it is conventional to divide the Federation into six geographical zones. Administratively, it is subdivided into 774 Local Government Areas and 8,813 Wards. Its estimated population is about 130 million. The overwhelming majority of people in the North are Muslims, accounting for 50% of the national population, while Christians, primarily in the South, represent around 40%.

For electoral purposes, Nigeria has 360 Federal constituencies, 109 senatorial districts and 990 State Assembly constituencies, with an electorate ranging from 66 to 68 million voters, of whom 57% are literate. During the elections an average 500,000 ad hoc staff are temporary recruited by the INEC to serve in 120,000 polling units.

The INEC, established in accordance with section 153 (f) of the 1999 Constitution of the Federal Republic of Nigeria, consists of a Chairman and twelve National Electoral Commissioners. The members of the Commission, whose appointments are subject to confirmation by the Senate after nomination by the President, have tenure of five years.

The Council of State (comprising the President, the Vice President, all former Presidents of the Federation and all former Heads of States, all former Chiefs of Justice of Nigeria, the President of the Senate, the Speaker of the House of Representatives, the Governors of the States of the Federation, and the Attorney General of the Federation) advises the President in the exercise of his prerogatives with respect to the appointment of the Chairman and other members.

The Secretary to the Commission, who is an Officer of the Public Service of the Federation, is also appointed by the President and serves as Accounting Officer of the Commission.

Questions put before the Commission are decided by consensus and where this is not possible by a majority vote of the members present and voting, with the Chairman having a casting vote in addition to his deliberation vote in case of equality of votes. The quorum is eight.

There are 37 Resident Electoral Commissioners (REC), who are appointed by the President to represent the Commission at the state level and in the Federal Capital Territory (FCT). They are assisted by an Administrative Secretary. Each of the 774 Local Government Area Offices of the Commission is headed by an Electoral Officer.

As stipulated in Part 1 of the Third Schedule of the 1999 Constitution, the INEC:

- Organizes, undertakes and supervises all elections into the offices of the President and Vice-President, the Governor and Deputy Governor, and to the Senate, the House of Representatives, and the House of Assembly of each State of the Federation.
- Registers political parties;
- Monitors party organization and operations.
- Arranges for the annual examination and auditing of funds and accounts of political parties.
- Arranges for and conducts voter registration and prepares, maintains and revises the voter register.
- Monitors political campaigns and provides rules and regulations which shall govern political parties.
- Ensures that all Electoral Commissioners, Electoral and Returning Officers take and subscribe to the oath of office prescribed by law.
- Carries out other functions as may be conferred upon it by an Act of the National Assembly.

1.1.4 CURRENT SITUATION

Following the 2003 general elections, and tailored as a lessons learned exercise, the 2004 -2007 INEC Strategic Plan for Action aims to improve institutional capacity in the areas of voter education, effective public awareness raising, constituency delineation, a GIS project, implementation of electoral and constitutional reforms, professionalisation of staff, early and adequate procurement of balloting instruments, provision of storage facilities, effective communications, and credible and impartial monitoring and evaluation of the electoral process.

This INEC Plan, later known as the Road Map to 2007, intended to address seven major areas of focus: 1/ electoral and constitutional reform, 2/ capacity building, 3/ voter education and effective publicity, 4/ application of modern technology, 5/ cooperation with international assistance agencies, 6/ political parties and electoral finance, and 7/ infrastructure and other cross-cutting issues.

In addition, INEC prioritized the revalidation of the Electronic Voters Register, the establishment of the Electoral Institute of Nigeria and the establishment of a Stakeholder Forum. To demonstrate its commitment to Nigerian citizens, INEC also drafted a Charter for effective electoral service delivery.

Within this framework, INEC initially sought international technical assistance in the areas of capacity building, voter education, elections publicity, and application of modern technologies to the electoral process. In November 2005, INEC presented a revised statement of its needs for conducting the 2007 general elections. In particular, INEC emphasized technical and financial support for voter registration, training of core and ad hoc staff (including support to the newly created Electoral Institute of Nigeria), and support to INEC's Stakeholder Forum, an on-going initiative to promote public outreach and political party awareness.

On the other side, Development Partners have for some time expressed interest in supporting the 2007 Nigeria Elections and have committed funds accordingly.

DFID has committed GBP 7 million for a two-phase Election Support Programme. The first phase started early 2005 with GBP 3 million committed to IFES, Global Rights and IDASA to work on electoral reform, civil society empowerment and participation, technical assistance to INEC and on transparency and accountability in political party financing. The second phase will include a GBP 2.5 million contribution to the Basket Fund and a further GBP 1.5 million for an extension to the first phase activities of the Consortium.

CIDA's on-going support to Nigerian CSOs has emphasized the importance of gender mainstreaming for effective development work. CIDA will contribute CAD\$2 million to this Basket Fund and intends to also set up a Governance Fund on a bilateral basis to support CSO civic education activities.

The EC has launched a budget line call for proposals (EUR 0.7M) to support voter mobilization and mandate protection activities as well as equal participation in political processes. In addition, the EC is playing a key role in the Joint Donor Basket with a

commitment of EURO 20 million to the Basket Fund, with possible extra funding for the post-election period.

USAID is contributing USD 15 million over three years (mid 2005 - mid 2008) to voter education, training and civil society participation in electoral processes through a consortium comprising IFES, NDI and IRI. Although USAID is not permitted to participate in pooled funding like this Basket Fund, coordination of activities between UNDP and USAID-funded partners will take place through other existing and/or new coordination mechanisms.

1.1.5 REASONS FOR UNDP SUPPORT

Underscoring the importance of collaboration among UN actors, the UN has acknowledged the role of UNDP in the provision of funding and technical support to electoral activities. In 2000, the Electoral Assistance Division (EAD) of the UN Department of Political Affairs and UNDP established an agreement providing the basis for future collaboration and intervention. Since then, a successful partnership has been developed between EAD and UNDP to provide effective technical, financial and operational support (including donor coordination) and long-term capacity building to a large number of electoral management bodies in developing countries.

On 22 November 2005, the INEC of Nigeria addressed a letter to the UN Resident Coordinator, requesting technical assistance for the organization of the country's Presidential and Gubernatorial, National and State Assembly elections planned for 2007. Following standard procedures, UNDP relayed the request to the UN Focal Point for Electoral Activities, who in turn dispatched an assessment mission to Nigeria from 9 to 18 January 2006. As a result of the Needs Assessment Mission and pursuant with discussions with Development Partners, UNDP developed the recommendations of the Needs Assessment into a project proposal, which was accepted. UNDP was subsequently requested to establish this Basket Fund to support both INEC and CSOs in the run-up to the 2007 Nigerian Elections. In addition to its management of this joint initiative, UNDP is contributing \$500,000 of its core resources to the Basket Fund.

1.2 PROJECT STRATEGY

1.2.1 METHODOLOGY:

The Basket Fund is intended to provide a mechanism for channeling international assistance to the 2007 Nigerian General Elections in an effective, timely and coordinated manner. It has also been designed as a framework for improved collaboration between international and national stakeholders engaged in the process.

The Basket Fund legal framework is two-fold: 1) the general provisions for administering the Fund are defined in the annexed Terms of Reference of the Basket Fund's Steering Committee and Project Management Unit (PMU), which will form the basis of the MOU between the Government of Nigeria and UNDP; and 2) the Development Partners will each sign a bilateral contribution agreement or grant arrangement with UNDP outlining the terms of their contribution.

The project will provide financial and technical assistance to build overall capacity of national institutions (foremost INEC, but also CSOs, including women's organizations, the media, observation groups, and security forces) that are critical to the conduct of free and fair elections and to the improvement of citizens' understanding of their rights and duties up to and during the 2007 elections.

UNDP and the Development Partners have taken great care to ensure that activities under the Basket Fund are needs-driven and respond to specific requirements of Nigerian stakeholders. All selected activities are the result of assessments and direct discussions with beneficiaries. Procurement of assets is kept at a minimum and will be done through UNDP (Service Center and/or IAPSO).

The Basket Fund has two distinct but interrelated components: one supporting INEC, the other supporting civil society, including NGOs, the media and domestic observers. Such a structure benefits from the different strengths of both the government and non-government sectors.

Basket Fund decision-making is at two levels: 1) the Basket Fund Steering Committee, consisting of the development partners, UNDP, INEC and the FGN, will deal with the overall institutional and operational issues of the Basket Fund, together with the programmatic and financial issues related to the INEC component, and 2) a Donor Subcommittee consisting of Development Partners, UNIFEM and UNDP representatives, will deal with issues specifically pertaining to the technical content and financial management of the civil society component. INEC will input into the criteria to be applied in the selection of the CSOs and be informed through the Steering Group of specific CSOs selected for support, but the Commission prefers to not participate in decision making related to the CSO component in order to ensure that civil society views this mechanism as impartial.

The project also has a two-tiered management structure: the Basket Fund Steering Committee, which will provide project oversight and strategic direction, and an UNDP Project Management Unit (PMU), which will be administered by staff who will be responsible for day-to-day operations. The decision to establish a dedicated PMU is informed by the recognition that the time-sensitive and time-bound nature of electoral operations requires an institutional *modus operandi* that is efficient, responsive and devoid of bureaucratic encumbrances.

Development Partners' have accepted that UNDP manage the Basket Fund, and that their financial contributions and technical assistance, will contribute to the efficient performance of the Basket Fund and to harmonization of donors' efforts. The contribution agreements will be streamlined, especially in relation to reporting, to minimize administrative burdens associated with multiple donor reporting requirements. Consultations with stakeholders will be promoted, including through the INEC-sponsored Stakeholder Forum. Development partners contributing to the project will continue to cooperate with the wider donor community through the existing Donor Coordination Mechanism co-chaired by USAID and UNDP. The Basket Fund will remain open to other donors interested in joining the basket.

1.2.2 SCOPE OF TECHNICAL SUPPORT:

With particular respect to the electoral process, UNDP support has been sought by INEC in the areas of voter registration, ad-hoc staffing and public outreach. In addition to specific support to be provided in these areas, short-term technical assistance will be available to INEC in other areas as and when requested.

The capacity of INEC to efficiently organize credible elections has been building up gradually over time. This Basket Fund's capacity-building activities are aimed at the development of INEC human resources to efficiently perform electoral operations. In this regard, the project will develop a substantive training component for both INEC core staff and ad hoc staff. It will also target other groups, actively engaged in the electoral process, including security forces, domestic observers and the media.

With regards to promoting democratic participation, the project will primarily focus on public outreach and training in mandate protection activities. Launching a countrywide campaign on voter education and mandate protection prior to the 2007 elections will require much support, particularly in developing eye- and ear-catching voter information materials, disseminating educational materials, using mass media effectively, and providing training and support for mobilizing community groups. The project will support INEC and civil society organizations to plan and deliver a voter education curriculum covering important aspects of the electoral process, such as why, where, when and how to register and vote, as well as the necessary qualifications for registering and voting. Through voter education, prospective voters will not only be encouraged to register and to vote, but also to understand and appreciate the importance of registering and voting. In particular, voter education will emphasise mandate protection activities. Broader civic education, emphasizing the relationship between active citizenship and creating a truly democratic society, will be simultaneously carried out.

Public outreach will be directed at the general electorate. Special messages and materials will be developed for targeted groups that are deemed to be apathetic and/or marginalized, such as women, illiterate, disabled, youth, the poor, and first-time voters.

Women, as a group, face particular constraints that have a negative impact on their effective participation as voters and political candidates. Gender-sensitive awareness raising, capacity building and advocacy activities, will be implemented in women-friendly environments and using approaches which target women, will form an identifiable component of the project. Specific stakeholder fora for women will also be facilitated.

Messages will be disseminated through live events, print and electronic media, educational materials, and will principally consist of posters, leaflets, stickers, graphic displays of the steps of registration/voting, graphic displays of polling stations, etc. Public advertisements will be developed. Public airing on radios and TV will be sponsored. Voter information activities will be coordinated through INEC's Public Affairs department and in close partnership with other national and international NGOs, while voter education and mandate Protection activities will work alongside, but independent of, INEC.

Promotion of civic participation and citizens' ownership will not be limited to enhanced voter participation, but will also be aimed at building public confidence in the elections. Particular attention will be given to media monitoring and domestic observation.

The project will help domestic observer groups and existing media monitoring NGOs fulfill their mandate through the provision of advisory service and financial support. Although it will directly support domestic observer groups, the project will not get involved in the facilitation and/or coordination of observation activities, which fall under the responsibility of INEC's Electoral Monitoring Observation Committee (EMOC). But, if required, as part of the advisory and technical services provided to INEC, EMOC capacities will be reinforced.

In addition to mainstreaming gender equality in all activities, the project will promote the participation of women in the electoral process as voters and as candidates for electoral office. Towards this end, the project will support gender-sensitive advocacy. The project will promote comprehensive and female-targeted education programmes, including voter education, to increase female participation in the electoral process. The strengthening of women's capacity to overcome socio-cultural barriers will be key to their participation. Capacity-building activities will be provided in a range of areas, including gender and women's rights, public speaking, and alliance building. To ensure that project activities will contribute towards the emergence of a strong women's role in governance up to and beyond 2007, the project will convene stakeholder meetings to encourage learning and coalition building. Women's CSOs will be purposely targeted as beneficiaries of the funds allocated. A gender review of the project activities will be carried out as part of the project review. The gender equality and women-specific activities of the project will be coordinated by a Gender Specialist located within the PMU, with the mandate and credibility to work with women to achieve results.

The promotion of free and fair elections should also contribute to conflict resolution and the reduction of tension among political contestants and marginalized groups. In particular, the project will focus initially on disenfranchised groups to get them back into the process, technically through voter registration and politically through targeted voter education. Electoral-related violence will be addressed and, in partnership with Nigerian security forces and INEC, the project will launch initiatives to train the Police to mitigate electoral violence.

Finally, it is expected that the institutionalization of credible, free and fair elections will contribute in the long run to the promotion of effective and responsive governmental structures that will promote sustainable and pro-poor policies to bridge development gaps and reduce poverty.

To summarize, the broad areas of UNDP support to the 2007 Nigeria elections, structured through the financial mechanism of a Joint Donor Basket Fund and the operational arrangement of the PMU, are six-pronged:

1. **Establishing financial mechanisms and operational arrangements to support Nigeria's 2007 elections**
 - Basket Fund and Project Management Unit, and visibility for funding partners

2. **Technical and operational support as and when requested by INEC**
 - Providing technical and operational assistance as requested by INEC
 - Supporting the Stakeholder Forum initiative
3. **Building operational human resource capacity**
 - Supporting electoral training
 - Supporting the electoral staffing exercise
 - Supporting police sensitization
4. **Promoting citizen participation in the electoral process**
 - Supporting CSOs' voter education and mandate protection activities
 - Supporting the development of voter information
5. **Promoting gender equity in the electoral process**
 - Gender monitoring, advocacy and training
6. **Facilitating Nigerian civil society observation of the electoral process**
 - Supporting domestic observation of the elections by civil society organizations selected by the PMU through open competition
 - Facilitating monitoring of access to the media
 - Supporting the development of guidelines for, training on and monitoring of police conduct during the elections

1.2.3 PROJECT STAKEHOLDERS AND BENEFICIARIES

Stakeholders

The proposed project will deal with a range of stakeholders. These will include:

- The INEC, as the key institution charged with the conduct of the elections. The project will principally support INEC in executing its mandate;
- The Government of Nigeria will play a key role in contributing to a secure and conducive environment for the organization of the elections;
- A broad-range of civil society and organizations, including women's organizations, local associations, faith-based groups, trade-unions and domestic observer groups.
- Election candidates (men and women) and political parties.
- The UN system.
- International observation groups.
- Foreign aid agencies involved in supporting Nigeria's electoral process, including international elections observation, voter education and gender-sensitive civic awareness.
- Other donors.

Beneficiaries:

There are seven groups of beneficiaries:

- The electorate will be a direct beneficiary of the project. For a large number of voters, the 2007 Nigeria Elections will represent the third opportunity to express their will and exercise their electoral rights in a free and fair election.

The voters will also benefit directly from UNDP-funded voter education and gender-sensitive civic awareness activities carried out by both INEC and the CSOs. Special emphasis will be placed on voter education for mandate protection, so that voters develop a better understanding of the intent and purpose of the elections, and of their rights as citizens. As a result, they will be in a better position to make a decision on election day and to work together to monitor the electoral process, particularly the consolidation of the votes, and protect their mandate.

- A focus of this project will be to ensure the maximum and effective participation of politically marginalized groups in electoral processes through gender-sensitive and youth-targeted campaigns of voter information, voter and civic education, awareness raising, advocacy and targeted capacity building.
- The political contestants (individual candidates and political parties) will be both direct and indirect beneficiaries of the project, as they will compete for support from an electorate that is better informed about the purpose, nature and importance of the elections, and they will also benefit from media monitoring sponsored by the project.
- The fourth group which will directly benefit from the project are the Civil Society Organizations. Through the Stakeholders' Forum, Nigerian CSOs, including women's organizations, will enhance their participation in the electoral process. Through the Basket Fund, they will also gain direct funding to design and conduct voter and civic education country-wide.
- The fifth group which will directly benefit from the project are domestic observers. They will benefit from financial and logistical support as well as training. Domestic observers will play a significant role in confirming the legitimacy of the electoral process.
- The police will benefit from training funded by the project to better perform their duties during the electoral process and to protect citizens' rights to vote in a secure and peaceful environment.
- Finally, the INEC will be a direct beneficiary of the project. Through effective support in the areas of institutional development, electoral management and public outreach, INEC will further develop in-house capacity to conduct elections. Support provided to INEC will also help develop a cadre of well trained electoral officials for the future.

The support to INEC for the conduct of the elections and civil society participation in the electoral process will help to ensure that voters, contestants, and the national community accept the elections as free and fair, thereby deepening democracy and creating an enabling environment for the achievement of the Millennium Development Goals.

1.3. PROJECT MANAGEMENT

1.3.1 PROJECT IMPLEMENTATION

This programme will be administered by UNDP Nigeria as part of the Joint Government of the Federal Republic of Nigeria / UNDP Country Cooperation Framework Programme. Based on the first common thematic area, "Promoting Good Governance and Human Rights" of the current UNDAF (2002-2007), and on one of the eight areas listed by the Common Country Assessment (2001), this project will be formally approved by the National Planning Commission, representing the Federal Government of Nigeria, and INEC. The estimated 18-month project implementation is planned to start March 2006 and terminate by 31 August 2007.

As agreed with Development Partners, UNDP will establish a dedicated Project Management Unit (PMU) to administer the Basket Fund on a day-to-day basis. The PMU will be staffed with the appropriate capacity to implement project activities and will receive backstopping support from UNDP's country office.

Operational and managerial support from UNDP's country office will be complemented by UN-EAD and relevant units in UNDP Headquarters (RBA, BOM, and BDP) for policy guidance and technical advice. In particular, the PMU will call upon the services of the EAD electoral expert roster and UNDP regional SURF offices for identification of qualified experts and best practices.

Building on previous successful partnerships, the PMU will seek cooperation from both national and international institutions as appropriate to support project activities in their respective fields of expertise.

Activity components to be sub-contracted will be processed through competitive bidding conducted by the PMU in accordance with standard UNDP procurement procedures. The gender equality and women-specific project activities, including related competitive bidding, monitoring and reporting, will be managed by UNDP, with advisory input from UNIFEM as appropriate. In order to ensure timely delivery and cost-effectiveness, along with the support provided by UNDP Nigeria Service Center, the project will enlist the services of the Inter-Agency Procurement Services Office (IAPSO) in the procurement of specialized equipment.

Recruitment of PMU staff as well as identification of electoral experts and/or evaluators will be handled by the UNDP Country Office, in consultation with INEC and interested stakeholders, and with the final approval of the Basket Fund Steering Committee. In compliance with the EAD-UNDP guidance note, UNDP will seek EAD clearance for electoral experts.

The PMU will be located in separate premises, if possible a short distance from INEC Headquarters, and outfitted with appropriate office equipment and furniture, communications, and transportation.

1.3.2 FINANCIAL ARRANGEMENTS

The project will be implemented using third-party contributions, with other donors contributing financially and also in-kind. Financial support will be channeled through: cost-sharing contributions (as per standard UNDP cost-sharing agreements), and contributions to the Governance Thematic Trust Fund.

The total value of this project is **USD \$30,302,902** (*value may fluctuate according to exchange rate*). Full implementation of all project activities will hinge on the mobilization of the funding through voluntary contributions by participating donors. Once contractual agreements have been made with a critical mass of donors, initial project implementation will be funded through UNDP core resources with additional resources being accessed for project activities as soon as donors make the funds available.

The budget will be reviewed as and when deemed necessary and at least quarterly to ensure effective financial management and accuracy in project reporting.

1.3.3 COORDINATION ARRANGEMENTS

The Joint Donor Basket Fund to Support Nigeria's 2007 Elections will be coordinated through a Basket Fund Steering Committee comprising representatives from:

- UNDP and the Development Partners who contribute to the Basket Fund;
- The Federal Government of Nigeria, represented by the National Planning Commission (NPC); and
- The Independent National Election Commission.

The Project Manager/Senior Election Specialist will attend as an *ex-officio member*.

The Basket Fund Steering Committee will be responsible for providing strategic guidance, overall oversight of the project, including institutional, operational, programmatic and financial management, and for reviewing progress of the project implementation periodically. It will be co-chaired by the UNDP and the INEC. The PMU will serve as the Secretariat of the Steering Committee.

To accommodate INEC's requirement to deal exclusively with election-related matters, a Donor Sub-committee composed of Development Partners, UNDP and UNIFEM representatives, will be established to supervise the second component of the project. In particular, the Donor Sub-committee will oversee project activities aimed at supporting civil society.

The INEC-sponsored Stakeholders' Forum will also serve as a complementary information-sharing and coordination mechanism for voter and civic education, complementing the INEC-run voter and civic education forum. It will help liaise with civil society on public awareness and citizen participation. Women Stakeholder Fora will feed into the INEC-sponsored Stakeholders' Forum.

To avoid duplication and overlap in the dissemination of information to the wider donor community, existing donor and diplomatic coordination mechanisms will serve as the main channel of information-sharing on Basket Fund activities. In particular, UNDP will

provide the Donor and Diplomatic community with a regular up-date of the project implementation, including review of pledges, commitments and project disbursements. During the election period, this mechanism will also serve as the forum for coordinating international electoral observation.

1.3.4 REPORTING

The PMU team in consultation with UNDP Country Office will prepare and submit a project work plan (including a detailed budget) within a month of project inception to be reviewed and approved by the Basket Fund Steering Committee.

Reporting will include:

1. **Project Inception Report** as above
2. **Narrative Progress Report** submitted by the end of January 2007, to contain:
 - Summary and context of the Action;
 - ✓ Activities carried out during reporting period;
 - ✓ Difficulties/risks encountered and measures taken to overcome;
 - ✓ Changes introduced in implementation;
 - ✓ Progress to meeting expected results by assessing indicators outlined in the Project's logical framework; and
 - ✓ Work plan for the remaining length of the project
3. **Financial Progress Report** submitted at the same time as the Narrative Report, to contain:
 - Contributions received; and
 - Estimated and actual expenditures by category, with explanations for significant variances.
4. **Final Report** submitted within 3 months of the financial closing of the project, to contain:
 - Summary and context of the project;
 - Major activities carried out during the project;
 - Difficulties/risks encountered and measures taken to overcome;
 - Changes introduced in implementation;
 - Lessons learned and best practices;
 - Results achieved by assessing indicators outlined in the logical framework;
 - Total contributions received; Summary of expenditures by category compared with original budget with explanations for significant variances
 - Recommendations and lessons for follow-up assistance projects
5. **Final Financial Report** submitted within 3 months of the financial closing of the project from UNDP Bureau of Management/Comptroller's Division, with a certified financial statement for the project.

The PMU, in its capacity as Secretariat of the Basket Fund Steering Committee and the Donor Sub-committee will have the responsibility to draft and disseminate minutes of committee meetings and other relevant information to all participants.

In close consultation with all stakeholders, the PMU team will launch and maintain a web page on the INEC website and edit an electronic newsletter on project activities.

Finally, once the project is completed, the PMU team will commission and participate in a lessons learned exercise.

1.3.5 MONITORING, EVALUATION AND AUDIT

Monitoring and evaluation will focus on progress towards expected results, i.e. outputs and outcomes outlined in the logical framework, as measured by identified indicators and project activity as well as cost effectiveness. Information from monitoring reports will provide the basis for making decisions and taking action by the PMU. Project activities will be closely monitored by the UNDP Country Office. To this effect, a Programme Officer from the Governance Unit will backstop the project and support the PMU in achieving project outcomes.

The project will be further subject to an annual review at the end the calendar year. Policy and operational recommendations will be based, in part, on the findings presented in the annual project report, as well as those in the monitoring and quarterly reports.

The project will also be subject to periodic field visits from UNDP, UN-EAD and Development Partners according to technical benchmarks to be developed in consultation with INEC and approved by the Steering Committee.

In compliance with UNDP auditing rules, an audit firm will be contracted in the post-elections period to undertake a financial review of the project. This would include a review of the effectiveness of activities undertaken in relation to the funds expended and represents the Basket Fund's commitment to transparency and accountability to its stakeholders. The visibility of the funding partners will be maintained in all of the Project's public communications as appropriate. The final review of the project will provide the basis for similar or follow-up projects in the future.

1.4 INPUTS

The Federal Government of Nigeria has repeatedly expressed its full support to INEC and committed itself to provide the Commission with adequate financial resources to fulfill its mandate. In compliance with Nigerian Federal Government rules, INEC submitted last year a budget forecast of Naira 66,354,602,000 (approximately USD 510,420,015) to the Parliament to both revalidate the Electronic Voters Register and conduct the 2007 Nigeria Elections, of which only about N42,300,000,000 was appropriated.

Development partners have pledged USD \$29 898 550 (*total value may fluctuate according to exchange rate*) that is expected from April 2006. UNDP will contribute USD 500,000 of its core resources to start project implementation, covering urgent and priority activities requested by the Basket Fund Steering Committee.

UNDP/ Donor contributions will cover the following elements of the project:

- PMU staff entitlements
- Advisory services (short-term consultants and resident advisers) as required

- Procurement services to both the PMU and INEC
- In-house and out-sourced training activity costs
- Production and dissemination of voter information and educational materials
- Contracts with domestic and international NGOs and/or any relevant institution engaged in public awareness, media and police monitoring as well as domestic electoral observation
- Any other service and/or contractual arrangement, as deemed necessary by the PMU and endorsed by the Steering Committee.

1.5 RISKS AND OBLIGATIONS

Political and security uncertainties:

- Security:
As the 2007 Nigeria Elections draw near, ethnic and religious cleavages may widen, stressing an already complex and delicate geopolitical balance, hence undermining Nigeria's political stability. In particular, the deteriorating security situation in the Delta region may hinder the electoral process within the entire Federation.
- Constitutional reform:
Controversy on a possible constitutional amendment extending the President and Governor's tenure beyond 2007 may lead to political dissatisfaction and social unrest prior to the elections.

Electoral issues:

- Electoral Act
A draft proposal has been put forward to the National Assembly. Any further delay in the enactment of the Electoral Law may hinder INEC's ability to fully implement new electoral provisions.
- Elections date:
Unexpected alteration of the anticipated electoral agenda may challenge INEC's ability to timely and efficiently prepare and conduct the electoral process. Elections dates must be announced well in advance to allow proper planning and effective political campaigning.
- Nation-wide revalidation of the Voter Register
Further delay in launching and successfully conducting the revalidation of the Voter Register by adding biometric features such as photos and finger prints, and re-issuance of voter cards may jeopardize an already tight electoral agenda.
- Constituency delimitation:
The responsibility for delimiting constituencies falls on the INEC, which is to review senatorial and federal constituencies at intervals of not more than ten years (the last one was conducted in 1996), or after the holding of a census of the population (to be carried out in the course of 2006), or pursuant to an Act of the National Assembly (sections 73, 77 and 114 of the 1999 Constitution). However, the exact timing and process for the review of electoral constituencies by INEC through GIS technology remain unclear.

- Census

Population data by constituency is not available. A general census is planned for March 2006. Any delay in the release of its results will compel INEC to adjust the constitutionally-required constituency delimitation accordingly. The incompatibility (un-matching data) between enumeration areas as defined by the National Planning Commission and polling units used by INEC may further complicate the immediate use of the census data for electoral purpose.

Financial shortfalls:

- Late allocation of federal funding:

Despite a clear commitment from the Federal Government to a timely release of appropriate funding, late federal disbursement of funds may undermine INEC ability to prepare and conduct the 2007 Nigeria Elections.

- Effective and timely provision of donors funding:

The scope of the project will require substantive financial support from the donors. Financial gaps between the required funding and the financial resources effectively mobilized could hinder the coherence and effectiveness of the project.

There is no other prior obligation to be met in implementing this project.

1.6 LEGAL CONTEXT

The legal context for the UNDP supported project in the Federal Republic of Nigeria is set out in the Standard Basic Agreement dated 12 April 1988. This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Agreement.

In accordance with the provisions of that agreement, the following types of revisions can be made to the project document with the signature of the UNDP Resident Representative only, provided he/she is assured that the other signatories of the project document have no objection to the proposed changes:

1. Revisions of, or additions to, any of the annexes in the project document, and
2. Revisions which do not involve significant changes in the immediate objectives, outputs and activities of the project, but rather re-arrangement of the already agreed upon inputs or by cost increases due to inflation.

SECTION 2 PROJECT RESULTS AND RESOURCES FRAMEWORK

2.1 INTENDED OUTCOME

The overarching goal of the Basket Fund is to enhance the effectiveness and credibility of the conduct of Nigeria's 2007 elections, through strengthened INEC capacity to conduct electoral operations and active civil society engagement in the electoral process.

2.2 INTENDED OUTPUTS

The immediate objective of the project is to establish a Basket Fund to consolidate donor contributions and to effectively allocate and distribute financial resources in support of Nigeria's 2007 Elections in a timely manner.

Intended outputs are six:

- Structured mechanisms to channel funds and deliver financial and technical support to the electoral process.
- Enhanced INEC technical capacity to plan, prepare and conduct electoral processes
- Improved capacity of permanent and ad hoc electoral staff to perform duties
- Increased awareness of and participation in the electoral process by Nigeria's population, including women, men, the poor, the disabled, rural people and youths.
- Improved targeting of women in key electoral processes
- Improved public perception of and satisfaction with the conduct of the elections.

◀ See logical framework on page 22

<p>Intended Outcome as stated in the Country Programme Results and Resource Framework: Achieving transparent and credible elections that are domestically and internationally recognized by supporting the Independent National Election Commission's institutional development and technical capacity, and by enhancing civil society participation in the electoral process.</p> <p>Outcome indicator as stated in the Country Programme Results and Resource Framework, including baseline and target: An established Basket Fund to consolidate donor contributions and to effectively allocate and distribute financial resources in support of Nigeria's 2007 elections in a timely manner.</p> <p>Applicable MYFF Service Line: Electoral systems and processes</p> <p>Partnership Strategy: The first component of the project indicates that the main partner and recipient of the technical assistance will be Nigeria's INEC. The second component of the project will target Nigerian CSOs as recipients of basket funding, while strong partnerships will also be developed with a wider range of stakeholders, including the security forces, political parties and independent candidates. The joint-donor Basket Fund will improve de facto donor coordination.</p> <p>Project title and number: Joint Donor Basket Fund to Support Nigeria's 2007 Elections, ATLAS # 00051459</p>				
Inputs/intended Outputs	Output Targets for 2006-2007	Indicative Activities	Responsible parties	Inputs
<p>1. Establishing financial mechanisms and operational arrangements to support the 2007 Nigeria Elections</p> <p>Structured mechanisms to channel funds and deliver financial and technical support to the electoral process.</p>	<p>1.1 Basket Fund & PMU set-up</p> <p>Resources timely and effectively mobilized and channeled to support the electoral process, ensuring the visibility of funding partners as appropriate</p>	<p>-Set-up mechanism to channel donor funding (Basket Fund)</p> <p>-Staff and fully equip PMU</p> <p>-Establish adequate administrative and financial procedures to implement project activities</p> <p>-Provide donors with timely and accurate reporting</p> <p>-Maintain information relevant to donors in all aspects of the electoral process, including web page and donor meetings.</p> <p>-Branding Project initiatives to ensure partner visibility as appropriate</p>	<p>UNDP</p>	<p>- International Consultants</p> <p>- National Staff</p> <p>- Procurement</p> <p>- Contracts</p>

<p>2. Providing technical and operational support as requested by INEC</p> <p>Enhanced INEC technical capacity to plan, prepare and conduct electoral processes</p>	<p>2.1 Electoral management technical support services</p> <p>Voter registration and electoral operations timely and effectively planned and implemented, polling and counting conducted with minimum technical and logistical hindrances</p>	<p>Field short-term consultants upon request from INEC to cover specific issues in electoral operations, including:</p> <ul style="list-style-type: none"> - Advising on voter registration planning and implementation; - Assessing risks to successful completion of Voter Registration - Advising on detailed Voter Registration manual procedure requirements. - Evaluating plans for transition from one-off to Permanent Voter Register database - Identifying any issues with database design and security. - Providing advice on operationalisation of Strategic Plan - Identifying any electoral planning shortcomings and proposing solutions 	<p>UNDP/INIEC</p>	<ul style="list-style-type: none"> - International Consultants - National Consultants - Contracts
<p>2.2 Stakeholder Forum</p> <p>Countrywide social and political actors' participation in INEC sensitization efforts</p>	<p>Countrywide social and political actors' participation in INEC sensitization efforts</p>	<ul style="list-style-type: none"> - Review and map of existing stakeholder committees, countrywide - Identify and support stakeholder committees for women - Develop Stakeholder Forum (SF) agenda - Identify SF organization requirements - Prepare briefings and info packages - Provide funding - Establish monitoring and feedback mechanisms - Review performance of SF initiatives 	<p>UNDP</p>	<ul style="list-style-type: none"> - International Consultants - National Consultants - Procurement - Contracts

<p>3. Building operational human resource capacities</p> <p>Improved capacity of permanent and ad hoc electoral staff ability to perform duties.</p>	<p>3.1 Election training</p> <p>Well trained cadre of electoral officials and support staff to effectively perform electoral duties</p>	<p>- Develop (or subcontract) Voter Registration training</p> <ul style="list-style-type: none"> - Develop and conduct (or outsource) leadership performance programme for Commissioners - Assist in development of Computer-based training (CBT) for permanent staff - Design curriculum and conduct (or outsource) customized training on electoral law and INEC operational methods for electoral officers - Design curriculum and conduct (or outsource) training for INEC administrative and financial staff - Design and conduct (or outsource) a training programme on ICT, including introduction of High Tech in electoral process - Organize workshops on electoral management - Link and network INEC with other EMBs and electoral institutions 	<p>UNDP/ INEC</p>	<ul style="list-style-type: none"> - International Consultants - National Consultants - Contracts - Procurement
<p>3.2 Electoral staffing support</p> <p>Temporary staff timely assigned, trained and equipped to perform voter registration and/or polling operations</p>	<p>3.2 Electoral staffing support</p> <p>Temporary staff timely assigned, trained and equipped to perform voter registration and/or polling operations</p>	<ul style="list-style-type: none"> - Help INEC develop ToT for ad hoc staff - Help INEC in the recruitment, training and payment of ad hoc staff - Use specific training packages developed by the Electoral Institute for INEC and ad hoc staff - In consultation with other partners adapt EMIC, FAME, DEA and other appropriate training packages for ad-hoc staff and other active participants in the electoral process (including security personnel, media officials, agents/officials) - Maintain records and accountability of recruitment exercise 	<p>UNDP/ INEC</p>	<ul style="list-style-type: none"> - International Consultants - National Consultants - Procurement - Contracts

<p>4. Promoting citizen participation in the electoral process</p> <p>Increased awareness of and participation in the electoral process by Nigeria's population, including women, the poor, the disabled, rural people and youths.</p>	<p>3.3 Police sensitization on electoral operations</p> <p>Improved police force ability to handle electoral security and contribute to peaceful elections</p>	<p>- Help the development of guidelines and training pertinent to the electoral process to Police officers</p> <ul style="list-style-type: none"> - Provide voter education (incl. citizens rights and duties on E-day) to police officers - Provide advice to police on developing an E-day deployment plan - Review existing initiatives to improve institutional/organizational capacity of CSOs for delivering Voter and Civic Education - Review existing mapping and evaluation of CSOs' capacity in electoral activities - Build capacity of Voter and Civic Education providers (including training on submission of project proposals and gender sensitivity) - Approve and publicize transparent civic education project appraisals - Introduce an open competitive process for CSOs to provide voter education for mandate protection - Monitor project-funded CSOs activities - Review performance of project-funded civic education exercises after the elections 	<p>UNDP/ INEC</p>	<ul style="list-style-type: none"> - International Consultants - National Consultants - Procurement - Contracts
	<p>4.1 Support to CSOs</p> <p>CSOs actively engaged in the conduct of voter and civic education countrywide</p>		<p>UNDP</p>	<ul style="list-style-type: none"> - International project staff - National project staff - International Consultants - National Consultants - Contracts

	<p>4.2 Voter Information Increased voter familiarity with and confidence on electoral processes</p>	<ul style="list-style-type: none"> - Develop a strategy to better deliver voter information. - Review the focus and content of voter information messages. - Familiarize voters with electoral process - Produce air messages to inform voters about their rights and obligations. - Promote participation of marginalized groups - Encourage voters to monitor the electoral process (check the voter roll, witness counting) - Design , pilot-test and disseminate voter information messages. 	<p>UNDP INEC</p>	<ul style="list-style-type: none"> - International Consultants - National Consultants - Procurement - Contracts
<p>5. Promoting gender equity in the electoral process Improved targeting of women in key electoral processes</p> <p>5.1 Women and men have equitable opportunities for participating in the electoral process</p>		<ul style="list-style-type: none"> - Develop training kits on women's electoral participation. - Organize training workshops for women on the electoral process - Target young women to be mentored for future elections - monitor party primaries from a gender perspective - Train media on gender issues in elections - Organise media activities to highlight gender issues - Document women's experiences in the electoral process - Organise women stakeholder fora that will feed into INEC-sponsored Stakeholder Fora - Monitor and evaluate women-specific and gender mainstreamed project activities - Prepare reports and share gender equality 	<p>UNDP</p>	<ul style="list-style-type: none"> - International Consultants - National Consultants - Procurement - Contracts

<p>6. Facilitating Nigerian civil society observation of the electoral process</p> <p>Improved public perception of and satisfaction with the conduct of the elections</p>	<p>6.1 Domestic observation</p> <p>Election proceedings, including political party primaries, voter registration and police conduct during election day, validated by well-documented and recognized reports from trained and fully equipped domestic observer groups</p>	<p>Lessons learned and best practices with all stakeholders including the Steering Committee, PMU and women's organisations</p> <ul style="list-style-type: none"> -Facilitate the establishment of a Domestic Observer (DO) Group Support Secretariat -Develop briefing packages for DO groups -Develop and/or subcontract training for DO groups -Identify operational and logistical needs of DO groups -Organize tendering and conclude contracts with DO groups (financial support). -Set-up appropriate reporting mechanisms - Facilitate coordination and exchange of information -Maintain records of DO groups -Develop partnership with other institutions -Develop ToR and recruit project staff for DO group support secretariat -Support the monitoring of police conduct on election day and the role of state oversight bodies in ensuring a response to cases of misconduct 	<p>UNDP</p>		<ul style="list-style-type: none"> - International project staff - National project staff - Contracts - Procurement
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	<p>6.2 Media monitoring</p> <p>Demonstrated increase in access to media for all political contestants</p>	<p>-Establish a Media Monitoring Facilitation Office (MMFO)</p> <ul style="list-style-type: none"> -Identify scope of regional and national media (mapping) -Sub-contract media coverage monitoring -Develop and/or subcontract training for journalists on electoral coverage -Encourage state and private media to open free space for public awareness advertising -Prepare and release media access reports -Develop ToR and recruit staff for the MMFO 	<p>UNDP</p>	<ul style="list-style-type: none"> - International Consultants - National Consultants - Contracts - Procurement
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2.3 BUDGET FORECAST

The following is an indicative budget breakdown only.

The value of the funds made available by contributors may fluctuate according to the exchange rate. Finally, to be able to respond to unanticipated need that may arise, a contingency of 6% of the overall amount of the budget has been incorporated into the component "Operational support".

A more detailed budget breakdown is annexed on page 44.

JOINT DONOR BASKET FUND TO SUPPORT NIGERIA'S 2007 ELECTIONS

BUDGET FORECAST for a 18-month implementation

Output 1			\$1,290,976
	1.1 PMU	\$1,290,976	
Output 2			\$3,811,280
	2.1 Technical and operational support	\$2,077,000	
	2.2 Stakeholder Forum	\$1,734,280	
Output 3			\$16,947,500
	3.1 Election training	\$2,953,500	
	3.2 Electoral staffing support	\$13,407,000	
	3.3 Police sensitization	\$587,000	
Output 4			\$2,395,151
	4.1 Support to CSO	\$2,306,151	
	4.2 Voter Information	\$90,000	
Output 5			\$1,470,000
	5.1 Promoting gender equity	\$1,470,000	
Output 6			\$2,944,000
	6.1 Domestic Observation	\$1,971,000	
	6.2 Media Monitoring	\$973,000	
	Sub-total project implementation		\$28,859,907
	UNDP Administrative Fees		\$1,442,995
	TOTAL BUDGET		\$30,302,902

SECTION 3 ANNEXES

3.1 TERMS OF REFERENCE BASKET FUND & PMU

3.1.1. TERMS OF REFERENCE FOR THE BASKET FUND STEERING COMMITTEE

The Basket Fund Steering Committee (hereinafter 'The Steering Committee') will be constituted as the highest policy and decision-making organ of the Basket Fund and will provide strategic guidance on the Basket Fund and its institutional, operational, programmatic and financial management, with the exception of the programmatic and financial management of the civil society component of the Basket Fund.

Constitution of members

Membership on the Steering Committee will consist of representatives of the four Development Partners, INEC and the National Planning Commission. The Donor Sub-committee will consist of one representative each of the Development Partners. If additional Development Partners join the Basket Fund, representation will be reviewed and, if necessary, revised with the approval of the Steering Committee.

Any representative of the Steering Committee or the Sub-committee may decide to invite other participants as observers to attend any meeting of their respective Committees *ex officio*.

The Project Manager will attend *ex officio*. He/she will co-ordinate and channel inputs into INEC's Technical Committee, the Stakeholders Forum and to the Steering Committee and to its Sub-committee where and when required.

Chairs and meetings

The UNDP Resident Representative and the INEC chairman will co-chair the Steering Committee. One of the Development Partners nominated by the Steering Committee will chair the Sub-committee.

The Steering Committee and its Sub-committee respectively will meet once a month, and more frequently at the request of any of its respective members.

The PMU will serve as the Secretariat to the Steering Committee and its Sub-committee. The tasks of the Secretariat are further defined in section 3.2.2.

Responsibilities

The Steering Committee will perform the following responsibilities:

- Take decisions on all issues that ensure the effective operation and management of the Basket Fund and the functioning of the PMU, in line with the UNDP Project Document;

- Select the Project Manager as well as project evaluators. The Steering Committee may also decide to review any core staff and/or technical expert applications;
- Provide strategic guidance to the PMU on the management of the Basket Fund;
- Provide strategic guidance on the electoral support activities financed through this Basket, except those that fall within the civil society component of the Basket Fund;
- Task and oversee the PMU in its role as Secretariat to the Steering Committee and to its Sub-committee;
- Provide guidance to the PMU on actions to take if external circumstances prevent the PMU from meeting deadlines, expected outputs and performance indicators; and
- Commission periodic outside evaluations of project progress, including after the elections.
- Advise Sub-committee on the management of the civil society component on areas of support and criteria for selection of grantees

The Donor Sub-committee will have the following additional responsibilities:

- Provide strategic guidance on the electoral support activities financed through this Basket Fund that fall under its civil society component;
- Convene separate meetings for this purpose;
- Keep Steering Group informed on the work with CSOs
- Review and endorse contractual arrangements to be made with national and international implementation partners in the areas of voter and civic education, domestic observation and media monitoring; and
- All other issues that are remitted to the Donor Sub-committee by the Steering Committee.

Decision-making and quorum

Steering Committee and Donor Sub-committee decisions will be made by consensus. In the absence of consensus, a majority vote will apply. A vote should be used as a last resort and under the provision that a decision takes effect only if at least three contributing Development Partners approve.

Quorum in each Committee will be 75 percent of its respective members; with a minimum of three Development Partners present.

3.1.2 TERMS OF REFERENCE FOR UNDP PROGRAMME MANAGEMENT UNIT

A Programme Management Unit (PMU) will be constituted as the day-to-day management organ of the Basket Fund and responsible to the Steering Committee on all its operations and activities. UNDP is charged with the responsibility of setting up and managing the PMU. The Project Manager will be selected by the Steering Committee.

Staffing

The PMU will consist of the following international and national staff:

- A Project Manager
- Finance Specialist
- Reporting Officer, Finance Officer, Development Partner Specialist, CSO Liaison Specialist (All UNVs)
- Short-term experts as may be required, including in such fields as voter registration, electoral operations, public outreach, media monitoring, police training, contracting, CSO capacity building and electoral technologies
- National technical and support staff as may be determined by the PMU and approved by the Steering

The successful candidates for expert and specialist positions will have extensive functionally-related professional and managerial experience, including a proven and extensive track record in planning and implementing electoral assistance projects, and comparative experience in dealing with electoral legislation and systems.

The Project Manager will head the PMU and will liaise with both the Steering Committee and the Donor Sub-committee, national and international stakeholders, and the UNDP Country Office. In addition to the above requirements, the international Project Manager / Senior Election Specialist must have extensive experience in programme, personnel and financial management at senior management level.

For all international experts, previous experience in African countries, and in particular in Nigeria, is an asset. They must be fully fluent in English, both written and spoken. They must be able to provide high-quality advice to stakeholders on the electoral process in their respective areas of expertise. Knowledge and experience of addressing gender and conflict issues in electoral assistance projects would also be valued.

The selection of the Project Manager, conducted by UNDP in consultation with stakeholders, will be endorsed by the Steering Committee. Pre-selection of short-term consultants and electoral experts will be delegated to the PMU which will establish appropriate consultative mechanisms with stakeholders to review CVs.

Selection and recruitment will be carried out within the standard timeframe of a maximum of 15 days after a suitable candidate has been proposed. This implies that, unless UNDP/EAAD comments within this period, a suitable candidate proposed by the Steering Committee through UNDP will be automatically considered approved. The

UNDP accepts that clearance for the selection of experts will be provided in an expeditious manner and that selection of an entire set of experts may be completed to allow for the immediate implementation of a time-sensitive project component. The UNDP Country Office will expedite issuance of contracts and travel arrangements.

Responsibilities

The functional responsibilities of the PMU will comprise the following broad categories:

- Establishment of financing procedures in compliance with UNDP rules and regulations and management of cost-share agreements;
- Financial management and audit preparations;
- Management, co-ordination and oversight of Basket Fund sub-programmes;
- Procurement for the activities under this Basket Fund and asset oversight;
- Acting as the Secretariat of the Steering Committee and of its Donor Sub-committee;
- Providing the Steering Committee and its Sub-committee with substantive inputs into their strategic planning and decision-making;
- Providing regular programmatic and financial progress reports to the Steering Committee on activities under the Basket Fund. Separate reports on the civil society component will be issued to the Donor Sub-committee if the Signatories find this useful and necessary (see below);
- Liaison and consultation with stakeholders in the electoral process for dialogue and information-sharing;

Procurement and Asset Oversight

Procurement will follow UNDP procedures. The PMU will develop a procurement plan based on these procedures and submit the plan and any revisions to Steering the Steering Committee for approval. The same process will be followed where there is a proposal by the PMU to waive any of the procedures.

The PMU will specifically:

- Prepare and maintain a procurement plan covering all procurement activities financed by the Basket Fund.
- Coordinate elections-related procurement activities and follow-up to ensure timely delivery, using both the services of UNDP Service Centre and UNDP/IAPSO. These include:
 - Liaising with UNDP Service Centre and/or UNDP/IAPSO for local and overseas vendor quotations for procurement of required equipment and electoral materials;
 - Reviewing with UNDP Service Centre and/or UNDP/IAPSO price tabulations, including best value for money, quality/price ratio, supplier reliability and delivery timeline.

- Clearing procurement contract awards made by UNDP Service Centre and/or UNDP IAPSO on behalf of the project.
- Controlling goods and services delivery (Receipt and Inspection).
- Processing suppliers' invoices upon receipt and certification of goods or services and liaising with UNDP Finance Unit to ensure prompt payment.
- Establish and update an asset registry for all equipment and capital items procured under the Basket Fund, and liaise with the INEC Finance Unit, Asset Management Office to integrate that data into the INEC database.

Financial Management and Audit Preparations

The PMU in accordance with UNDP rules and regulations will:

- Ensure timely disbursement of funds to all contracted partners as per agreed budget and disbursement schedules;
- Provide financial monitoring and guidelines to all contracted partners by collecting accounts, reports and receipts from the sub-contractors;
- Prepare regular financial summary narratives and consolidated accounts of the Basket fund for circulation/presentation, together with the Substantive Progress Report, to the Steering Committee;
- Provide Terms of Reference and provide all necessary documentation for an audit of the Basket Fund, as well as prepare responses to audit observations and account examinations;
- Facilitate periodic outside evaluations of project progress, including after the elections, by evaluators chosen by the Steering Committee.
- Close the accounts upon completion of project activities.

Reporting and stakeholders information:

The PMU will act as a common information point for all Basket Fund signatories and stakeholders during the electoral process. It will take responsibility for circulating information to the relevant recipients as appropriate.

The PMU will submit reports and develop communications according to the frequency indicated below:

- Status report (monthly) - Outlines progress of activities against the outcomes and performance indicators articulated in the UNDP project document, highlighting issues for consideration by the Steering Committee
- Quarterly progress report (quarterly) - Status of the activities funded by the Basket Fund within the wider context of electoral preparation and implementation, drawing attention to any key issues that would impact on elections calendar implementation;
- Financial summary narratives and consolidated accounts (quarterly);

- Narrative Progress Report, Financial Progress Report and Final Reports as described in section 1.3.3 of this Project Document
- Decisions and proceedings of the Steering Committee and of its Donor Sub-committee (see section on Secretariat);
- Web page (updated at least fortnightly) – with both public and closed, members sections;
- Newsletter (monthly) - Online and in hardcopy;
- Maintaining a thematic table/database of all development partner support to the elections- to highlight areas of overlap, partnership and potential duplication

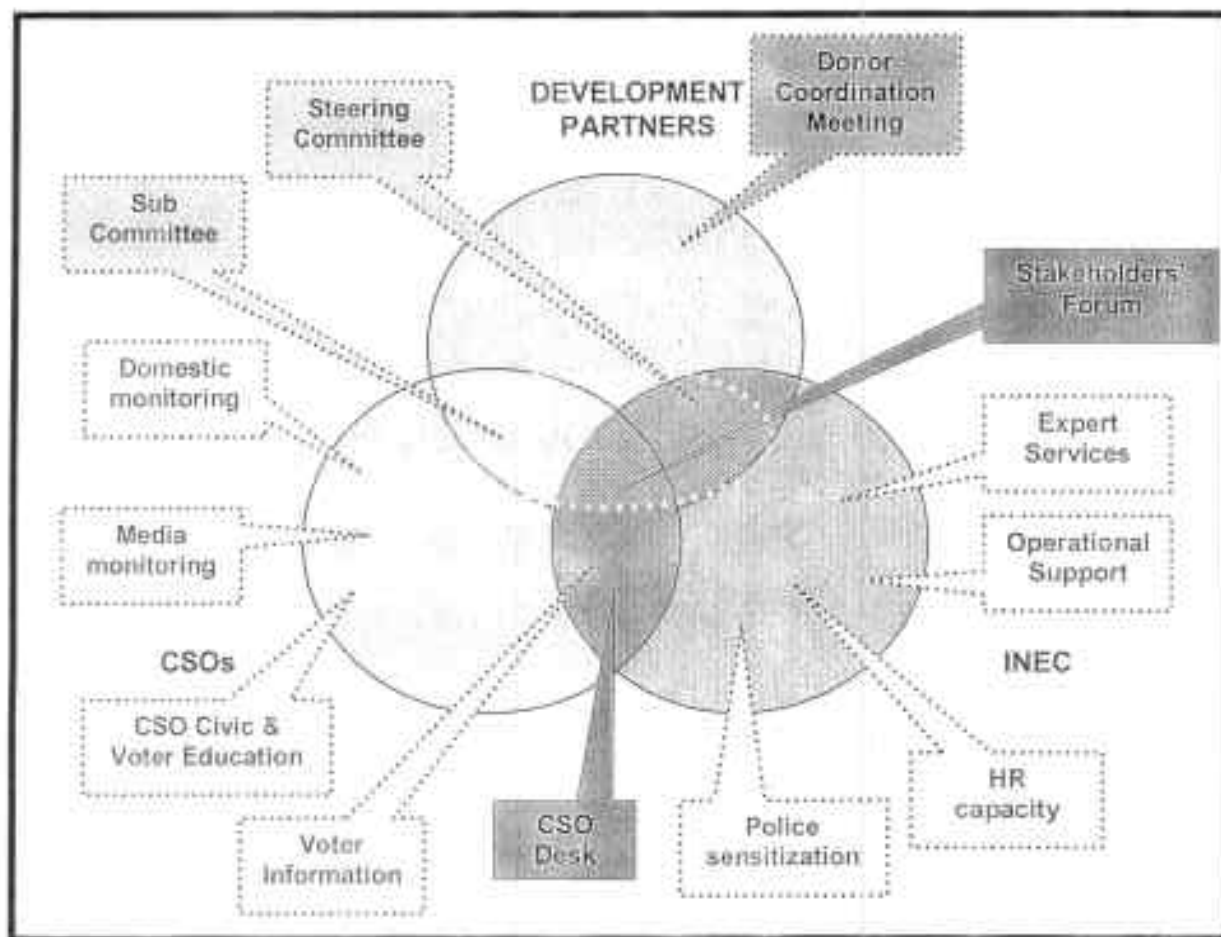
Secretarial Support

The PMU, in its capacity as Secretariat to the Steering Committee and its Donor Sub-committee, has the responsibility of disseminating all relevant information on the Basket Fund to the Signatories and to interested stakeholders as instructed by the Steering Committee.

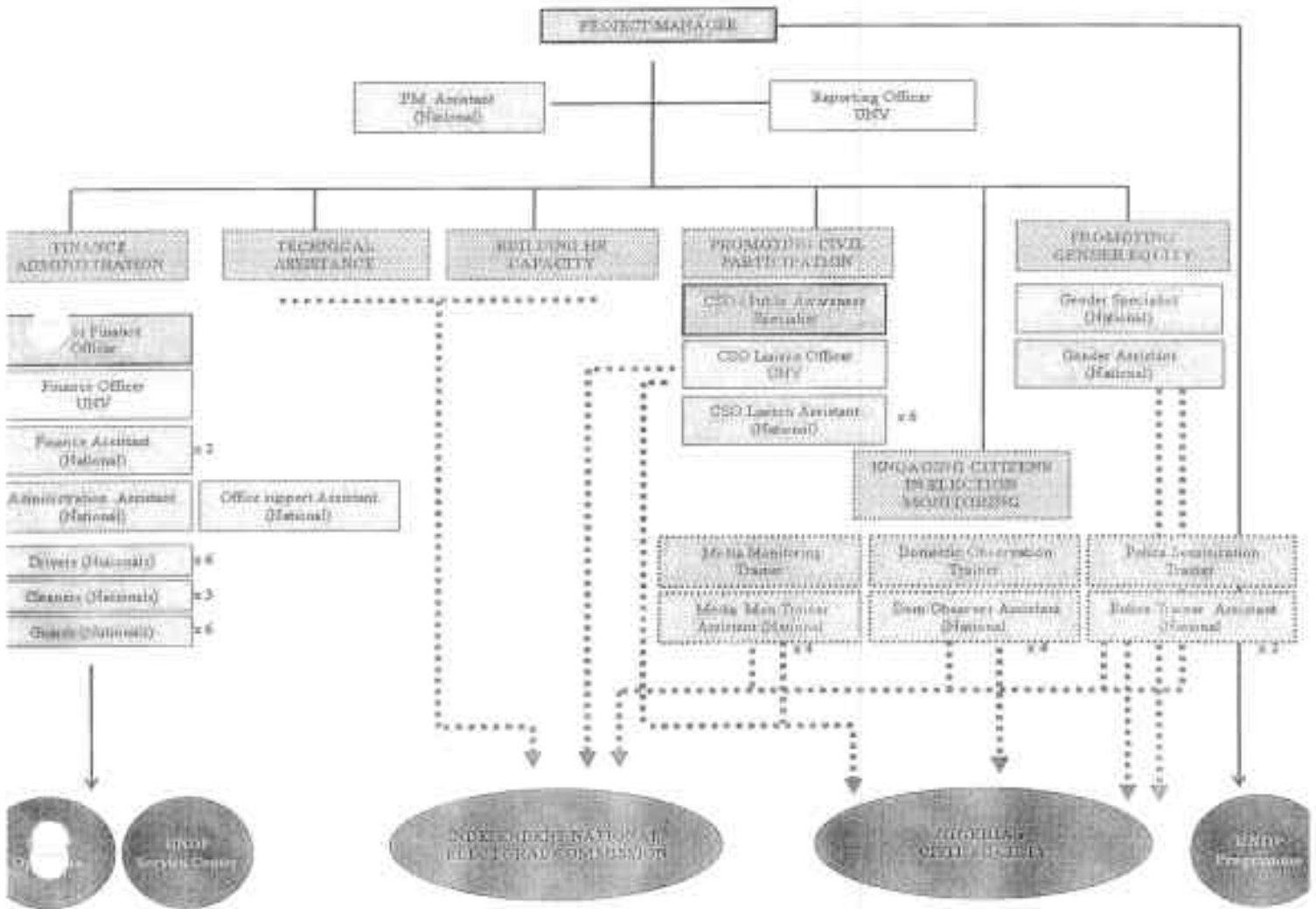
The decisions and proceedings of the Steering Committee and its Donor Sub-committee will be distributed to the signatories within five days after the meeting.

3.2 CHARTS

3.2.1 TRIPARTITE RELATIONSHIP AMONG DEVELOPMENT PARTNERS / INEC / UNDP



2 PMU STAFFING



3.3 TERMS OF REFERENCE FOR PROJECT STAFF

PROJECT MANAGER

Required profile:

- An university degree in political science, international relations, law, social sciences, public administration, public policy, or a related field;
- A minimum of 12 years of functionally related professional and comparative experience in election systems, legislation and administration is required;
- Must have a proven track record in providing and coordinating senior advice to stakeholders in electoral processes, specifically to election management bodies and civil society organizations;
- Proven and extensive track record in planning, implementing and overseeing electoral assistance projects with international organization funding at senior management level
- Experience in programme, personnel and financial management is a must;
- Previous experience in donor co-ordination, donor-government relations and managing a multi-donor basket fund is an asset;
- Familiarity with financial rules and regulations of UNDP. Knowledge of donor operative systems, is an asset;
- Familiarity with gender equality considerations in an elections context;
- Must be fluent in English, both written and spoken;
- Previous experience in gender integration in an elections context will be an asset
- Previous work experience in transitional or emerging democracies, and in African countries, in particular in Nigeria, will be an asset.

Required services:

- Provide technical and administrative leadership for the Basket Fund PMU and direct, manage and oversee all aspects of its work as specified in the Basket Fund Project Document and its Annexes;
- Be responsible to the Basket Fund Steering Committee and the Donor Sub-committee;
- Manage and supervise all personnel of the PMU, including experts and staff;
- Establish and manage Secretariat services to the Steering Committee and the Donor Sub-committee through the PMU;
- Provide the Steering Committee with substantive inputs into its strategic planning and decision-making;
- Provide regular programmatic and financial progress reports to the Steering Committee on activities under the Basket Fund;
- Ensure liaison and consultation with stakeholders in the electoral process for consultation and information-sharing;
- Co-ordinate the input to the Steering Committee, and determine its composition and mode of operation;
- Oversee and direct the establishment of financing procedures for the Basket Fund in compliance with UNDP rules and regulations;
- Oversee and direct all financial and contract management under the Basket Fund;
- Oversee the implementation of gender equity measures under the Basket Fund

- Oversee and direct the co-ordination of Basket Fund sub-programmes;
- Oversee and direct all elections-related procurement activities and the maintenance of an asset registry, and follow up to ensure timely delivery and maintenance of an asset registry, following UNDP rules and regulations and using the services of UNDP/IAPSO;
- Ensure audit preparations by the PMU.

ELECTIONS SPECIALIST(S)

Required profile:

- An university degree in political science, international relations, law, social sciences, public administration, public policy, or a field related to his/her specialization [e.g. IT and communications in case of electoral technologies];
- Between 7 and 10 years of functionally related professional and comparative experience in election systems, legislation and administration and in the specific field of expertise is required;
- Must have a proven track record in providing senior advice to stakeholders in electoral processes;
- Track record in electoral assistance projects with international organization funding in the specific field of expertise;
- Must be fluent in English, both written and spoken;
- Knowledge of gender issues to be addressed during the elections process;
- Familiarity with gender issues in electoral processes;
- Previous work experience in transitional or emerging democracies, and in African countries, in particular in Nigeria, is an asset.

Required services:

- Advise on all activities under the Basket Fund related to the specific field of expertise;
- Responsible to the Project Manager;
- Provide the Project Manager with substantive inputs in the specific field of expertise to advise the Steering Committee in its strategic planning and decision-making;
- Advise Basket Fund beneficiaries and sub-contractors in the planning for and implementation of their Basket-funded activities in their respective field of expertise;
- Provide regular verbal and written progress reports as well as ad-hoc input to the Project Manager in the specific field of expertise as required;
- Be available to the Project Manager for consultation with stakeholders in the electoral process;
- Participate regularly in and provide substantive input to the Technical Consultative Committee and/or the Stakeholders Forum under the direction of the Project Manager.

SENIOR FINANCE OFFICER

Required profile:

- An university degree in financial management or accounting; or a related field;
- A minimum of 10 years of functionally related professional experience in finance, accounting and procurement is required;
- Track record in financial management, accounting and procurement for international assistance projects with international organization funding is an asset;
- Knowledge of due process requirements in Nigeria as well as international best practice in financial management and accounting is a must;
- Knowledge of financial and procurement rules and regulations of UNDP, and of other international funding organizations, is an asset;
- Must be fluent in English, both written and spoken;
- Must have proven skills and experience in using financial accounting software (ATLAS)

Required services:

- Under the direction of the Project Manager, conduct financial accounting of all Basket Fund income and expenditures, following the Basket Fund procedures and UNDP rules and regulations;
- Assist in the management of funds as per agreed budget and disbursement schedules;
- Operate UNDP financial management system (ATLAS) in liaison with UNDP Country Office;
- Collect accounts, reports and receipts from the sub-contractors within established timelines;
- Prepare all documentation for the regular financial summary narratives and consolidated accounts of the Basket Fund;
- Maintain the payroll of national PMU staff members;
- Maintain an operational advance account (including a petty cash ledger) and issue/receive cash payments for operational expenses of the PMU;
- Assist in providing the necessary documentation for an audit of the Basket Fund;
- Provide other financial services as required.

CSO SPECIALIST

Profile required:

- University degree
- A minimum of 10 years of experience in advising on, organizing, and supervising public awareness activities in liaison with CSOs, including proven records on CSOs capacity-building projects
- Extensive Voter and Civic Education field experience
- Good command of English, both written and oral
- Good computer skills (MSWord, Excel)
- Ability to work harmoniously with people of different cultural backgrounds

- Familiarity with the civil society landscape in Nigeria an asset
- At least two years' experience in gender equality programming related to governance initiatives with a developing country CSO
- Experience in International NGOs highly desirable.

Required services:

- Under the direction of the Project Manager, coordinate all activities related to the CSO component of the project, including CSOs' public awareness, voter information, domestic observation and media monitoring project-funded activities;
- Coordinate all CSOs' project support activities with INEC and other stakeholders;
- Develop call for proposals for CSOs to participate in voter and civic education;
- Advise INEC on public awareness programming and voter information campaigning, including design, production and delivery of sensitization materials;
- Help INEC develop a strategic plan on Voter and Civic Education;
- Advise Basket Fund beneficiaries and sub-contractors in the planning for and implementation of Voter and Civic Education basket-funded activities;
- Provide the Project Manager with substantive inputs on the CSO component of the project to allow advice to the Steering Committee in its strategic planning and decision-making;
- Provide regular verbal and written progress reports as well as ad-hoc input to the Project Manager on CSO public awareness activities;
- Be available to the Project Manager for consultation with stakeholders in the electoral process;
- Participate regularly in and provide substantive input to the Technical Consultative Committee and/or the Stakeholders Forum under the direction of the Project Manager.

GENDER SPECIALIST

- Separate Terms of Reference will be developed by the PMU in consultation with UNIFEM for a gender specialist if an elections specialist with gender expertise/experience cannot be found. The Steering Committee will approve the selection for the position

REPORTING OFFICER

Profile:

- Minimum post-graduate level qualification in one or more of the following disciplines: social sciences, international relations, journalism, communications or business administration;
- Minimum of 5 years progressively responsible experiences in writing and implementation of strategy and services within the UN System or other international organizations.
- Excellent knowledge of Web publishing possibilities

- Computer and typing skills including mastery of word processing, database, PPT, MSExcel, MSAccess
- Excellent drafting skills
- Excellent knowledge of the English Language
- Good analytical ability, skill in developing sources for data collection, including gender-disaggregated data
- Good interpersonal skills, ability to work in a multi-cultural team environment.

Required services:

- Develop, manage, and implement reporting strategy and support work plans for the Basket Fund.
- Synthesize and monitor inputs of each donor into the reporting/communication, proposing changes, revisions.
- Develop strategies for sensitizing Basket Funds activities to stakeholders for visibility. Create, promote and maintain (in association with Public Information officer) a Basket Fund marketing package (portfolio of ideas, initiatives, projects, programmes and services.)
- Serve as focal point for donor reporting and strategies.
- Plan and manage the dissemination of advocacy material to ensure the visibility of the Basket Fund.
- Promote communication skills & client orientation in the office.

UNDP Nigeria
Project Document
Joint Donor Basket Fund to Support Nigeria's 2007 Elections

Info Tech Equipment	Equipment	Heavy Duty Copier	1		\$6,000	
Info Tech Equipment	Equipment	Small copier	2		\$1,000	
Info Tech Equipment	Equipment	Digital sender	1		\$3,000	
Equipment & Furniture	Equipment	Scanner	1		\$500	
Equipment & Furniture	Equipment	Work station	9		\$4,500	
Equipment & Furniture	Equipment	Office supply	9		\$4,500	
Equipment & Furniture	Equipment	First Aid kit	3		\$1,500	
Equipment & Furniture	Transportation	Vehicle 4x4	2		\$60,000	
Equipment & Furniture	Transportation	Vehicle minibus	1		\$20,000	
Monitoring & Evaluation						\$175,000
Travel	Monitoring & Evaluation		1		\$75,000	
Contractual services - comp	Audit				\$100,000	
Miscellaneous						\$102,601
Miscellaneous	Development Partner Visibility		1	18	\$65,000	
Miscellaneous	Running cost PMU	Contingency 3%	1	18	\$37,601	
Sub-total output 1			24			\$1,290,976

2. Providing technical and operational support to INEC

2.1 Advisory and technical services						<u>\$2,077,000</u>
International Consultant	Voter Registration Consultant		3	3	\$117,000	
International Consultant	Short-term consultants		30	3	\$900,000	
International Consultant	Resident advisers		5	12	\$780,000	
Local Consultant	Short-term consultants		15	3	\$90,000	
Travel	Air ticket		36		\$190,000	
2.2 Stakeholders Forum						
Contractual services - indiv	Review/mapping/agenda/requirements SF		3	2.0	\$60,000	<u>\$1,734,280</u>
Supplies	Prepare briefing & info packages		8,812	3	\$264,360	
Contractual services - comp	Direct support		8,812	1	\$1,321,800	
Contractual services - comp	Monitoring		8,812	1	\$44,060	
Contractual services - comp	Review performance		8,812	1	\$44,060	
Sub-total output 2						\$3,811,280

3. Building operational human resource capacities

3.1 Election training						<u>\$2,953,500</u>
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DOCUMENTATION

- EAD-UNDP Guidance Note from 17 January 2001
- EAD Need Assessment Report (January 2006)
- EAD Need Assessment PowerPoint presentation (January 2006)

- INEC Strategic Plan of Action, PowerPoint presentation, (October 2005)
- INEC "Issues for Development Partner" paper (unspecified)
- INEC "Chapter 1, 2 and 3" technical support paper (unspecified)

- IFES Nigeria Voter Registration and Election Technological Assessment (November 2005)
- IFES Review of INEC Election Needs / Budget Document (November 2005)
- IFES Technological Assessment of Nigeria's INEC (March 2004)

- EU commissioned report on Donor Coordination Mechanism / Joint Donor Basket Fund – paper on Donor coordination (January 2006)
- EU commissioned report on Donor Coordination Mechanism / Joint Donor Basket Fund – Commentary on MoU (January 2006)

*End of Document
April 2006*