

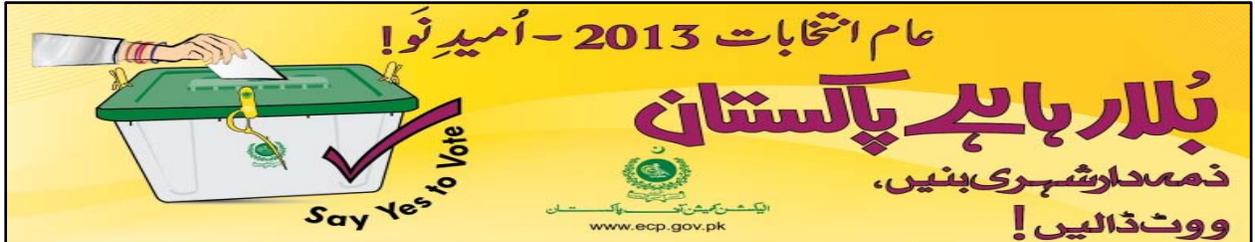


# Electoral Cycle Support to the Election Commission of Pakistan

2012-2014

## Annual Progress Report

January – December 2013



## PROJECT SNAPSHOT

Date:	29 Jan 2014			
Award ID:	00062980			
Project ID:	00081893			
Project Title:	Electoral Cycle Support to Election Commission of Pakistan			
Project Start Date:	01 January 2012			
Project End Date:	31 December 2014			
Implementing Partner:	UNDP			
Responsible Parties:	UN women			
Project Budget (all years):				
Core Resources:				
Non-Core Resources:				
Government contribution:				
Australia/AusAID*	5.28 M			
European Union	3.01 M			
Norway	1.48 M			
Japan	1.9 M			
USA/USAID	1.25 M			
Switzerland/SDC	1.03 M			
UNDP	0.5 M			
<b>Project Brief Description and Outputs:</b>				
<p>The project's main focus is provision of technical assistance for the needs identified by the Election Commission of Pakistan (ECP) to the Needs Assessment Mission and Project Formulation Mission. The project spans over a period of 3 years. The project is divided into two phases, with Phase I covering the period up to the conduct of elections and Phase II focusing on the post-election period. The startup of the project is planned across three key outputs, all of which assist the ECP in timely and effective implementation of its 5 Year Strategic Plan. The project takes an electoral cycle approach rather than an election event approach and that is why Phase-II covers the period after the elections. The main focus is on strengthening the capacity of the ECP and its field offices, technical assistance in electoral reform areas, civic and voter education with a focus on women and youth.</p>				
<b>Output 1:</b>				
Increased capacity of the Election Commission to deliver its Strategic Plan				
<b>Output 2:</b>				
Electoral laws and procedures strengthened for increased administrative effectiveness				
<b>Output 3:</b>				
Improved engagement of citizens, particularly women and youth, in electoral processes				
Overall Project Quality Rating (mark on the scale of 1 to 5 as per the following criteria):				
Exemplary (5) *****	High (4) ****	Satisfactory (3) ***	Poor (2) **	Inadequate (1) *
All outputs are rated High or Exemplary	All outputs are rated Satisfactory or higher, and at least	One output may be rated Poor, and all other criteria are	Two outputs are rated Poor, and all other criteria are	One output is rated Inadequate, or more than two criteria are

*Annual Progress Report 2013*

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	two criteria are rated High or Exemplary	rated Satisfactory or higher	rated Satisfactory or higher	rated Poor
Budget 2013		\$10.966 Million		
Expenditure 2013		\$ 9.125 Million		
Delivery %		83 %		

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Annex 2: Annual Project Quality Assurance Assessment

## **ACRONYMS**

ECP: Election Commission of Pakistan

UNDP: United Nations Development Program

PRM: Project Review Board Meeting

PMU: Project Management Unit

UNOPS: United Nations Office for Project Services

CPAP: Country Program Action Plan

CTA: Chief Technical Advisor

ICT: Islamabad Capital Territory

FATA: Federally Administered Tribal Area

FEA: Federal Election Academy

IFES: International Foundation for Electoral System

CSOs: Civil Society Organizations

DROs: District Retuning Officers

ROs: Returning Officers

IEC: Information Education and Communication

NADRA: National Database and Registration Authority

## **1. INTRODUCTION**

The Electoral Cycle Support to the Election Commission of Pakistan (ECP) was established following a request by the ECP to the United Nations for electoral assistance. The Project Document was signed in January 2012 by the ECP, the Economic Affairs Division and UNDP. First Project Review Board meeting was held in March 2012 where project annual work plan were approved. The purpose of the Project is to support the ECP in implementing its Five Year Strategic Plan (2010-2014) with the Project taking an electoral cycle approach providing assistance before, during and after the elections.

A total of US \$14.4 million was raised against a budget of US 15.5 million for Phase 1. US \$8.2 was committed or received in 2012 from Australia, the European Union and Norway. A further US \$6.2 was committed or received in March-April 2013 for Phase 1 from Australia, Japan, US and Switzerland.

By February 2013 only 49% of the eventual total budget for Phase 1 had been committed or received raising serious concern that the Project would be unable to meet the costs of two essential activities – training of polling officials and results management. The Project’s planning in 2012 was based on implementing only what was possible within a limited budget and up-scaling quickly to implement what was needed should additional funding became available. Priorities were highlighted for additional funding and some contributions were earmarked for specific activities by contributing partners: training of polling officials, results management and voter education (Japan); training of polling officials (US); and training of police in electoral security (Switzerland)

A Project Management Unit (PMU) was established in March 2012 upon the recruitment and arrival of core members of the project – the Chief Technical Advisor, project manager, finance officer and support staff. Four meetings of the Project Review Board (PRB) have been held so far: March 2012, August 2012, March 2013 and November 2013.

During 2013 project has focused on five main areas of support:

- Training of Polling Officials
- Training of Police in Electoral Security
- Elections Results Management
- Voter Education with extra attention to women and youth
- Procurement of election materials and equipment for the ECP

To implement specific components UNDP signed agreements with UN Women and the UN Office for Project Services (UNOPS). US \$1.75 million was allocated to UN Women for gender advisory support to the ECP and to increase the participation of women through voter education and US \$2.7 million was budgeted to UNOPS for administrative, financial and logistical arrangements for the training of polling officials.

## **2. SITUATION ANALYSIS**

There was a strong likelihood of early elections being called in 2012 or early 2013 and in this case the ECP and the Project would have had less than 90 days between the announcement of early elections and election day. To prepare for this possibility the Project had to ramp up very quickly, put together a team from scratch, and focus on the immediate election event at the expense of longer term activities such as civic education and longer term capacity building of the ECP. The need to prepare quickly and comprehensively for major activities such as training of polling officials, results management and voter education placed considerable strain on the Project team and the UNDP Country Office.

The funding shortfall experienced by the Project also made planning very challenging given that the Project was expected by the ECP to undertake major and costly activities but had insufficient funding. Additional contributions were received between March-April 2013 just weeks before election-day and the Project was able to quickly upscale existing activities as planned in anticipation of additional funding. In the case of training for the police in electoral security the UNDP Country Office took the risk of lending its core funding to the Project to initiate staff recruitment and development of curricula prior to the formal commitment of donor funding and the Project was able to rely on the Rule of Law Program's experience and expertise to roll-out the training in a very tight timeframe.

Supreme Court delivered several judgments and direction to ECP to take specific actions on number of fronts such as setting up polling stations with 2 KMs of radius, door to door voter verification and delimitation of constituencies in Karachi. Followed the Supreme Court decision, in March, 2013 ECP started delimitations and door to door verification in Karachi that has created chaos among the political parties, general law and order situation went tense particularly in Karachi urban areas of Sindh. It was impression in general the delimitation exercise just 48 days away from the General Election may delay the electoral process, and jeopardize the election activities.

### 3. PROJECT PERFORMANCE AND RESULTS

#### 3.1. Contribution towards Country Programme Outcome<sup>1</sup>

<p>CPAP Outcome:                  "Governing institutions, systems and processes strengthened for effective, accountable and responsive governance at all levels".</p>			
<p><b>Indicator(s):</b></p> <p>Number of Election Commission officials (female and male) with improved capacities and results management systems to administer fair and transparent elections</p>	<p><b>Baseline:</b></p> <p>Electoral processes, results management systems and communication materials to be updated and officials to be trained;</p>	<p><b>Target(s):</b></p> <p>Electoral systems and processes updated and at least 80% of Election Commission of Pakistan female and male field officials trained; Enhanced participation of youth and women; Efficient and transparent management of election results.</p>	<p><b>Achievement(s):</b></p> <ul style="list-style-type: none"> <li>• ECP has developed first time in the history pictorial electoral roll</li> <li>• 8300 SMS service introduced for voter information that has won the International Electoral Award 2013</li> <li>• 90% of ECP female and male polling staff was trained</li> <li>• 40 million citizens including youth and women were reached through a combined print and electronic media campaign</li> <li>• Voter turnout is increased by 21% as compare to 2008.</li> <li>• Result Management System developed and used</li> </ul>
<p>Description of output level high/outcome level <u>results achieved</u> in 2013:</p> <p>ECP has significantly improved electoral roll in collaboration with NADRA particularly removal of duplications and voter registration in more than one electoral areas, addition of voters' picture in the electoral roll has been the great achievement of ECP. Changes were made to the Results Form to include two new additions: a requirement to state the number of registered voters at a polling station and a requirement to state the number of voters who had cast their vote. These two additions, advocated by the Project who helped the ECP revise the form, were steps towards greater transparency and to deter ballot stuffing. These figures were also required to be sex-disaggregated in order to determine the turnout of women voters for the first time in Pakistan's history</p> <p>Overall voter turnout increased from 44% in 2008 to 55% in the general elections this year. One of the contributing factors was the ECP's initiative to undertake voter education to publicize its 8300 SMS service and other information. Over 40 million citizens were reached through a multifaceted voter education campaign conducted through the media, social media, ECP district officers and civil society organizations</p>			

<sup>1</sup> Outcomes describe the intended changes in development conditions that result from the interventions of governments and other stakeholders, including international development agencies such as UNDP. They are medium-term development results created through the delivery of outputs and the contributions of various partners and non-partners. Outcomes provide a clear vision of what has changed or will change globally or in a particular region, country or community within a period of time. They normally relate to changes in institutional performance or behavior among individuals or groups. Outcomes cannot normally be achieved by only one agency and are not under the direct control of a project manager.

that encouraged voter participation paying particular attention to women and youth.

There were over 69,000 polling stations and in excess of 600,000 polling officials for the general elections. The three categories of polling officials comprised Presiding Officers, Assistant Presiding Officers and Polling Officers who came mainly from schools and government departments. In 2008 only the Presiding Officers received training.

ECP with the assistance of UNDP developed elections results management system was used by over 80% of all Returning Officers and for the first time in the ECP's history it now has a database of polling station results from which to analyze voting patterns and turnout

#### Means of Verification

- Electoral roll
- Revised Result Forms
- Training reports
- Result Management System software
- IEC material

## Progress towards Project Results/Outputs<sup>2</sup>

<b>Project Output I: Increased capacity of the Election Commission to deliver its Strategic Plan</b>			
<b>Indicator(s):</b>	<b>Baseline:</b>	<b>Target(s):</b>	<b>Achievement(s):</b>
<ul style="list-style-type: none"> <li>Enhanced capacity of Members and ECP staff to conduct elections</li> <li>ECP observance of international norms and standards for elections</li> <li>Training conducted for polling staff</li> <li>Regular meetings between ECP and stakeholders</li> <li>Enhanced public appreciation of ECP's professionalism</li> <li>Greater public confidence in election results</li> </ul>	<ul style="list-style-type: none"> <li>2010-14 Strategic Plan not yet implemented.</li> <li>Four new Members with first time experience on national level</li> <li>Public concerns over the election honesty credibility of the electoral process</li> <li>Role of ECP poorly understood</li> </ul>	<ul style="list-style-type: none"> <li>Conduct at least 1 BRIDGE module for ECP</li> <li>Training approx. 426,000 staff</li> <li>Train approx. 18,000 security personnel</li> <li>Support ECP to held 20 consultative sessions across Pakistan</li> <li>Conduct at least 1 lessons learned workshop after the election for ECP</li> </ul>	<ul style="list-style-type: none"> <li>2 BRIDGE trainings modules for ECP staff conducted (Civic and Voter education and Election Media)</li> <li>330,665 polling officials (129,639 Females and 201,026 Male) and 1,860 master trainers (402 Females and 1,458 Males) were trained in 2013 for the general elections in Punjab and Islamabad Capital Territory (ICT).</li> <li>A total of 17,152 police officials (509 Females and 16,643 Males) were trained in all four provinces and FATA on election security.</li> <li>The training methodology was revised and tested incorporating more emphasis on simulation and role-play, a new session on magisterial powers for Presiding Officers, and practice in completing the various polling forms.</li> <li>Training materials were revised to be more user-friendly and pre-printed flipcharts were introduced</li> <li>6 consultative workshops with ECP staff held</li> <li>5 workshops with ECP staff, 9 workshops with Presiding Officers, 32 Focus Group Discussions with polling staff, police staff and voters and 24 Key Informant Interviews with Returning Officers were conducted for lesson learned from general election 2013</li> <li>65,000 ballot boxes with spare lids to enable the ECP to open more polling stations.</li> </ul>

<sup>2</sup> Outputs are short-term development results produced by project and non-project activities. They must be achieved with the resources provided and within the time-frame specified (usually less than five years).

**Description of output level results achieved in 2013:**

Technical assistance through the Chief Technical Advisor (CTA) and the Elections Specialist advising on training of polling officials, results management, voter education, revision of results forms for greater transparency and sex-disaggregation, and codes of conduct [provided](#).

A four day voter education workshop was conducted in January 2013 for the ECP to train trainers using the BRIDGE Voter Education module adapted for Pakistan and BRIDGE methodology. (Under strict BRIDGE rules this workshop could not be certified as BRIDGE as the ECP co-facilitator assigned by ECP was not an accredited BRIDGE facilitator. However the UNDP BRIDGE Expert Facilitator ensured that the curriculum and methodology were in accordance with BRIDGE). Subsequent to the training of trainers the roll-out of voter education training was cascaded to all provinces for 222 ECP provincial, regional and district officers.

A two-day BRIDGE Media and Election Observation Workshop was conducted in March 2013 for 13 ECP officers including their Public Relations Officers to familiarize them with the needs of the media and the role of election observers.

Rental and furnishing of a building for 12 months for the Federal Election Academy (FEA), was postponed to Phase 2 as no permanent staff had been recruited yet for FEA. Sets of computers and multifunction printers/copiers/scanners procured and used for results management training have been set aside for the FEA.

The cascade training plan, training methodology and training materials were developed, cascade training plan involved three tiers: Training of Lead Trainers; Training of Master Trainers; and Training of Polling Officials. Presiding and Assistant Presiding Officers received one day training and Polling Officers received a half day orientation. The training methodology was revised and tested incorporating more emphasis on simulation and role-play, a new session on magisterial powers for Presiding Officers, and practice in completing the various polling forms. Training materials were revised to be more user-friendly and pre-printed flipcharts were introduced. 330,665 polling officials (129,639 Females and 201,026 Male) and 1,860 master trainers (402 Females and 1,458 Males) were trained in 2013 for the general elections in Punjab and Islamabad Capital Territory (ICT).

Training of security personnel was conducted, total of 17,152 police officials (509 Females and 16,643 Males) were trained in all four provinces and FATA on election security. Training materials such as a manual, handbook, poster and brochure were developed and distributed.

The ECP was supported to hold six public consultations in all four provinces, over 900 people from civil society, political parties, and local and government authorities. All the District Election Commissioners had been provided with talking points, public information and voter education material, and trained in how to conduct voter education activities so that district-level outreach to the public was able to continue. Together with the ECP's Public Relations Unit the Project developed an Information Kit for the ECP containing information on the ECP, statistics on the electoral roll, and all five codes of conduct. Copies of the Information Kit were distributed by the ECP to the media, civil society organizations and observers prior to Election Day.

The ECP's post-elections review and lessons learning across the country supported by UNDP and IFES conducted and a comprehensive report including key findings and recommendations is submitted to ECP

UN Women carried out consultations with three of the four ECP provincial offices to sensitize and seek recommendations for increasing the number of women within the ECP. Although the number of women staff at the ECP is still far short of the 10% quota there has been more openness and appreciation of the need to have more women working at the ECP at all levels. UN Women has developed gender mainstreaming strategy in collaboration with the ECP that has been approved by the commission. A gender unit at ECP secretariat level is established and appointment of gender focal persons in all four provinces is in progress that will ensure the implementation of gender main streaming strategy.

Overall Output Status (mark the output on the scale of 1 to 5 as per the following criteria):

Exemplary (5) *****	High (4) ****	Satisfactory (3) ***	Poor (2) **	Inadequate (1) *
The project is expected to over-achieve targeted outputs and/or expected levels of quality, and there is evidence that outputs are contributing to targeted outcomes	The project is expected to over-achieve targeted outputs and/or expected levels of quality	The project is expected to achieve targeted outputs with expected levels of quality	The project is expected to partially achieve targeted outputs, with less than expected levels of quality	Project outputs will likely not be achieved and/or are not likely to be effective in supporting the achievement of targeted outcomes

**Means of Verification**

- Training of polling staff report
- Training material
- Training of security staff report
- Post-election review report
- Gender mainstreaming strategy document

**Project Output II: Electoral laws and procedures strengthened for increased administrative effectiveness**

Indicator(s):	Baseline:	Target(s):	Achievement(s):
<ul style="list-style-type: none"> <li>• ECP forms revised to collect gender disaggregated voter turnout</li> <li>• Results compiled in an accurate and transparent manner</li> <li>• Results transmitted in a timely manner and published on the ECP website as soon as they are available</li> <li>• New procedures adopted to minimize polling station fraud and tampering with results .</li> </ul>	<ul style="list-style-type: none"> <li>• No gender disaggregated voter turnout</li> <li>• Results management seen as inefficient , untrustworthy</li> </ul>	<ul style="list-style-type: none"> <li>• Development of a results management systems</li> <li>• Provision of IT equipment to approx. 420 Returning Officer locations across Pakistan</li> <li>• Electronic transmission of results from 420 ROs offices across Pakistan</li> <li>• Train 1,200 data entry operators</li> <li>• Display of results</li> </ul>	<ul style="list-style-type: none"> <li>• Result Management System Database is developed</li> <li>• 531 sites (ECP District Offices and Returning Officers) were provided with Internet connectivity</li> <li>• 585 sets of IT equipment (computers, multifunction printers/scanners/copiers, UPS and USB flash-drives) were procured and distributed across the country for use by Returning Officers and for training.</li> <li>• 80% ROs offices transmitted data electronically</li> <li>• 1,148 personnel comprising data entry operators, ECP personnel and Assistant Returning Officers were trained in using the results management system</li> <li>• Constituency wise data is displayed on</li> </ul>

		<p>on the ECP website within 3 days of elections</p> <ul style="list-style-type: none"> <li>• Supply of 600,000 TEBs for secure transport of results forms</li> <li>• Compilation of an elections database for post-election analysis</li> <li>• Compile gender disaggregated voter turnout</li> </ul>	<p>the ECP website</p> <ul style="list-style-type: none"> <li>• 600,000 Tamper Evident Bags were procured to transport results forms from polling stations to Returning Officers</li> <li>• Results forms are revised that contain gender disaggregated data</li> <li>• Gender disaggregated voter turnout compiled in RMS</li> </ul>
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**Description of output level results achieved in 2013:**

A legal specialist was engaged to provide advice to the ECP on the Supreme Court judgments, polling and counting procedures for the training of polling officials, the results management process for the development of the results management system, development of the codes of conduct, and the submission to the Senate Special Committee on electoral matters. However, no progress was made on amending the legislative framework for elections.

Over 80% of all constituency results were compiled using the results management system (RMS). The RMS software was developed by the Project's in-house software developers, IT equipment was procured for deployment across Pakistan, and training was provided. The ECP's new results database contains data from 127,483 results forms (64,297 polling station results for 265 National Assembly constituencies and 63,186 polling station results for 538 Provincial Assembly constituencies) This constitutes over 90% of polling station results and the database continues to be updated with results from subsequent by-elections.

Changes were made to the results form to include two new additions: a requirement to state the number of registered voters at a polling station and a requirement to state the number of voters who had cast their vote. These two additions, advocated by the Project who helped the ECP revise the form, were steps towards greater transparency and to deter ballot stuffing. These figures were also required to be sex-disaggregated in order to determine the turnout of women voters for the first time in Pakistan's history

**Overall Output Status (mark the output on the scale of 1 to 5 as per the following criteria):**

Exemplary (5) *****	High (4) ****	Satisfactory (3) ***	Poor (2) **	Inadequate (1) *
The project is expected to over-achieve targeted outputs and/or expected levels of quality, and there is evidence that outputs are contributing to targeted outcomes	The project is expected to over-achieve targeted outputs and/or expected levels of quality	The project is expected to achieve targeted outputs with expected levels of quality	The project is expected to partially achieve targeted outputs, with less than expected levels of quality	Project outputs will likely not be achieved and/or are not likely to be effective in supporting the achievement of targeted outcomes

**Means of Verification**

- Result Management System (RMS)
- Training material on RMS
- ECP website

- Training reports
- Equipment handing over documents

**Project Output III:  
Improved engagement of citizens, particularly women and youth, in electoral processes**

Indicator(s):	Baseline:	Target(s):	Achievement(s):
<ul style="list-style-type: none"> <li>• Increased awareness of women and youth voters of their rights and obligations in a democracy, as evidenced by opinion surveys</li> <li>• Contribute to ECP's target of increased voter turnout of 63%</li> </ul>	<ul style="list-style-type: none"> <li>• 44% voter turnout in 2008 elections</li> <li>• Sex-disaggregated data limited to gender separated polling stations</li> <li>• Comprehensive civic and voter education program to be implemented by ECP</li> </ul>	<ul style="list-style-type: none"> <li>• Increase voter turnout by 20% in 20 districts</li> <li>• Reach out to one million women and youth in 20 districts</li> <li>• 200 youth volunteers</li> <li>• Production of CVE messages</li> </ul> <p>For TV:</p> <ul style="list-style-type: none"> <li>• 02 minute urdu songs</li> <li>• 01 minute public service message</li> <li>• 30 seconds commercials</li> </ul> <p>For Radio:</p> <ul style="list-style-type: none"> <li>• 02 minute urdu songs</li> <li>• 01 minute public service message</li> <li>• 30 seconds commercials</li> <li>• 15 minute drama</li> <li>• 15 minute talk show</li> <li>• 15 minutes programmes</li> </ul> <p>Publication of media campaign through</p> <ul style="list-style-type: none"> <li>• 5 news papers</li> <li>• 15 TV channels</li> <li>• 08 radio channels</li> <li>• 20 bill boards hoarding</li> <li>• Production and distribution of voter education material to all districts</li> </ul>	<ul style="list-style-type: none"> <li>• Voter turnout is increased by 11% as compare to 2008</li> <li>• Reached out to 3.5 million people in the 20 districts through grassroots activities and local media</li> <li>• 300 (104 women and 196 men) staff of the CSOs and their national youth volunteers were trained</li> <li>• An estimated total of 40 million citizens were reached through a combined print and electronic media campaign</li> <li>• Voter Education messages were developed and displayed through banners, stickers, posters, badges, ATMs and other IEC material</li> <li>• CVE messages were produced:</li> </ul> <p>For TV:</p> <ul style="list-style-type: none"> <li>• 15 Seconds commercials</li> <li>• 30 Seconds commercials</li> <li>• 01 Minutes public service messages</li> <li>• 02 Minutes urdu songs/messages</li> </ul> <p>For Radio:</p> <ul style="list-style-type: none"> <li>• 30 Seconds commercials</li> <li>• 15 Minutes talk shows</li> <li>• 15 Minutes programmes/drama</li> </ul> <li>• Special SMS number to check their voter registration details</li> <p>The media campaign took the form of radio and TV commercials, radio drama, and a video song</p> <ul style="list-style-type: none"> <li>• 20 Billboards/hoardings were displayed in 20 districts</li> <li>• 5 million units of voter education materials such as stickers, posters, leaflets, banners, standees, t-shirts, caps, bags, pens and CNIC</li> </ul>

			<i>pouches were produced and distributed</i>
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**Description of output level results achieved in 2013:**

To support a multi-faceted voter education campaign that reached out to as many people as possible and promoted the participation of women, youth, minorities and people with disabilities UNDP collaborated with UN Women as its implementing partner. UNDP focused on strengthening the capacity of the ECP's district officers to conduct voter education as well as designing a range of voter education materials and supporting a media and SMS campaign to inform voters about the elections. UN Women focused on increasing women's participation and engaged four civil society organizations (CSOs) to carry out grassroots activities in 20 districts and developed a media campaign to bring out the women's vote.

An estimated total of 40 million citizens were reached through a combined print and electronic media campaign that included the ECP's very first social media campaign on Facebook and Twitter to reach out to young and first time voters. Local CSO groups reached out to an estimated 3.5 million people in the 20 districts through grassroots activities and local media. 222 ECP provincial, regional and district officers were trained for the first time to carry out voter education activities. The Project also supported the ECP to develop partnerships with government authorities, private enterprise and civil society organizations by distributing soft-copies of voter education materials together with a letter from the ECP requesting support from these organizations to spread information about the elections and following up with telephone calls and meetings. The response was overwhelmingly positive with city and highway authorities printing and displaying the ECP's messages across Pakistan, banks displaying the messages on their ATMs, celebrities appearing gratis on commercials for the ECP, and CSOs adapting the ECP messages for their own posters and materials. This enabled the ECP to attain far wider voter outreach than it could on its own and highlighted a means through which the ECP can sustain future voter education initiatives without needing a large budget.

The ECP estimates a voter turnout of 55% of which a large proportion were women. While other factors of course played a role in increasing voter turnout from the 44% in 2008 the support of UNDP and of UN Women in targeting women's participation would have contributed to the increased turnout.

**Overall Output Status (mark the output on the scale of 1 to 5 as per the following criteria):**

Exemplary (5) *****	High (4) ****	Satisfactory (3) ***	Poor (2) **	Inadequate (1) *
The project is expected to over-achieve targeted outputs and/or expected levels of quality, and there is evidence that outputs are contributing to targeted outcomes	The project is expected to over-achieve targeted outputs and/or expected levels of quality	The project is expected to achieve targeted outputs with expected levels of quality	The project is expected to partially achieve targeted outputs, with less than expected levels of quality	Project outputs will likely not be achieved and/or are not likely to be effective in supporting the achievement of targeted outcomes

**Means of Verification**

- Voter Education IEC material
- Pictures/ videos
- Training material
- Monitoring reports

**Project Output IV:**

Project Management Unit

<b>Indicator(s):</b> <ul style="list-style-type: none"> <li>• Effective Project reporting and operations , fiduciary control and accountability</li> </ul>	<b>Baseline:</b> <ul style="list-style-type: none"> <li>• 50% staff hired and operations started</li> </ul>	<b>Target(s):</b> <ul style="list-style-type: none"> <li>• Staff is in placed</li> <li>• Monitoring and evaluation</li> <li>• Operations of the project</li> </ul>	<b>Achievement(s):</b> <ul style="list-style-type: none"> <li>• Operational, financial, procurement and administrative support to Project activities in accordance with UNDP rules and regulations provided.</li> <li>• Four Project Review Board meetings held.</li> <li>• Four UN Resident Coordinator’s briefings with ambassadors and heads of missions held.</li> <li>• Mid-term Project Review conducted in June 2013.</li> <li>• Project audit is conducted in September 2013</li> </ul>	
Description of output level <u>results achieved</u> in 2013:				
<b>Overall Output Status (mark the output on the scale of 1 to 5 as per the following criteria):</b>				
<b>Exemplary (5)</b> *****	<b>High (4)</b> ****	<b>Satisfactory (3)</b> ***	<b>Poor (2)</b> **	<b>Inadequate (1)</b> *
The project is expected to over-achieve targeted outputs and/or expected levels of quality, and there is evidence that outputs are contributing to targeted outcomes	The project is expected to over-achieve targeted outputs and/or expected levels of quality	The project is expected to achieve targeted outputs with expected levels of quality	The project is expected to partially achieve targeted outputs, with less than expected levels of quality	Project outputs will likely not be achieved and/or are not likely to be effective in supporting the achievement of targeted outcomes
<b>Means of Verification</b>				

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## **4. LESSONS LEARNT**

There was a strong likelihood of early elections being called in 2012 and in this case the ECP and the Project would have had less than 90 days between the announcement of early elections and election day. To prepare for this possibility the Project had to ramp up very quickly, put together a team from scratch, and focus on the immediate election event at the expense of longer term activities such as civic education and longer term capacity building of the ECP. The need to prepare quickly and comprehensively for major activities such as training of polling officials, results management and voter education placed considerable strain on the Project team and the UNDP Country Office. However the Country Office put in place UNDP's "fast track" option for exceptional circumstances for the elections project which allowed procurement and recruitment to take place more quickly.

The funding shortfall experienced by the Project in most of 2012 also made planning very challenging given that the Project was expected by the ECP to undertake major and costly activities but had insufficient funding. Additional contributions were received between March-April 2013 just weeks before election day and the Project was able to quickly upscale existing activities as planned in anticipation of additional funding. In the case of training for the police in electoral security the UNDP Country Office took the risk of lending its core funding to the Project to initiate staff recruitment and development of curricula prior to the formal commitment of donor funding and the Project was able to rely on the Rule of Law Programme's experience and expertise to roll-out the training in a very tight timeframe.

The ECP's capacity to absorb electoral assistance remains a challenge. Several activities were "outsourced" to UNDP and IFES with the ECP playing a minimal role in their design, planning and implementation. Despite efforts by UNDP and IFES to engage the ECP meaningfully in planning and implementing the large scale cascade training of polling officials the ECP lacked capacity and interest within its poorly staffed training wing (the Federal Election Academy-FEA) The ECP thus lost an opportunity to build institutional memory and experience in a major and critical activity. Similarly, the ECP prior to election day had marginal interest in results management largely due to preoccupation by its key personnel on other electoral matters. However, post-elections the ECP has taken much more interest in results management – itself insisting that the results management system should continue to be used in subsequent by-elections.

Late decision making was also a challenge particularly with the late decision by the ECP to include a candidate nomination module in the results management system following intense public interest in the scrutiny of candidate nomination. The ECP asked for the software, equipment and Internet connectivity to be deployed five weeks ahead of schedule in time for candidate nomination. This decision led to the deployment of software and equipment ahead of training which caused numerous problems in the field which had to be mitigated by setting up a large Help Desk team of up to 25 people to field calls from across the country for technical assistance and trouble-shooting.

Insecurity and intimidation were also a significant problem affecting the ability of CSOs to conduct voter education activities particularly in Balochistan. Distribution of voter education materials and IT equipment for results management were also hampered by law and order issues in Balochistan.

Some of the lessons that have been learned during Phase 1 of the Project include the need to have full funding in order to plan and deliver outputs as set out in the Annual Work Plan. However, these outputs

also have to be realistic in what can be achieved particularly when working to support an institution like the ECP with entrenched practices. Realistic planning and budgeting are areas where the ECP requires further support to avoid future outsourcing. The Project's experience is that it takes time to build solid working relationships and trust at all levels of the ECP and some of the most important relationships are those built with the ECP's middle managers and more junior staff in mentoring, building their capacity and skills to enable them to undertake responsibilities they would not otherwise have taken. Co-location of members of the Project team within the ECP will enable faster progress in Phase 2 improving understanding, communication and ECP engagement. We can see evidence of this in the co-location of the results management team which has been working in the ECP since April. The ECP has taken much more interest and ownership of results management and is proactively seeking information from the results database and requesting other databases such as a new complaints database and an assets/inventory database to be developed.

## 5. THE WAY FORWARD/ KEY PRIORITIES FOR 2014

During 2014 electoral cycle support project will continue technical and operational support to the ECP with a different set of assistance as compare to phase-I in view of lesson learnt from general election and ECP priorities during the post-election period. Project has set following four key areas for 2014 that is in line with the Country Program Action Plan (CPAP):

1. ***The ECP Internal Governance Standards, Operational Performance and Public Outreach are Improved.*** Three core activities are planned to secure the accomplishment of this output during the course of this year;
  - a. Develop the technical and professional skills of ECP staff
  - b. Strengthen and develop the ECP's internal administrative systems and processes
  - c. Develop the capacity of the ECP's PR department to assist broader efforts aimed at fostering positive perceptions of the ECP among key stakeholders
2. ***Multiple stakeholders are Engaged in Dialogue and Agree on Key Electoral Reforms.*** This result will be achieved through the strategy comprise of two pronged approach a) informal political pressure and b) public advocacy through civil society and the media.
3. ***Citizens and Selected Government Department are Engaged in Civic and Voter Education Activities.*** Key activities during 2014 to achieve this result is to develop ECP's civic education strategy and building the capacity of ECP officials to conduct effective civic education campaigns, project will work with ECP official to establish strategic partnership with Education and Health department in each province to establish training courses on civic education for teachers and lady health workers.
4. ***The Administrative and Conduct of Elections in Pakistan is Made More Efficient, Transparent and Inclusive.*** To achieving this result project will support to ECP in three key areas; a) Voter Education b) leveraging modern communications technology to improve the integrity and transparency of the election and c) training of polling personnel

## Annex: AWP based Reporting Matrix

EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i>	PLANNED ACTIVITIES (as per AWP)	Activity Status <i>Completed, Ongoing, Delayed, Cancelled</i>	AWP Budget (\$)	Expenditure (\$)	% Delivery
Project Output 1 <b>Increased capacity of the Election Commission to deliver its Strategic Plan</b>	1. Technical assistance provided to election commission and secretariat to assist ECP in election administration, election results, voter education, and outreach to stakeholders, local elections and post-election activities.	On going	150,000	218,903	146
	2. Training for ECP Secretariat personnel through BRIDGE program and other workshops on electoral security, electoral training, gender and elections, media and elections, and post-election activities	On going	50,000	84,648	169
	3. Institutional development of the Federal Election Academy	Delayed	200,000	0	0
	4. Support for operational training through a cascade system for polling staff and security personnel including monitoring and evaluation of training results	Completed	4,868,224	4,167,093	86
	5. Development and implementation of a public outreach programme for ECP, with planned and ad hoc meetings with stakeholders across the country	On going	140,000	56,856	41
Project Output 2 <b>Electoral laws and procedures strengthened for increased administrative effectiveness</b>	1. Development of results management system and coordination of internal databases	On going	259,000	123,741	48

	2. Setting up data centre at federal level and data processing and managing facilities at provincial level including IT equipment for approximately 150 divisional and district level ECP offices	On going	1,250,000	1,415,129	113
Project Output 3 <b>Improved engagement of citizens, particularly women and youth, in electoral processes</b>	1. Development and roll out of a "Women and Democracy" programme	On going	1,630,000	1,336,367	82
	2. Strengthen staff at district level for civic and voter education through provision of resources and cascade training	On going	296,987	83,811	28
	3. Technical advice, training, design and roll out of campaign on civic and voter education through electronic media, social media and mobile communication networks	On going	800,000	614,097	77
	4. Evaluation of impacts of civic and voter education programmes	Completed	100,000	72,650	73
Project Output 4 <b>Project Management Unit (PMU)</b>	1. Effective project reporting and operations, fiduciary control and accountability	On going	501,794	353,798	71
GMS			720,931	598,425	83
<b>TOTAL</b>			<b>10,966,936</b>	<b>9,125,518</b>	<b>83</b>