

United Nations Development Programme
Romania
Project Document

UNCF Outcome(s):	By end 2015, line ministries have enhanced capacity to implement innovative programmes for social inclusion, economic and political empowerment of vulnerable groups, and for deepening democratic practices with special emphasis on initiatives with the potential to be adapted to the needs of Romanian official development assistance priority
Expected CP Outcome(s):	Promoting inclusive growth, gender equality and Millennium Development Goal achievement and fostering inclusive participation
Implementing partner:	Romanian Permanent Electoral Authority (PEA)
Responsible Party:	United Nations Development Programme

Brief Narrative Description:

The UNDP will support the Permanent Electoral Authority (PEA) and the local public administration by strengthening their capacity to implement best practices in electoral management and to organize/conduct multi-party elections in accordance with international standards, consolidating democracy in Romania. The focus will be placed on the following areas of electoral assistance: a) training for the management of the PEA and local public administrations on anti-fraud measures that will be incorporated in a Black Sea regional training programme to be implemented in Romania and b) legal advice on issues related to political financing and electoral management. The project will also benefit from BRIDGE workshops implemented under the umbrella of the Global Programme for Electoral Cycle Support (GPECS).

Project Period: 1 July 2011 – 30 June 2012
Project Title: *Support to the Permanent Electoral Authority (PEA) and local public administration in Romania to implement best practices in electoral processes management*
Project ID:
Start date: 1 July 2011
End Date: 30 June 2012

Management Arrangements: DIM

Total allocated resources: **94.010,78**

- **Electoral Assistance Division- Trust Fund on Black Sea Regional Programme** 54.010,78 USD
- **Permanent Electoral Authority** 40.000 USD

ISS (2%): 761.90 USD - PEA funds
1 080.22 USD - EAD funds

GMS (3%): 1 142.86 USD – PEA funds

Agreed by the Permanent Electoral Authority:

Agreed by UNDP Romania: Yesim Oruc, Resident Representative a.i.

Endorsed by: UN Electoral Assistance Division

General Objective:

The general objective of this project is improved capacity of Permanent Electoral Authority and local public administration to implement best practices in electoral management for strengthened democracy in Romania.

Situational analysis:

The Permanent Electoral Authority (PEA) is an independent electoral authority, established in 2004, mentioned by the Romanian Constitution and regulated by the electoral law. Between elections, the PEA ensures proper logistical conditions for the elections, drafts proposals concerning electoral reform and improvements to the election legislation. Besides logistical and legislative attributions, PEA guides, supports and monitors the local public administration authorities and their specific bodies as well as other categories of participants to the elections in the field of management and conduct of elections.

Since its establishment by the Law no. 268/2003, the attributions of PEA almost tripled through successive normative acts: Law no. 373/2004 on the elections for the Chamber of Deputies and the Senate, amended and supplemented; Law no. 334/2006 on the Funding of the Activities of Political Parties and Electoral Campaigns; Law no. 33/2007 on the organization and the conduct of the elections for the European Parliament; Law no. 35/2008 on the elections for the Chamber of Deputies and the Senate, for amending and supplementing of Law no. 67/2004 on the elections of local public authorities, of Law no. 215/2001 of local public administration and of Law no. 393/2004 regarding the Statute of local representatives; Emergency Ordinance of Romanian Government no. 1/2007, 8/2007, 9/2007, 20/2008, 32/2008, 36/2008, 97/2008, 11/2009, 55/2009 and 95/2009.

According to Romanian electoral laws, along with the PEA, the following institutions are involved in the management of electoral processes:

- The Ministry of Administration and Interior;
- The Ministry of Foreign Affairs;
- Prefect institutions;
- Mayors.

Currently, at national level, there are around 3300 administrative-territorial units and 42 Prefect institutions. At the bottom level, elections are organized in about 20.000 polling stations with more than 100.000 people involved in the organization and the conduct of elections (of whom about 40.000 represent polling station election officials while 60.000 represent members of political parties).

Due to the fact that the Romanian Classification of Occupations does not acknowledge the occupation of electoral expert in the public administration, there are very few forms of higher education or vocational training which address the issue of electoral law or electoral management as well as a general lack of interest from the public servants to follow any form of specialization in this respect. Also, due to budgetary constraints and lack other types of resources, PEA was not able to put the basis of a regular training for electoral administrators.

However, between elections, PEA conducts brief sessions on electoral law provisions with the electoral officials working for the local public administration authorities, but these are not performed on a regular basis.

Taking into account legal provisions regarding the electoral register as well as the need for the existence of some modern methods of managing the elections at the level of polling stations, the PEA launched the implementation of two IT systems, crucially important in modernizing the operations concerning the elections: the register of the polling stations and the electoral register. For the years to come, the PEA plans to develop these systems and based on them to implement and test at the polling station level some IT applications with the following objectives:

- Preventing illegal voting;
- Reducing the time spent on data gathering;
- Minimizing the error rate from the minutes;

Minimizing the costs of organizing the elections.

Justification for assistance and strategy:

The main objectives for providing assistance are:

- a) To support Romania in strengthening its democratic processes
- b) To assist the PEA in further building its capacity to organize and conduct multi-party elections in accordance with best practices in electoral management.

PEA is widely perceived as a chronically under-budgeted and under-staffed institution, an assessment which transpired also in a number of international reports¹. In planning for future elections, the PEA has identified several assistance priorities, among which provision of **training programs to the election officials** is a crucial one. Areas of training needs include a wide range of issues such as budgeting of elections; procurement and production of election materials; printing and securing the ballot and the electoral stamps; delivery of the electoral materials to designated sites, etc. Given the high costs of elections and the lack of a coherent practice in the electoral processes in Romania, there is a real and urgent need for implementing unitary and more efficient practices in elections management, the legal advice on issues related to political financing and electoral management being considered as top priority. In addition to this, training on preventing and combating electoral fraud will aim enhancing the credibility of electoral processes.

The drafting of new, modern procedures in electoral management and their dissemination to the election officials will assist PEA in further building its capacity to organize and conduct legitimate and cost-effective free and fair elections.

To this end, following the UN Focal Point's approval of electoral assistance to the Romanian PEA (training and legal advice), the project will focus on the implementation of the following activities:

1. **Regional training programme on Preventing and combating electoral fraud addressed to the PEA staff**, funded through the Trust Fund on Black Sea Regional Programme – Electoral Assistance Division. A regional training program will be developed and four (4) other countries in the region will be invited to send their EMBs officials to be trained in this thematic area.

Participant countries	Moldova, Bulgaria, Georgia, Turkey
Total number of participants	25: (a maximum of 3 participants per each country: Moldova, Bulgaria, Georgia and Turkey + 13 participants from Romania)
Course duration	3 day workshop + finalization of training manual
Main training areas	Defining electoral fraud Assessing electoral fraud Methods of committing electoral fraud Voter registration and electoral fraud The role of EMB's in preventing and combating electoral fraud The security of elections – the police The role of IT&C in detecting and preventing electoral fraud International standards and electoral fraud Electoral justice Procedural guarantees against electoral fraud Annulment of the elections Voter education Legislative and administrative actions against electoral fraud The costs of electoral fraud
Resource persons:	6 Lead International Experts ²

¹ For example, see OSCE/ODIHR Limited Election Observation Mission Final Report on the 2009 presidential elections, available at: http://www.osce.org/documents/odihr/2010/02/42767_en.pdf. The report states that "Consideration could be given to...reinforcing the AEP with additional resources in order to fulfill its duties more efficiently", p. 24.

² Possible resource people could be experts such as Rafael Lopez Pintor; Staffan Darnolf; and Domenico Tuccinardi.

	6 Local Consultants
Specific output	Elaboration of a training manual targeting electoral officials to be used both for this training but also after in preparation for the 2012 elections. The draft training manual will be revised and validated during the workshop and finalized soon after.
General objective	Enhanced capacity of PEA and other regional EMBs in managing electoral processes and in conducting fair and democratic elections.
Justification	Provide the necessary incentives for the review of the legal framework and the implementation of PEA's projects regarding the usage of ICTs in elections; increase awareness of electoral officials with regard to electoral fraud; make available theoretical and empirical tools for assessing electoral fraud.

2. **Legal support** for drafting legislation pertaining to political financing, electoral management and dispute resolution in accordance with international best practices. Consultancy services will be procured by UNDP and cost-shared by the Romanian Permanent Electoral Authority to support PEA in streamlining avenues for complaints and appeals processes.

The project also benefits from regional initiatives of the Global Programme for Electoral Cycle Support (GPECS). In particular, **the PEA staff and similar institutions in Europe and CIS countries** will participate in BRIDGE (Building Resources for Democracy, Governance and Elections) Training Workshops. BRIDGE is a comprehensive professional development course in election administration. It will not only be a skills development programme, but will also increase knowledge and seek to address attitudes in order to improve the quality of elections administration and management.

The PEA has identified four BRIDGE training modules that represent basic needs for the PEA staff (in order of importance/relevance): 1) Introduction to Electoral Administration; 2) Electoral Assistance, 3) Legal Framework and 4) Gender and Elections. A training module will be dedicated to the local authorities (**elections officials**) identified as being the target group with most stringent training needs in view of the up-coming elections (module on Electoral Training). The Gender aspect will be mainstreamed into the training as well. This particular component will be managed and implemented by BDP through a different project from UNDP Global Programme for Electoral Cycle Support (GPECS).

Implementation and Management Arrangements:

The project will be directly implemented (DIM) by UNDP Romanian CO. The UNDP will assign the Programme Manager (Governance Portfolio) to manage the project on behalf of UNDP. UNDP will provide implementation support services to the Permanent Electoral Authority for an ISS fee of 1% of the project proceeds. For the 2nd and 3rd component, the Electoral Assistance Division and the Government of Romania through the PEA budget respectively will transfer funds to the UNDP Country Office in view of the project National Implementation with CO support. BRIDGE training conducted under the GPECS project will be implemented by BDP through a separate project and programming modality, but its activities will be synergized with this project in order to further build capacity of the PEA.

A project manager will be recruited for being in charge with general project management (budget planning, procurement of services, recruitment of experts/trainers, logistic organization of training, etc).

Project Board: The Board is the overall authority for the Project and is responsible for its initiation, direction, review and eventual closure. Within the confines of the Project, the Board is the highest authority. The Project Board represents at managerial level the interests of the following roles and the respective organizations:

- National Director and Senior Beneficiary – delegated representative of the PEA - is the current project national coordinator and has overall ownership over project results and chairs the project board.

- Representative of the Civil Society Organizations with direct interest in the field;
- UNDP Programme Manager.

The Project Board will “manage by exception”, meaning that the Board members will be regularly informed of Project progress but will only be asked for joint decision-making at key points in Project implementation. The Project Board is appointed to provide overall direction and management project and is responsible for ensuring that the project remains on course to deliver products of the required quality to meet the expected outcomes defined in the Project Document. Furthermore, the Board is accountable for the success of the Project and has responsibility and authority for the Project within the instructions set by UNDP programme management.

The Project Board approves all major plans and authorizes any major deviation from agreed Project work plans. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems between the project and any parties beyond the scope of the project. In addition, it approves the appointment and responsibilities of the Project Manager.

Monitoring and Evaluation Framework

In accordance with the UNDP programming policies and procedures, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events
- *Annual Review Report.* An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- *Annual Project Review.* Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.
- Regular reports, once a month, or as needed, will be sent to EAD and BDP/UNDP in order to inform the focal point on elections of political developments and the progress of the technical electoral assistance project. In accordance with the Note of Guidance of September 2010, which establishes procedures for coordination and implementation of electoral assistance by the United Nations system, the project will be evaluated (agreed jointly by UNDP and DPA/EAD) by a desk review or a review mission at the end of the project. The report and recommendations will be submitted to UNDP (Country Office, Regional Office, and Headquarters) and to EAD / DPA. In case of the review mission, it will be funded through UNDP and DPA headquarters funds.

I. ANNEX ANNUAL WORK PLAN BUDGET SHEET

Year: 1 July 2011 – 31 March 2012

EXPECTED OUTPUTS	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	RESPONSIBLE PARTY			PLANNED BUDGET			
		Q3	Q4	Q1	Responsible Party	Funding Source	Budget Description	Amount in USD
	Regional training programme addressed to the election officials (Trust Fund on Black Sea Regional Programme-EAD)	X	X		UNDP PEA	UN EAD	71200 Intl consultants	20.600
						UN EAD	71300 Local consultants	3.200
						UN EAD	71600 Travel	13.000
						UN EAD	72100 Contractual Services	5.000
						UN EAD	72505 Supplies	3.710,78
						UN EAD	74500 Miscellaneous	500
	Legal support for drafting legislation pertaining to political financing and electoral management		X	X	UNDP PEA	PEA	71200 Intl consultants	22.000
						PEA	71300 Local consultants	8.000
						PEA	74200 Audio-visual and printing costs	2.000
	Project management	X	X		UNDP	UNDP GPECS UN EAD PEA	71400 Contractual Services	14.500
						UNDP GPECS UN EAD PEA	72400 communication costs	500
						UNDP GPECS UN EAD PEA	72500 supplies	500
						UNDP GPECS UN EAD PEA	74500 Miscellaneous	500
	TOTAL							94.010,78 USD
							This amount is inclusive of: ISS: (2%): 761.90 USD - PEA funds 1 080.22 USD - EAD funds GMS (3%): 1 142.86 USD – PEA funds	

II. ANNEX RISK LOG

Description	Date Identified	Type	Impact & Probability (1-5)	Countermeasures / Mngt response	Owner
Lack of funds / delayed disbursement from the Ministry of Finance through the PEA budget	09/05/2011	Financial	2: can cause delay in implementation of project component no. 2	Thorough cash flow planning	Programme Manager
Administrative delayed and timely recruitment	7/06/2011	Procurement	2: can cause delay in implementation of project component no. 1	Early identification of experts	Programme Manager/ EAD/DPA

III. ANNEX LEGAL CONTEXT

The legal context of this project is the Standard Basic Agreement between the UN and Government of Romania (1991)