



Country: **SUDAN**

UNDAF Outcome(s)/Indicator(s): N/A

Expected CP Outcome(s)/Indicator(s): Outcome 3: Institutions, systems and processes of democratic governance are strengthened

Expected Output(s)/Annual Targets:

- Output 1: Review of Legal and regulatory framework for consistency with international standards and common practices
- Output 2: Civic education program developed and commenced
- Output 3: Capacity development and elections preparations support to the National Electoral Commission and South Sudan High Council for Elections

Implementing partner: UNDP

Responsible parties: UNDP, UNMIS

This Project Initiation Plan (PIP) presents **Phase I** of a three-phased approach, which is to provide preparatory support to the electoral process in Sudan by putting in place mechanisms to facilitate material and organizational development support to the National Election Commission immediately upon its establishment, donor coordination, fund management, and assistance to key civil society stakeholders as a pre-cursor to a full-fledged electoral assistance programme.

Programme Period: April 2008 – December 2011

Key Result Area: Democratic Governance

Project Title: Support to Elections Project Phase I

Project ID: 00060753

Project Duration: April 2008 – January 2009

Management Arrangement: DEX

Total Budget \$7,575,000USD

Allocated resources:

- Government: N/A
- Regular UNDP 800,000
- Other:
- Unfunded budget: \$ 6,775,000 USD

Agreed by (UNDP Sudan):

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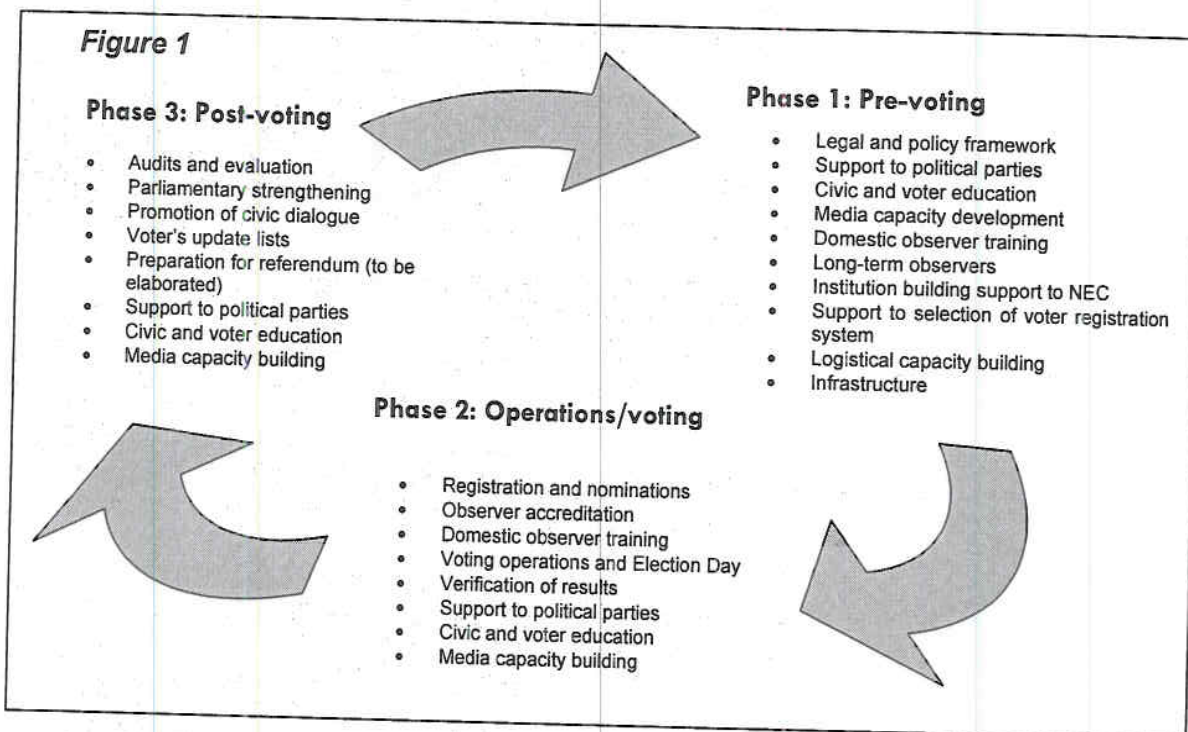
I. Plan Description

The UNDP approach to supporting the electoral process in Sudan derives from the 'electoral cycle approach', wherein support to the elections should be process- rather than event-driven. The purpose of the UNDP electoral assistance project in Sudan is to support the building of Sudanese capacity in both the north and south to administer and finance future elections a sustainable manner and to promote the meaningful and comprehensive participation of voters and all stakeholders in all electoral events. These include the 2009 Sudan-wide elections, and the two referenda to be held on the autonomy and self determination of Southern Sudan and on the status of Abyei scheduled for 2011. This will require assistance to a variety of stakeholders and institutions throughout the project period. The electoral assistance programme will thus be funded through an Election Basket Fund and implemented within the UN Integrated Mission framework as part of the mandate of the Security Council and in close cooperation with other international and national partners.

This Project Initiation Plan (PIP) presents **Phase I** of a three-phased approach (see *Figure 1 below*), the goal of which is to provide preparatory support to the electoral process in Sudan by putting in place mechanisms to facilitate material and organizational development support to the National Election Commission immediately upon its establishment, donor coordination, fund management, and assistance to key civil society stakeholders as a precursor to a full-fledged electoral assistance programme.

Phase II of the programme discretely focuses on the election event, while **Phase III** focuses on post-election strategies in preparation for the referendum on Southern Sudan self determination in 2011 with key actions including parliamentary support and promotion of civic education and public dialogue.

In the absence of the electoral law and the National Electoral Commission foreseen in the CPA, the PIP will concentrate on activities that can already be carried out in anticipation of the finalization of the legal framework and counterpart structures. These activities will be complementary to activities of ongoing UNDP projects in the area of good governance. The PIP will also put in place a core structure that will be part of the required capacity of UNDP to manage the Electoral Assistance Basket Fund (EABF), which will serve as the mechanism for funding of electoral assistance.



As indicated in the table above and in *Section II* below, the PIP presents key actions that are to be undertaken in the period May 2008 to February 2009 in preparation for the elections. Key elements of the PIP include:

- **Pre-voting Preparations and Support** leading to the elections including support to civic and voter education, with particular attention to marginalized communities, support to media training in election reporting, domestic observer training and support for accreditation. In addition, the project will support development and dissemination of election information in multiple languages and through innovative means to support broad participation and build confidence in the election process.
- **Provision of Institution Building Support to the National Electoral Commission** including assistance in establishing NEC/SSHCE offices and strategic and operational planning for election event – budget estimates, voter registration systems selection, procurement and logistics. The NEC/SSHCE will also be supported through capacity development of core staff and development of operational policy guidelines as part of ongoing institutional development, as in *Section II*
- Establishment of the **UNDP Support to Elections Project Management Unit** headed by a Project Manager and supported by a Principle Senior Elections Advisor in Khartoum, and Senior Elections Advisor in Juba. The PMU is tasked with administration and implementation of the project activities. (See *Section V.2 Project Management*). An *Election Assistance Basket Fund (EABF)* will also be established, and provide a coordinated funding mechanism managed by UNDP, GNU and Donors through a Steering Committee enabling integrated and transparent funding support throughout the electoral process, while also providing consolidated accountability and program reporting to participating donors and government. (See *Section V. Management and Financial Arrangements*).

II. Situation Analysis and Strategy

II. 1. Political Context

In January 2005, long years of conflict between the North and the South of Sudan came to an end with the signing of the Comprehensive Peace Agreement (CPA) between the National Congress Party (NCP)-led Government of Sudan and the Sudan People's Liberation Movement/Army (SPLM/A). This agreement has paved the way for a new political dispensation, providing for the formation of a Government of National Unity (GNU), a Government of Southern Sudan (GOSS) within the ten states of Southern Sudan, the resumption of a multi-party democracy, decentralization to the States, a referendum on self-determination for the South, and the adoption of universal human rights standards.

The Comprehensive Peace Agreement (CPA) and the subsequent Interim National Constitution (INC) of Sudan stipulate that general elections should be conducted no later than the end of the fourth year of the Interim Period (8 July 2009). Six months prior to that date, the two parties to the agreement (NCP and SPLM) are to review the feasibility of the dates. Thus, in January 2009, the two parties to the agreement (NCP and SPLM) shall review the feasibility of the dates while keeping in mind that the CPA's clear intention is that they take place no later than July 2009. Transparent, democratic and peaceful elections are a historic opportunity for Sudan to consolidate and sustain peace and improve the lives of all Sudanese people.

As a precursor to the general elections, the CPA defines a number of **key milestones** necessary for an environment conducive to free and fair elections including:

- The passage of a new Political Parties Act;
- The passage of a new Election Law; and
- The establishment of a National Electoral Commission (NEC)

To date, while the Political Parties Act is in place, the Political Parties Affairs Council tasked with carrying out the responsibilities under the Act has yet to be formed. It is expected that the Election Law will pass through the National Assembly in the second quarter of 2008, after which the NEC would be appointed.

The forthcoming elections will be for:

- The President of Sudan;
- The President of the Government of Southern Sudan;
- The National Assembly;
- The Southern Sudan Legislative Assembly;
- The State Assemblies;
- State Governors; and
- The Council of States (indirectly through the State Assemblies).

II. 2. Role of the International Community

Development partners in Sudan have put in place an informal Electoral Donors Group (EDG) to facilitate dialogue and improve international coordination of the electoral process with the intent to develop a common strategic approach in support of the electoral process. Furthermore, the development community has agreed to establish a common funding mechanism, a "basket fund" in support of electoral assistance.

The UN Security Council in its resolution 1590 (2005) states that the United Nations Mission in Sudan will "provide guidance and technical assistance to the parties to the Comprehensive Peace Agreement, in cooperation with other international actors, to support the preparations for and conduct of elections and referenda provided for by the Comprehensive Peace Agreement".

Furthermore, the General Assembly, by resolution 46/137, "recognized the role of UNDP in the provision of technical assistance for electoral activities and underscored the importance of collaboration among actors in the United Nations system¹. To this end, UNDP plays "a lead role in the provision of policy advice and programmes to strengthen sustainable democratic institutions and processes (e.g., electoral bodies, parliaments, judiciaries etc.). The emphasis of its role and interventions in the electoral area is on long-term capacity-building of electoral institutions and processes, including civil society awareness and participation." It is further expected that UNDP shall also play a key role in the coordination of electoral assistance including fund management and coordination of electoral support through meetings and donor coordination forums.

UNDP has thus been requested by UNMIS and the EDG to establish a project initiation plan for electoral assistance funded through an Electoral Assistance Basket Fund (EABF). Once the required legal framework and the National Electoral Commission are established, it is proposed that a full-fledged electoral assistance programme be developed, and funded through the EABF, to support the entire election process as mentioned above in Phase II and III, in addition to Phase I. The core staff recruited for the PIP Phase I shall be maintained and augmented as required for Phase II and III.

II. 3. Project Strategy

The PIP has two **strategic objectives** namely:

- Implementation of priority activities in the absence of the legal framework and NEC;
- Provision of immediate Institution building support to the NEC including strategic planning, core capacity building and operational support to the NEC once established;

1. Implementation of priority activities in the absence of the legal framework and NEC.

Notwithstanding the absence of enabling legislation and the establishment of the electoral commission, there remain opportunities for intervention that would facilitate free and fair elections and support a well managed election event. A free flow of information, citizen's appreciation of civic responsibilities, and an active civil society are prerequisites for free and fair elections. Working with UNMIS and UNIFEM, the PIP, therefore, intends to support civic and voter education, with particular attention to marginalized communities, and support media training in election reporting and domestic observer training and support for accreditation. In addition, the project will support development and dissemination of election information in multiple languages and through innovative means to support broad participation and build confidence in the election process. Support to political parties in continuation of current UNDP activities will also be integrated into the project with the aim of informed participation in the process.

These activities will be carried out in close coordination with ongoing UNDP activities in the area of good governance, specifically under outcome 2 of UNDP's Bridging Programme 2007-2008: Parliament, Political Parties, Media and Civil Society are empowered to support the implementation of the CPA. Activities under this outcome are supported through the Strategic

¹ Department of Political Affairs of the United Nations Secretariat and the United Nations Development Programme: Note of Guidance on Electoral Assistance, Monday August 4th 2003.

Partnership (SP), a co-financing framework with DFID- UK, the Netherlands and DANIDA in support of strategic democratic governance and rule of law projects in Sudan. Relevant SP projects, which will be carried out in close cooperation with the above mentioned priority activities in support of the elections include projects on Good Governance and Equity in Political Participation, Support to Political Parties and the Access to Justice Civil Society project

In terms of event management, working with UNMIS, the project aims to initiate the procurement and training processes necessary to ensure a well managed event including assistance to the NEC in the design and procurement of ballots; the selection and procurement of voting paraphernalia including ballot boxes etc.; the facilitation of international observers; to work with UNIFEM to support domestic observation through civil society organizations and women's participation; and mapping potential election related conflict areas and designing informal dispute resolution mechanisms with EISA.

2. Provision of Institution Building Support to the National Electoral Commission.

Once established, the National Electoral Commission will require institution-building support for the immediate purpose of managing the upcoming elections; and medium- to long-term support to further democratization objectives. Phase I of the PIP intends to provide specific support in the areas of operations – providing the necessary office furnishings and equipment, and re-furnished accommodation necessary for effective operations. In addition, core capacity development support will be provided with the aim to supporting the NEC to achieve minimum operating and administrative capacity to deliver on its mandate at the time of the elections in 2009.

II. 4. Current Initiatives:

There are several current bi-lateral donor initiatives that are relevant to the Support to Elections PIP and will be coordinated with the project. These include civil society training; a baseline survey on civic education at the grassroots; operational assessment of physical sites for polling day; media capacity building support, scoping work on options for conflict management through formal and informal mechanisms; capacity building support for political parties

These include:

- A DFID-supported civil society training by the Friedrich Ebert Stiftung Foundation (FES);
- A CIDA-funded baseline survey on civic education at the grassroots;
- Dutch-funded UNOPS operational assessment of physical sites for polling day;
- DFID-funded work with media through the BBC World Service Trust;
- DFID-funded work with EISA with regard to conflict management through formal and informal mechanisms throughout the electoral process;

There are also planned initiatives including:

- UNDP-funded work with political parties through IDEA
- UNDP Support to political parties as a good governance project
- Possible DFID-funded media support through the Thompson Foundation

Where feasible, the Electoral Assistance Support PIP will seek to coordinate these initiatives within the overall context of electoral support to ensure non-duplication of activities and to achieve better coherence with interventions. (A summary of the Good Governance and Equity in Political Participation Project (GGEPP) and the Political Parties Development Project is also provided in the annex.)

5. Planned Activities²:

The EC-UNDP-DFID Joint Mission (JM)³ and the UNDP Electoral Assistance Support Mission⁴ identified a number of priorities that need to be addressed from an early stage onwards to create an enabling environment for the holding of free and transparent elections in the Sudan. Reference is also made to "Idealism without Illusions: Lessons from Post-Conflict Elections in Cambodia, Rwanda and Sudan"⁵. The JM priorities fit under the strategic objectives of the PIP, as elaborated below:

JM priorities under PIP **Strategic Objective 1**: Implementation of priority activities in the absence of the legal framework and NEC

(i) Legal and Policy Framework:

Working with UNMIS, the project intends to provide technical advisory support to GNU, specifically the National Electoral Commission and the South Sudan High Committee for Elections (SSHCE), to support the achievement of an election process and outcome that are consistent with international standards, norms, and procedures. Key areas for consideration will include voter registration, participation by a broad spectrum of political parties and citizens, and support for a robust dispute-resolution mechanism.

(ii) Civic and Voter Education and Information:

The geographical size and cultural diversity in Sudan, coupled with limited literacy in some areas, present specific challenges to implementing an effective civic education program. Mitigation of these constraints will require the use of innovative methods and materials to equip communities with the necessary support for their participation in elections. A large component of project activities will target both individual citizens as well as civil society organizations with civic education focusing on the rights and responsibilities of the citizen in the democratization process. Voter education will focus on the election process including concepts on candidature and multi-party systems; while voter information will focus on registering and voting, location of registration and polling stations, voting times, and other critical information. A broad-based voter education program will be supported from a very early stage with UNMIS providing the lead in ensuring the development and dissemination of voter information in various languages and formats on a continuous basis.

UNDP will lead the process of supporting the NEC in developing and delivering a civic education program. In this regard, areas such as the Three Protocol Areas and the East region will require programs that factor in the geographical terrain, literacy levels, and diverse linguistic needs. To this end, processes such as town hall meetings, radio programs, and poster campaigns will be used. The UNDP Access to Justice in the South has in place an innovative creative arts messaging approach to address non-literate audiences through music, dance, art and theatre. This approach can be expanded to offer civic and voter education.

³ An EC-UNDP-DFID Joint Mission (JM) was organized by the EDG from 22 August – 6 September 2007. The main objective was to assist the EDG in developing a joint strategy for support to the 2009 elections prior to a joint assessment and formulation mission by the UN Electoral Assistance Division of the Department of Political Affairs and UNDP scheduled for the beginning of 2008.

⁴ The mission was conducted by Ms. Assiata De, Senior Elections Advisor of UNDP DRC at the request of UNDP Sudan, 9 – 22 December 2007.

⁵ Mary An, Sarah Bush, Britt Lake, et al., Woodrow Wilson School of Public & International Affairs, Princeton University, January 2008

(iii) Communication and Media:

The project will also focus on support to the media as a means of promoting freedom of information and supporting broad dialogue around the elections process and desired outcomes, and passage of a media law. Training for the Journalists Association and individual journalists will be provided in election reporting, promoting civic participation and transparency, and coverage of emerging election issues. Training will be delivered through means including exposure to other journalists' associations and write-shops. The broad aim of the interventions with the media is to promote a vibrant and free media for the elections and beyond. The project will also seek to integrate specific components of our current parliamentary support and political party projects by providing specific training in communications.

(iv) Election Observation

With UNMIS leading on the facilitation of international observers, and UNDP on capacity-building of domestic observers, the project will provide specific training, where required, in unbiased election observation and support observer accreditation and logistical support at the time of the elections.

Broader democratization work including support to parliamentarians in strengthening their oversight and legislative mandate and preparations for the referendum will be part of phases II and III of the project.

UNMIS Civilian Policing will oversee the security component of electoral assistance including assessment of the security needs of poll workers and voting sites; and for the transportation and delivery of voting materials and transmission of results. Training and support will be provided to the Sudan Police Force, South Sudan Police Service, and state level police with specific focus on ensuring the free participation of marginalized groups, such as women and the displaced, in given communities.

JM priorities under **Strategic Objective 2**: Provision of immediate Institution building support to the NEC including strategic planning, core capacity building and operational support to the NEC once established;

(i) Institution Building Support to the NEC:

As with any newly formed institution, the NEC will require significant support to establish institutional frameworks with regard to capacity of human resources, operational procedures, and material resources. In addition to providing the aforementioned support through strategic planning for recruitment, training and procurement, the project also aims to provide core capacity building training to NEC staff. This will include development and training in a code of conduct for conducting an election; conducting the BRIDGE course; introduction to the ACE network, study tours to other countries, and other opportunities to establish contacts with professional counterparts. Specific attention and support will also be given NEC to promote women's participation in the electoral process with respect to all aspects of the elections process, including accessibility to the voter registration process, location of polling stations, access to information and security.

The NEC will also be assisted in establishing effective communications procedures and channels including a media centre for both monitoring the elections; as well as the production of timely information for voters, parties and the media. Specific support will also be provided to integrate a gender perspective in its political parties, media and other public outreach initiatives. In addition, an integrated communications system that will facilitate communications with decentralized offices and with UNMIS will be installed.

The NEC will also receive support to its continued development beyond the upcoming election event through the implementation of a records-management policy and production of a CD ROM with the support of IDEA for shared learning around elections processes best practice. This activity will be further complemented with the audit and evaluation processes in Phase III of the full electoral support program.

(ii) Selection of Voter Registration System:

The project will assist the NEC in comparative analysis and technical advice to enable the selection of a voter registration system most appropriate for Sudan bearing in mind the presence of a large number of displaced persons in Darfur and the Three Protocol Areas, with consideration of the remote and rural nature of some locations throughout Sudan.

III. Duration of the Plan

This PIP is expected to cover the period spanning **1st May 2008 through February 28th 2009**. During this period, the project document will be further elaborated into a full program document covering the period February 2009 to September 2011, which will include preparations for the referendum on autonomy and self determination for Southern Sudan.

IV. Outputs

The expected result of the project is the implementation of free, transparent and democratic elections organized with the coordinated support of the international community. Outputs for Phase I of the PIP are:

Strategic Objective 1: Implementation of priority activities in the absence of the NEC;

- **Output 1:** Review of legal and regulatory framework to support consistency with international standards and common practices
- **Output 2:** Civic education, media capacity development and domestic observation programs developed and commenced

Strategic Objective 2: Provision of immediate Institution building support to the NEC, once established

- **Output 3:** Capacity development and elections preparations support to the National Electoral Commission

V. Management and Financial Arrangements

V.1. Funding mechanism

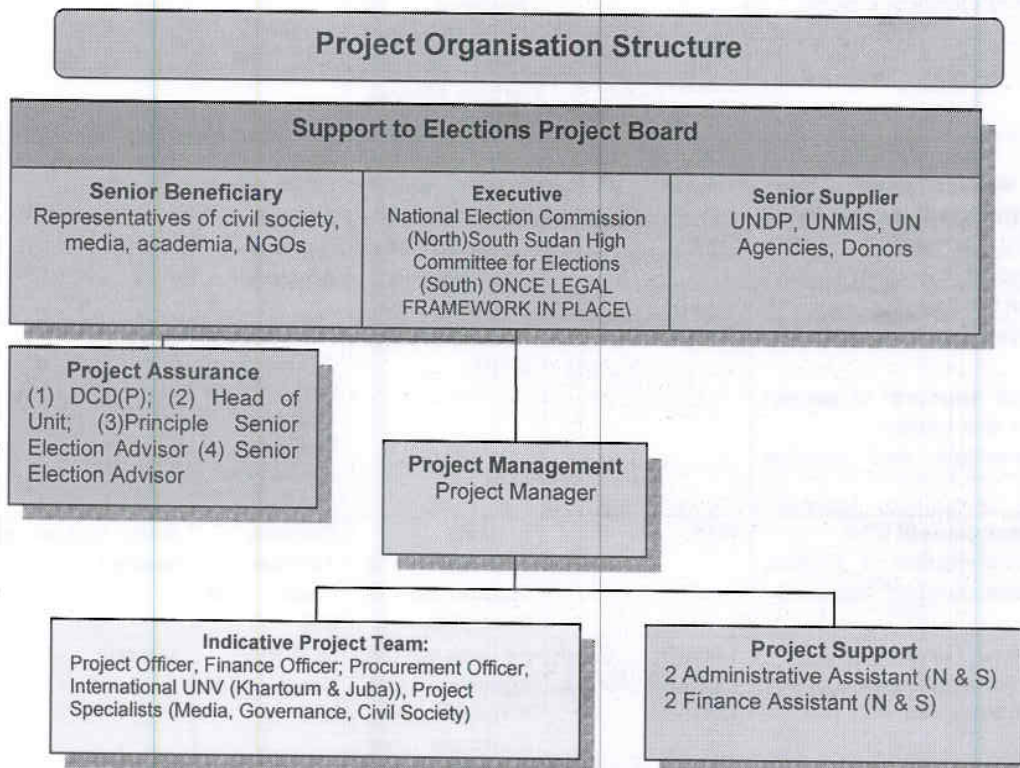
The project is to be funded through cost-sharing contributions. The Elections Basket Fund (EABF) will be activated as soon as the electoral framework and NEC are in place. The EABF will consolidate all donor contributions for electoral assistance for Phases I – III. For the purposes of the PIP, contributing donors will enter into individual cost-sharing agreements with UNDP. Contributions through the fund will be generally un-earmarked and thus applied to the entirety of the project budget and may also be earmarked to output level. The EABF is to be managed by the Project Management Unit (PMU) on a quarterly basis and quarterly work plans reviewed and approved by the Support to Elections Project Board composed of GNU, GOSS, UN Agencies and Donors (see below). Unused project funds may, subject to specific agreements, be carried forward into phases II and III of the project.

V.2. Project Management

The project will be implemented through the PMU headed by a Project Manager⁶, recruited by UNDP, who will oversee implementation. The Project Manager, supported by a team, will be responsible for day-to-day management and decision-making for the project, as well as ensuring that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost. A Principle Senior Elections Advisor⁷ in Khartoum and Senior Elections Advisor in Juba will provide technical support to the project on a day to day basis, and will be part of the core staffing structure of the UNDP CO with primary reporting to the Governance and Rule of Law Head of Unit, and advisory support to the Deputy Country Director (Programmes).

The PMU will be further supported by various program specialists in the UNDP Governance and Rule of Law units in the North and South with the aim of furthering our long-term democratization objectives and to provide full UNDP institutional support. The Principle and Senior Elections Advisors will be the initial core staff recruited for the Support to Elections Project and are tasked in Phase I with further developing the electoral assistance program including Phase II and III and supporting further recruitments as required. The elections advisors will continue to support the programme through phase II and III, reinforcing the cyclical approach to election support.

A *Support to Elections Project Board*, convened by UNDP, and representation from , UNMIS, and Donors will review and approve work plans, budgets, accountability and M & E for the project; and also provide project and policy implementation oversight. Once the legal framework is in place, the NEC established, and EABF activated, the Steering Committee of the EABF will take over the oversight function of the Project Board.



⁶ See TORS in Annex

⁷ See TORS in Annex

V.3. Coordination and Information-Sharing⁸

Forums and Communication mechanisms

Existing and new structures and processes for donor coordination and information sharing will be used to support project implementation. An *Elections Task Force* (ETF) convened and headed by UNMIS Electoral Division will serve as an internal mechanism for coordinating UN agencies' activities and as a centralized information and resolution point. The *Elections Donor Group* in the north and south and their working groups and/or focal points will bring together donor actors and UNDP and provide consensus around strategic policy decisions and receive program updates from working groups and the PMU. The EDG Ambassadors and SRSG will meet on a regular basis to coordinate high-level policy and diplomatic intervention while also engaging with high-level GNU representatives. It is anticipated that a memorandum of understanding between donors and the UN may be entered into clarifying these relationships. A summary is in Table 2 below

Table 2:

Forum/Process	Convenor	Representation	UNDP	Frequency
EDG Ambassadors/ SRSG <u>Role:</u> High-level policy and diplomacy	SRSG	EDG Ambassadors, SRSG	Country Director	Frequency: Monthly, depending on need
Steering Committee on Elections <u>Role:</u> UN internal policy-making in relation to electoral support	SRSG	SRSG, DSRSGs, JSR, Regional Coordinator, Chief Electoral Affairs Officer, UNDP CD	Country Director	Monthly
Electoral Donors Group & Working Groups; South Sudan Electoral Donors Group & Focal Points <u>Role:</u> General coordination and information sharing	EDG & SSEDG chairs	All donors, UNMIS, UNDP, other UN agencies and implementing partners	Deputy CD(P) North & South Elections Advisors	Frequency: Monthly
Elections Support Project Board <u>Role:</u> Review and approval of project work plans and budget Project oversight and decision making	GNU	Donors, PMU & GNU	(1) DCD(P); (2) Head of Unit; (3) Senior Elections advisor, etc.	Monthly
Project Management Unit <u>Role:</u> Implementation of Project, fund management and reporting	N/A	Project Manager & Support staff & Specialists	Elections Advisors Head of Unit	Daily and/or as needed
Elections Task Force <u>Role:</u> Internal coordination of UN agencies intervention	UNMIS Chief Electoral Affairs Officer	All relevant UN agencies and offices in Juba, Khartoum and El Fasher.	DCD (P) Head of Unit	Monthly

⁸ A diagrammatic description of the inter-relationship between forums and processes is contained in the annex to this document

Coordination with the Juba office and sub offices in the field

The project will aim to have an integrated approach between North and South UNDP interventions through both an integrated reporting and management mechanism and regular direct engagement of the implementing teams. To this end, the Senior Elections Advisor in Juba will report directly to the Principle Senior Elections Advisor in Khartoum and will be responsible for maintaining strategic direction in accordance with the agreed framework ensuring interventions are responsive to the particularities of the South including issues of accessibility and security in all respects.. A Project team, such as in the North, will support implementation.

The project will have a direct execution modality (DEX) because there is currently no finalised legal framework for the elections; and thus no national institution mandated to manage the elections process, and insufficient national NGO capacity to deliver programme objectives. Thus, the Procurement, Finance, and IT units of the country office will provide operational support to the project with the attendant accountability procedures. An internal IT mechanism will be set up in order to facilitate the internal access to information and documentation related to UNDP electoral support. A web site on the overall programme and support (North and South) and common mailing lists will also foster internal communication and information sharing.

Coordination within the UN integrated mission framework

To support coordination within the integrated mission framework, UNDP will participate in both the UN Steering Committee on Elections at the policy level and the UN Task Force on Elections at the implementation level. Regular informal contacts have also been established with the Chief Electoral Affairs Officer in UNMIS. The Clarification of Core Responsibilities in the Annex to this document provides detail on the division of tasks between lead and supporting entities, subject to the consideration and policy decisions of the UN Steering Committee on Elections. It is anticipated that a memorandum of understanding will be signed between UNMIS and UNDP to formalise the coordination process.

VI. Monitoring Plan

The Project Management team will submit quarterly narrative and financial reports to the Elections Support Project Board and Donors in conformity with UNDP procedures and subject to the individual cost-sharing agreements.

At the end of the project, a joint final results-based execution report will be produced by UNDP and UNMIS and submitted to donors. A workshop and/or roundtable session will be organized at the end of the project to evaluate its success and reflect on lessons learned.

VII. Risks and Prerequisites

VII.1. Project Related Risks

Risk	Description	Risk Level	IC Response/Mitigation
1. Delays in the formal legal preparatory work to enable parties to participate in elections	Parties are required to register with the Political Party Council – which is yet to be fully operational. Parties themselves have insufficient information on the requirements and necessary action to be taken. Unregistered parties cannot participate.	Medium	<ul style="list-style-type: none"> • The International Community can aid in providing expertise and capacity development to the PPC; • Engage with political parties in creating support for the PPC and information about the requirements of registering.
2. Delays in National Census as basis for information on districts	A national census is essential for elections to enable delineation and determination of voting districts. The Sudan National Census commenced on 22 April, although there have been some constraints in some areas in Sudan because of instability or inadequate support for this national exercise.	Medium	<ul style="list-style-type: none"> • The International Community can support close monitoring of the census exercise including support in ensuring a proper count, good office in case of differences of opinion on the outcome. • Also seek timely and acceptable result of the census that can be used for determining the size and delineation of the districts.
3. Delays in enacting the legal framework	The electoral law remains un-passed thus delaying the mandate for the elections management body – the National Election Commission to proceed with preparations for the election by July 2009.	Medium to High	<ul style="list-style-type: none"> • International Community to seek early adoption, at least during the National Assembly session of April - June 2008 through AEC dialogue, good office, bilateral discussions, expert advise and high level political meetings such as the Sudan Consortium.
4. Delays in the institutional set up of the elections, in particular the National Election Commission	The National Election Commission needs to be established after 30 days upon enactment of the National Election Law. The NEC needs to be independent and sufficiently capable of organizing the executing the elections on a national level.	Medium	<ul style="list-style-type: none"> • The International Community to engage with the GoNU, National Assembly and Parties to expedite the selection and approval of the NEC membership (including through AEC); • The International Community should

			<p>provide technical advice and support to the NEC as soon as practicable;</p> <ul style="list-style-type: none"> • Request the GoNU and NEC to extend an invitation to the IC for election support as soon as possible and commence discussions with GoNU, starting at the Sudan Consortium, on the scope and conditions of support.
5. Delays in release of the financial contributions	The National Census but also other national unity projects have been hampered, in part, from delays in release of funds.	Medium	<ul style="list-style-type: none"> • Work together with the GoNU so set up an appropriate budget estimate for the elections as part of the expert advice; Ensure the setting up of an elections basket fund and pre election fund. • Engage in high level discussions regarding the scope and conditions of financial support commencing at Sudan Consortium. • Encourage GoNU participation in Steering Arrangement of funds which would include clear timelines for the release of funds.
6. Insecurity in certain areas of Sudan, including Protocol Areas and Darfur	Resolution of Abyei is not foreseen in the near future and the area may remain unstable. Census experience shows resistance of national census and elections in the Three Areas. Also Darfur will remain unstable at least in certain areas.	Medium to High	<ul style="list-style-type: none"> • Work through the AEC and bilaterally to encourage solution to Abyei situation; • Support to the JIUs as instrument of stability; • Work with the Special Envoys towards resolution of the Darfur crisis. • Should the situation remain unchanged, plan for far reaching logistical support through the United Nations for the elections; • Work with the GoNU and parties on a

				proactive information campaign on election; • Ensure sufficient international and national long and short term observers on the ground for election monitoring
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VII.2. Prerequisites

Several conditions must be fulfilled during the course of Phase I of the project to ensure Phase I success and the successful transition into the subsequent phases of the electoral assistance programme for the Sudan:

- **Establishment of the legal framework:**
 - Electoral Law: The electoral law is still under discussion in the NCRC. The next National Assembly session is scheduled from April to June 2008, and it is anticipated the law will be passed in this session;
 - National Security Act: the draft is being reviewed by the parties and is to be tabled in the National Assembly;
 - Media Law: drafting is underway by the relevant National Assembly subcommittee.
- **Establishment of Institutions:**
 - The National Electoral Commission and the South Sudan High Committee on Elections: The establishment of this commission is dependant on the enactment of the electoral law; as such, it is anticipated that the Commission will follow on the enactment within the approximate time frame stipulated by the law (one month).
 - The Political Parties Affairs Council: To be established under the provisions of the Political Parties Act. This latter is silent on time frame within which the council must be established.
- **Processes:**
 - Census: By presidential decree, the census is scheduled to commence on April 15th 2008 and last a period of two weeks. Some issues remain unresolved regarding questions on origin and religion, and the North/South allocation of forms.

VIII. Framework of Results and Resources

Expected Result : Institutions, systems and processes of democratic governance are strengthened			
Result indicators including core and targeted activities:			
<ol style="list-style-type: none"> 1. Degree to which electoral laws/rules are consistent with international standards, including a) internal consistency and clarity, b) comprehensiveness, c) degree to which transparency is required, and d) degree of avenue of redress available to electorate; 2. Change in the level of political knowledge and understanding of political system among citizens disaggregated by gender. 			
Partnership Strategy: UNDP/UNMIS will ensure the coordination of interventions of all partners active in supporting the electoral process. A common basket fund will be established. Ann Election Support Project Board composed of GNU, GOSS, Donors and UN Agencies will approve the detailed work plans and budgets and have oversight of the progress of implementation.			
Expected Outputs	Indicators	Indicative Activities	Indicative Budget PHASE I \$USD
Output 1: Review of Legal and regulatory framework for consistency with international standards and common practices			
	<ul style="list-style-type: none"> ▪ Assessment completed ▪ Small grants scheme established 	<ul style="list-style-type: none"> ▪ Joint Electoral Assistance Division and UNDP Needs Assessment Mission 	50,000
		<ul style="list-style-type: none"> ▪ Support to the civil society lobby on media laws 	100,000
		Sub-Total	150,000
Output 2: Civic education, media capacity development and domestic observation programs developed and commenced			
Public Outreach through civil society organizations and civic/voter education and information	<ul style="list-style-type: none"> ▪ Visible Media Campaign ▪ Availability of educational materials 	<ul style="list-style-type: none"> ▪ Technical support and procurement for NEC and civil society organizations to develop civic education plans and appropriate informational materials in various languages and formats for literate and non-literate audiences in the north and south 	200,000
		<ul style="list-style-type: none"> ▪ Support information campaigns through TV, radio, print and civil society led community performances 	100,000

		<ul style="list-style-type: none"> ▪ Support capacity-development training for key stakeholders (political parties, government agents, electoral assistance staff) ▪ Establish small-grants mechanism for NGOs to fund local community initiatives for public outreach 	100,000
		Sub-total	500,000
Voter Information and Education	<ul style="list-style-type: none"> ▪ Voter information & education materials designed and procurement commenced ▪ Media training programme developed and commenced 	<ul style="list-style-type: none"> ▪ Technical support NEC and civil society to develop public information messages and materials for North and South 	60,000
		<ul style="list-style-type: none"> ▪ Support NEC, civil society and media to disseminate posters 	100,000
		<ul style="list-style-type: none"> ▪ Support NEC, media and civil society to broadcast radio election announcements and programs in the north and south 	70,000
		<ul style="list-style-type: none"> ▪ Support NEC, media and civil society to carry out information and sensitization campaigns of voters on the different components of the electoral process in the north and south 	120,000
		<ul style="list-style-type: none"> ▪ Support NEC and civil society to organize voter education workshops at state and county levels 	250,000
		Sub-total	600,000
Domestic Observation	<ul style="list-style-type: none"> ▪ Training for Domestic Observation 	<ul style="list-style-type: none"> ▪ Develop and conduct training programme for domestic observers 	1,500,000
Media training	<ul style="list-style-type: none"> ▪ Media training programme developed and commenced 	<ul style="list-style-type: none"> ▪ Support a series of consultative meetings and roundtable discussions on election campaigning and ethics of the media with editors / publishers to jointly identify needs and strategies to avoid breaches of media ethics 	100,000
		<ul style="list-style-type: none"> ▪ Develop and conduct training a programme for journalists on election campaign, role and ethics of journalists; and provide support for Media Monitoring activities 	1,200,000
		Sub-Total	2,800,000
Output 3: Capacity development and elections preparations support to the National Electoral Commission			

<p>Strategic Planning support to the NEC</p>	<ul style="list-style-type: none"> ▪ Technical Assistance provided 	<ul style="list-style-type: none"> ▪ Technical support to NEC in determining the position descriptions, and organizational charts, staffing levels, physical assets, materials, and budget required at all levels for establishment and ongoing functions of NEC ▪ Technical support to NEC to develop recruitment and training plans for Central office staff and Regional/local office staff 	<p>150,000</p>
<p>Sub-total</p>			<p>150,000</p>
<p>Support to NEC/SSHCE to establish Offices⁹</p>	<ul style="list-style-type: none"> ▪ Procurement of office equipment ▪ Installation of communication systems 	<ul style="list-style-type: none"> ▪ Support to NEC/SSHCE in refurbishment and/or rehabilitation of HQ and sub-office premises ▪ UNDP procurement of office equipment ▪ Support to NEC/SSHCE in equipping NEC/SSHCE Media centres ▪ Assist NEC/SSHCE in the installation of communications systems at NEC HQ and sub-offices 	<p>800,000¹⁰</p> <p>250,000</p> <p>300,000</p> <p>150,000</p>
<p>Sub-total</p>			<p>1,500,000</p>
<p>Institutional Development: Management & Administration Support</p>	<ul style="list-style-type: none"> ▪ Technical assistance in the production of procedural manuals and regulations provided ▪ CD ROM of key election administration resources prepared 	<ul style="list-style-type: none"> ▪ Technical support to NEC/SSHCE to update or establish policies and procedures to ensure the efficient functioning of subordinate offices including communications, information and records management ▪ Technical support to NEC/SSHCE for the development of Communications plans; to develop or update standardized procurement procedures 	<p>150,000</p>
<p>Sub-total</p>			<p>150,000</p>
<p>Elections 2009 Preparations Support:</p>	<ul style="list-style-type: none"> ▪ Identification of required equipment complete ▪ Procurement initiated ▪ Study tours completed ▪ technical advisory support provided for selection of 	<ul style="list-style-type: none"> ▪ Support to NEC/SSHCE in the comparison and selection of voter registration systems through 2 study tours; and technical advisory support ▪ Support NEC/SSHCE to liaise with suppliers to ensure adequate quality and expedited delivery ▪ Agree customs clearance procedures with GNU 	<p>150,000</p>

⁹ All costs to be shared between North and South Sudan EMB offices

¹⁰ Assumption that neither NEC or SSHC have current functional office space

	voter registration system	<ul style="list-style-type: none"> ▪ Technical support NEC/SSHCE to develop a comprehensive operations/logistics plan ▪ Technical Support NEC/SSHCE to develop a procurement plan 	50,000
		<ul style="list-style-type: none"> ▪ Support NEC/SSHCE to determine and secure warehouse space, security, and staffing requirements ▪ Support NEC/SSHCE to establish warehouse procedures 	50,000
		<ul style="list-style-type: none"> ▪ Support NEC/SSHCE in ensuring that persons with disabilities and vulnerable groups have reasonable access to the electoral process 	100,000
		<ul style="list-style-type: none"> ▪ Support NEC/SSHCE to develop and disseminate codes of conduct for electoral staff, political parties, candidates, media, observers and any other electoral actors 	150,000
	<ul style="list-style-type: none"> ▪ Technical support provided for codes of conduct ▪ Technical support provided for tabulation and dissemination procedures development 	<ul style="list-style-type: none"> ▪ Support NEC/SSHCE to update procedures for, and facilitating the counting, tabulation and dissemination of election results and the handling of any election related disputes 	150,000
		Sub-total	450,000
Capacity Development Support	<ul style="list-style-type: none"> ▪ Initial operational training for election officials completed ▪ 1 round of BRIDGE course conducted for core staff ▪ Study tour complete 	<ul style="list-style-type: none"> ▪ Technical assistance to the NEC/SSHCE to update training materials to cover new elements in these elections through the BRIDGE course ▪ Monitoring of training to ensure consistent quality ▪ Coaching of trainers throughout electoral process, and providing feedback to help improve future training 	200,000
		<ul style="list-style-type: none"> ▪ Support to NEC/SSHCE for 1 study tour to electoral offices of country in region 	75,000

	Sub-Total		275,000
Establishment of Project Management Unit	<ul style="list-style-type: none"> ● Recruitment of Principle and Senior Election Advisors ● Recruit national and international staff for North and South Sudan Project Management Units 		400,000
Project Management Unit	<ul style="list-style-type: none"> ● Recruit and pay for staff 		600,000
Cost: Establishment of Project Management Unit and Election Basket Fund	<ul style="list-style-type: none"> ● Provide office supplies and equipment & work space ● Procure 2 vehicles (1 each North/South) ● Ongoing operational costs 		
	Sub-Total		1,000,000
	Grand Total		7,575,000

ANNEX

IA. TORS Senior Election Advisor

Title: Senior Election Advisor
Duration: One year
Post level: ALD 4/5
Date of entry: as soon as possible
Duty station: Khartoum with travel



Background

Improving electoral systems and processes is a key component of the democratic governance work of UNDP. In an effort to provide more substantive policy support to programme countries, capture significant experience and expertise based on UNDP activities worldwide, and synthesize knowledge and maximize its use across the organization, UNDP issued a Practice Note on Electoral Systems and Processes. However, more needs to be done to harness the considerable knowledge and expertise that exist within UNDP, to develop capacities and share knowledge, and to develop specific tools that will help practitioners deliver more effective electoral assistance.

One of the major challenges will be to bridge the gap between “election” and “electoral” assistance—that is, between providing support to the election day per se versus a more integrated and long-term support to electoral systems, processes and institutions which are recognized as the key to more sustainable democratic outcomes. Therefore UNDP is shifting from working primarily on event-specific support (viewing electoral assistance in operational, coordination and resource management terms) to working on longer-term capacity development or on electoral support countries that do not yet have competitive elections (looking at electoral assistance in its broader institutional capacity and political process terms). The challenge then is to apply a shared multi-faceted vision of what, how and why UNDP provides electoral assistance.

Electoral assistance that uses the electoral cycle approach yields longer-term results and provides a better opportunity to address key issues such as capacity development; institutional strengthening; the participation of women and other disadvantaged groups; and the use of appropriate technology in electoral processes. Thinking about elections as ongoing or cyclical activities helps to integrate election assistance into the broader democratic governance agenda. Ideally, an electoral cycle starts at the end of an election and runs through the next election. This does not preclude short-term support to electoral events along the way, but it encourages short-term, election-specific assistance to be programmed in a way that is connected first to other elements of the electoral process and second to the broader democratic governance agenda in a given country. Identifying the different activities and phases of the electoral cycle results in better advance planning and allows for responses to urgent requests for short-term electoral assistance by carefully weighing what can be realistically achieved with short-term assistance and what can be better accomplished through longer-term projects and programmes.

Country context

The Comprehensive Peace Agreement (CPA) and the subsequent Interim National Constitution (INC) of Sudan stipulated that elections should be conducted between January 2008 and July 2009. In January 2008, the two parties to the agreement (NCP and SPLM) will review the feasibility of the dates while keeping in mind that the CPA's clear intention is that they take place no later than July 2009.

A number of actions are defined in the CPA which must take place to provide an enabling environment for elections. These are:

- The passage of a new Political Parties Act;
- The passage of a new Election Law; and
- The establishment of a National Electoral Commission (NEC)

To date, only the Political Parties Act is in place. It is expected that the Election Legislation will pass through the National Assembly before the end of 2007. This implies that the election law will be in place by early 2008 and thereafter the NEC would be appointed.

Elections are to be held concurrently. The Elections will be for:

- President of Sudan
- President of Southern Sudan
- The National Assembly
- The Southern Sudan Assembly
- State Assembly
- State Governors
- Council of States (indirectly through the State Assembly)

UNDP is developing an electoral assistance programme with like-minded partners to support the national authorities in implementing the provisions for the electoral process as outlined in the CPA. UNDP will establish a pooled fund arrangement to financially underpin the joint electoral assistance programme to help strengthen the overall capacity of the National Electoral Commission (NEC), civil society, media, and other agencies critical to the achievement of free and fair elections and improved citizen's participation in the electoral process and understanding of their rights. To support the implementation of the electoral assistance programme, a Programme Management Unit (PMU) will be established within UNDP.

In parallel, Donor development partners have established an informal Electoral Donor Group (EDG) to facilitate dialogue, improve international coordination with the electoral process in Sudan with a view of developing a common approach to electoral assistance. Accordingly an EC-UNDP- DFID Joint Mission (JM) was organized by the EDG. The main objective was to assist the EDG in developing a joint strategy for support to the 2009 elections prior to a joint assessment and formulation mission by the UN Electoral Assistance Division of the Department of Political Affairs and UNDP scheduled for the end 2007 or beginning 2008.

Duties and responsibilities

The Senior Elections Advisor works under the overall guidance of the UNDP Country Director and the direct supervision of the Deputy Country Director (P) in collaboration with the National Electoral Commission (NEC), and the Elections Donor Group (EDG). The Senior Elections Advisor serves as a focal point for the preparation of the entire electoral process, the coordination, and the implementation UNDP programme of assistance. He/she shall be responsible for:

- Supervising UNDP's support to the electoral process including strategic planning, implementation, monitoring of activities;
- Supporting UNDP in its role of Fund Manager of the basket fund established in the context of the project in support of the electoral process;
- Establishing internal capacity of the UNDP office for the management of the support project and contribute to the national capacity building for future elections.

Specifically, the Senior Elections Advisor will:

1. Contribute to mobilization of resources for the elections and maintain excellent relations with development partners;
2. Provide support to national electoral institutions and processes
3. Participate actively in the EDG and any other meeting relating to the electoral process ;
4. Ensure drafting progress and financial reports for submission to the development partners;
5. Ensure conceptualization and production of specific documents, such as newsletters and other instruments for distribution of relevant information related to elections;
6. Perform any other tasks requested by the UNDP senior management.

Competency areas

- 1 - **Leadership:** capacity to supervise a multidisciplinary high-level team and to supervise project activities ;
- 2 - **Technical Support:** Technical knowledge and expertise regarding electoral processes is indispensable ;
- 3 - **Planning and management:** demonstrates a proved capacity for planning and organizing the work the Programme Management Unit.
- 4 - **Communication:** capable of writing clearly and concisely and excellent oral communication skills ;
- 5 - **Team work:** capacity to establish and maintain good working relations with colleagues in multi-cultural environment.

Required skills and experience

- Advanced University degree in the areas of international relations/post-conflict development, political sciences, international law, economics or related discipline.
- At least 10 years of relevant and diversified professional experience in electoral support programmes.
- Fluent in English and able to draft and edit project documents, proposals, correspondence, briefings and speeches in English.
- Able to communicate effectively, verbally and in writing with a wide range of people within UNDP, Governments, donors, and UN agencies.

- Knowledge of UN/UNDP operations and programmes; familiarity with UNDP programme execution rules and regulations is an asset.
- Communicates effectively with staff at all levels of the organization.
- Able to handle confidential and politically sensitive issues in a responsible and mature manner.
- Applies protocol appropriately.
- Excellent computer skills.

IB: TORS Project Manager

Title: Election Assistance Project Manager
Duration: One year
Post level: ALD 4
Date of entry: as soon as possible
Duty station: Khartoum with travel

The Project Manager works under the overall guidance of the Elections Project Board and is supported by the Principle Senior Elections Advisor on a day to day basis.

Overall responsibilities: The Project Manager will run the project on a day-to-day basis on behalf of the Project Board within the constraints laid down by the Board. The Project Manager is responsible for day-to-day management and decision-making for the project. The Project Manager's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

S/he shall be responsible for:

- Managing the PMU;
- Ensuring UNDP's rules and regulations are applied in the management of projects and for producing regular narrative and financial progress;
- Supervising international and national project staff associated with the project.

Specific responsibilities include:

Overall project management:

- Manage the realization of project outputs through activities;
- Provide direction and guidance to project team(s)/ responsible party (ies);
- Liaise with the Elections Assistance Project Board or its appointed Project Assurance roles to assure the overall direction and integrity of the project;
- Identify and obtain any support and advice required for the management, planning and control of the project;
- Responsible for project administration;
- Liaise with any suppliers;

Running the project

Mobilize goods and services to initiative activities, including drafting TORs and work specifications;

- Monitor events as determined in the Monitoring & Communication Plan, and update the plan as required;
- Provide support to national electoral institutions and processes
- Manage requests for the provision of financial resources by UNDP, using advance of funds, direct payments, or reimbursement using the FACE (Fund Authorization and Certificate of Expenditures);
- Monitor financial resources and accounting to ensure accuracy and reliability of financial reports;
- Manage and monitor the project risks as initially identified in the Project Brief, and submit new risks to the Project Board for consideration and decision on possible actions if required; update the status of these risks by maintaining the Project Risks Log;
- Be responsible for managing issues and requests for change by maintaining an Issues Log.
- Prepare the Project Quarterly Progress Report (progress against planned activities, update on Risks and Issues, expenditures) and submit the report to the Project Board and Donors;
- Prepare the Annual review Report, and submit the report to the Elections Assistance Project Board;
- Based on the review, prepare the AWP for the following year, as well as Quarterly Plans where required

Closing the Project

- Prepare Final Project Review Reports to be submitted to the Elections Assistance Project Board;
- Identify follow-on actions and submit them for consideration to the Project Board;
- Manage the transfer of project deliverables, documents, files, equipment and materials to national beneficiaries;
- Prepare final CDR/FACE for signature by UNDP and the Implementing Partner.
- Perform any other tasks requested by the UNDP senior management.

Competency areas

1. **Leadership:** capacity to supervise a multidisciplinary high-level team and to supervise project activities ;
2. **Technical Support:** Technical knowledge and expertise regarding electoral processes is indispensable ;
3. **Planning and management:** demonstrates a proved capacity for planning and organizing the work the Programme Management Unit.
4. **Communication:** capable of writing clearly and concisely and excellent oral communication skills ;
5. **Team work:** capacity to establish and maintain good working relations with colleagues in multi-cultural environment.

Required skills and experience

- Advanced University degree in the areas of international relations/post-conflict development, political sciences, international law, economics or related discipline.

- 5 to 7 years of relevant and diversified professional experience in electoral support programmes.
- Fluent in English and able to draft and edit project documents, proposals, correspondence, briefings and speeches in English.
- Able to communicate effectively, verbally and in writing with a wide range of people within UNDP, Governments, donors, and UN agencies.
- Knowledge of UN/UNDP operations and programmes; familiarity with UNDP programme execution rules and regulations is an asset.
- Communicates effectively with staff at all levels of the organization.
- Able to handle confidential and politically sensitive issues in a responsible and mature manner.
- Applies protocol appropriately.
- Excellent computer skills.

IIA TORS Steering Committee on Elections

UNITED NATIONS  NATIONS UNIES

United Nations Mission in Sudan

UNMIS

Steering Committee on Elections

The Steering Committee on Elections is the UN policy-making body on electoral affairs in Sudan, bringing together senior UNMIS and UNAMID leadership and representatives of UN agencies involved in electoral support activities to ensure that the United Nations provides integrated electoral support under the leadership of the Special Representative of the Secretary General.

United Nations Security Council Resolution 1590 (2005) sets out the UNMIS mandate on electoral support as follows:

4.(x): To provide guidance and technical assistance to the parties to the Comprehensive Peace Agreement, in cooperation with other international actors, to support the preparations for and conduct of elections and referenda provided for by the Comprehensive Peace Agreement.

In fulfillment of the Security Council mandate and the long-term program goals, plans, and commitments of UN agencies, the Steering Committee on Elections will

- monitor national progress towards implementation of provisions related to elections and referenda in the CPA, DPA, and subsequent agreements;
- provide policy guidance on UN support to elections and referenda; and
- define the scope and thrust of United Nations support for electoral activities in Sudan and the nature of United Nations engagement with Sudanese authorities on electoral matters.

The Steering Committee's composition will be as follows:

Chair:	SRSG UNMIS
Co-Chair:	PDSRSG UNMIS
Members:	DSRSG/HC UNNMIS
	DJSR UNAMID
	Regional Coordinator, Southern Sudan
	UNDP Country Director
	UNOPS Country Director
	Chief Electoral Affairs Officer

Secretariat: UNMIS Electoral Division

The Steering Committee will initially meet monthly. More frequent meetings will be called as required. Principals may designate appropriate alternates. Membership will be adjusted as necessary throughout the electoral cycle.

Task Force on Elections Terms of Reference

The Task Force on Elections is the principal coordination mechanism for the UN's support of the electoral process in Sudan. The Task Force brings together representatives of UNMIS, UNAMID, and the other UN offices involved in electoral support activities to ensure that the UN responds in a coordinated manner to the policy directions from the Steering Committee on Elections.

United Nations Security Council Resolution 1590 (2005) sets out the UNMIS mandate on electoral support as follows:

4. (x): *To provide guidance and technical assistance to the parties to the Comprehensive Peace Agreement, in cooperation with other international actors, to support the preparations for and conduct of elections and referenda provided for by the Comprehensive Peace Agreement.*

In fulfillment of the Security Council mandate and the long-term program goals, plans, and commitments of UN agencies, the Task Force on Elections will

- advise and support the Steering Committee on Elections on the development of policy on electoral issues in Sudan;
- monitor and report to the Steering Committee on Elections on progress towards implementation of provisions related to elections and referenda in the CPA, DPA, and subsequent agreements; and
- ensure timely and coordinated UN response to requests for support from the National Elections Commission or any of the referendum commissions in conformity with policy guidance from the Steering Committee on Elections.

The Task Force's composition will be as follows:

Chair: Chief Electoral Affairs Officer
Members: UNDP: Senior Electoral Advisors
UNOPS
JMST
Heads of Civil Affairs (UNMIS, UNAMID)
Heads of Public Information (UNMIS, UNAMID)
Heads of Political Affairs (UNMIS, UNAMID)
Heads of Human Rights (UNMIS, UNAMID)
Gender Advisers (UNMIS, UNAMID)
UNMIS DMS
Rep of UNAMID DMS
Head of UNV Support Unit

UNMIS Security
Electoral: OIC Juba
Electoral: OIC El Fasher

Secretariat: UNMIS Electoral Division

Similar bodies will be established at regional level (Juba and El Fasher) and, eventually, local level to ensure adequate coordination among offices at those levels.

Task Force meetings will initially be monthly during the planning phase, increasing with frequency as we move towards and into implementation, with individual ad hoc meetings as necessary.

Principals may designate appropriate alternates. Membership will be adjusted as necessary throughout the electoral cycle.

IIC: TORS Support to Elections Project Board

United Nations Development Programme



Draft Terms of Reference

Elections Assistance Project Board – Elections Assistance Basket Fund Steering Committee

A *Support to Elections Project Board* convened by UNDP and representation from, UNMIS, GoNU and Donors and Civil Society and shall initially oversee the finalization of the Elections Assistance programme – approving work plans and budget. Project Board decisions will be made in accordance to standards that shall ensure best value to money, fairness, integrity transparency and effective international competition

Once the legal framework is in place, including establishment of the National Electoral Commission (NEC); the Elections Assistance Basket Fund will be activated, with Election Basket Fund Steering Committee assuming responsibility for the oversight function of the Project Board.

The EABF is to be managed by the Project Management Unit (PMU) on a quarterly basis and quarterly work plans reviewed and approved by the Support to Elections Project Board, and later the EABF Steering Committee.

Specific roles of the initial Board and eventual Steering Committee are:

- ✓ Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
 - ✓ Address project issues as raised by the Project Manager;
 - ✓ Provide guidance and agree on possible countermeasures/ actions to address specific risks;
 - ✓ Provide ad-hoc direction and advice for exception situations, and assess and decide on project changes through revisions;
 - ✓ Conduct regular meetings to review the Project Quarterly Progress Report and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
 - ✓ Approve annual work plan; and
 - ✓ Based on the approved annual work plan (AWP), review and approve project quarterly work plans and budget plans when required, and authorize any major deviation from these agreed quarterly plans; and
 - ✓ Ensuring financial accountability and M & E for the project, and
 - ✓ Provide project and policy implementation oversight and ensure resources are committed
 - ✓ Appraise the Project Annual Review Report, make recommendations for the next AWP
-
- ✓ Assure that all project deliverables have been produced satisfactorily;
 - ✓ Review and approve the Final Project Review Report, including lessons-learned;
 - ✓ Commission project evaluation where required.

Composition: The Project Board and EABF Steering Committee's composition will be as follows:

Chair: To be selected by the Board

Co-Chair: To be selected by the Board

Members: National Electoral Commission and South Sudan High Committee on Elections representation
Principle Senior Elections Advisors - UNDP
Chief Electoral Affairs Officer - UNMIS Representative
Election Donor Group Co-Chairs
UNDP Country Director
Civil Society representation

All members of the Election Donor group are ex-officio members of the Steering Committee, and contributing members may vote. Membership may be adjusted as necessary throughout the electoral cycle.

Secretariat: UNDP Project Management Unit

Frequency of Meetings: Monthly. More frequent meetings will be called as required. Principals may designate appropriate alternates.

III: Summary of Political Parties Development Project and the Good Governance and Equity in Political Participation Projects

Support to Political Parties

The overall objective of the political party assistance project, which has started in early 2008, is to contribute to developing and strengthening of the political parties in Sudan to perform as effective actors of democratization and good governance, trusted by voters, representative and responsive to public needs and concerns, engaged in public debate, well equipped to support government and a constructive opposition, thus playing an effective and representative role in the elections as agreed in the Comprehensive Peace Agreement (CPA) of 2005. The activities to be implemented include: technical training on effective organizational structure, planning effective electoral processes and how to engage in advocacy efforts with the parliament. The assistance will address the specific needs of parties to build a strong base for democratic organizations.

The expected results are: a) better understanding by political parties of their role as catalysts of political change, democratic reform, peace building, and socio-economic development; b) increased knowledge among political parties about electoral processes; c) better working relationship among political parties as the first step towards alliance- and coalition formation for electoral and governance purposes; d) a critical mass of party cadres who are able to conduct training (within their own party structures) in key areas of party development.

Good Governance and Equity in Political Participation

Building the capacity of women and promoting partnerships between women and men contributes to achieving the political reform that was emphasized in the Comprehensive Peace Agreement (CPA). In addition, the Joint Assessment Mission (JAM) stressed the need to promote public participation and political accountability, and increased representation, participation and inclusion by women in the legislative and constitutional systems and their participation at all decision-making levels in conflict resolution, peace-building and post-conflict reconstruction. In an attempt to turn these principles and recommendations into a reality, UNDP, with the support of the Netherlands Government, launched the project "Good Governance and Equity in Political Participation in Post Conflict Sudan" in September, 2005. The main objective of the project is to contribute to good governance based on partnerships between men and women in the political sphere – partnerships that are instrumental in realizing human rights and achieving sustainable peace and development.

The specific objectives are:

- To enhance the capacities of potential Sudanese women leaders and institutions impacting women's political participation;
- To raise the awareness of the Sudanese public regarding good governance principles and the importance of the political participation of women;
- To improve the conditions for gender-sensitive policy reform and formulation in order to achieve political participation by women.

IV. Clarification on Roles and Responsibilities amongst UN Agencies

UN Agencies Collaboration

 Lead Agency

The lead agency is responsible for initiating, managing (including procurement processes) and ensuring completion of the intervention

 Support Agency

The support agency shall provide technical support in consultation with the lead agency in accordance with policies established by the Steering Committee on Elections

TASKS	LEAD/ SUPPORT AGENCY				
	UNDP	UNMIS	UNOPS	UNIFEM	UNFPA
PHASE I: March 2008 – Jan 2009					
<i>Pre-Voting Preparations</i>					
Legal and Policy Framework					
Constitution					
Legislation					
1. <u>Policy Analysis</u> - Comparison of the legal and regulatory framework to international standards and common practices					
2. <u>Researching and advising</u> on the likely impact & operational options based on the cumulative international experience of the UN electoral experts					
Electoral System and boundaries					
1. Support to the NEC in determining electoral boundaries					
2. Selection of Voter registration system					
✓ Developing specifications for electoral materials, with an emphasis on sustainability and accessibility					
Institutional Support: National Election Commission					
1. <u>Policy Framework</u> : Updating or establishing subordinate regulations to guide the electoral process					
2. <u>Strategic Planning</u> : Determining the staffing, physical assets, materials, and budget required at all levels to administer the elections with an emphasis on sustainability					
✓ Budget consolidation and core staffing needs					

TASKS	LEAD/ SUPPORT AGENCY				
	UNDP	UNMIS	UNOPS	UNIFEM	UNFPA
✓ Election materials, equipment, and registration and polling staff					
3. Establishing Electoral Commission Offices ¹¹					
✓ Refurbishment and/or rehabilitation					
✓ Establishing a NEC Media centre					
✓ Procurement of office equipment, including general communications as required					
4. Codes of Conduct					
✓ Facilitating the development and dissemination codes of conduct for electoral staff, political parties, media, observers and any other electoral actors					
✓ Facilitating the development and dissemination codes of conduct for electoral workers and candidates					
5. Updating or establishing procedures to ensure the efficient day to day functioning of subordinate offices in accordance with good general management practices					
6. Updating or establishing procedures to ensure the efficient functioning of registration and polling stations in accordance with the electoral law and timely reporting/response procedures for NEC offices and HQ					
7. Updating procedures for and facilitating the counting, tabulation and dissemination of election results and the handling of any election related disputes					
8. Developing a comprehensive operations/logistics plan including:					
✓ Election Calendar – a time table of all critical tasks to ensure that the elections can be held on-time					
✓ A comprehensive list of potential registration and polling sites					
✓ Procurement plan – to ensure the timely arrival of equipment and materials					
✓ Communications plans and protocols to ensure the timely and efficient handling of mission-critical information					
✓ Movement plans to ensure that staff, equipment, and materials are transported as necessary					
9. Procuring the equipment and materials required for the elections including:					
✓ Developing or updating standardized procurement procedures to ensure that purchases reflect good value for NEC					
✓ Liaising with suppliers to ensure adequate quality and expedited delivery					
✓ Working with Government officials to streamline customs clearance procedures					
✓ Determining warehouse space, security, and staffing requirements					
✓ Establishing warehouse procedures to ensure efficient and timely handling and delivery of equipment and supplies					

¹¹ To the extent the UNMIS co-locate with NEC then they shall be involved in rehabilitation - particularly in security arrangements

TASKS	LEAD/ SUPPORT AGENCY				
	UNDP	UNMIS	UNOPS	UNIFEM	UNFPA
10. Developing recruitment and training plans, including preparing or updating of materials for					
✓ Central office staff [BRIDGE course]					
✓ Regional/local office staff [BRIDGE course]					
✓ Registration/Polling staff					
11. Facilitating communication of state and local offices with the NEC and of NEC with appropriate UNMIS offices on election related issues ¹²					
✓ Installation of UNMIS communications facilities					
12. Developing and implementing information and records management policies and procedures to ensure that the institutional memory of these elections is available to those organ sing future elections in Sudan					
Security					
1. Assessing the security environment to ensure the safety of assets and personnel throughout the electoral process					
Training & Education					
1. Operational Training for election officials					
✓ Delivery of training to Registrars, Poll workers (ToT, monitoring of training to ensure consistent quality, coaching of trainers throughout electoral process, and providing feedback to help improve future training)					
✓ Ensuring that persons with disabilities have reasonable access to the electoral process					
2. Developing Public information/ voter education plans and appropriate informational materials in various languages and formats					
3. Civic education					
✓ Civil Society organizations and citizen education					
4. Voter Information					
✓ Delivery of public information messages and materials related to the elections (e.g. posting of posters, broadcast radio announcements and programs)					
PHASE II January 2009 - July 2009					
Operations					
Registration and Nominations					
1. Voter Registration					
✓ Updating databases and developing new databases as needed(voter registration)					

¹² Installation of communication equipment at NEC offices

TASKS	LEAD/ SUPPORT AGENCY				
	UNDP	UNMIS	UNOPS	UNIFEM	UNFPA
2. Observer Accreditation					
✓ International observer accreditation					
✓ Domestic observer support for accreditation					
○ Training of observers; production of Arabic and English CD-ROM; ACE network					
○ Agreeing benchmarks for minimum standards of acceptable outcome					
3. Political Parties & Candidates					
✓ Ensure that political parties and candidates receive critical information and instructions to facilitate their participation in the electoral process					
✓ Party registration, candidate nomination					
✓ Capacity building for women candidates					
✓ Support to Political parties					
Electoral Campaign					
1. Campaign Coordination					
✓ Support for the establishment of democracy centres available for use both by political parties and civil society groups for civic education and observation					
2. Breaches & Penalties					
✓ Support to formal and informal Electoral Dispute Resolution Mechanisms (EISA)					
✓ Support to Conflict Resolution and Conflict Management activities					
✓ Support for determination of complaints ¹³					
3. Media Access					
✓ Journalist Association cross-learning in the sub-region					
✓ Specific training in election reporting that promotes free and fair elections					
✓ Support to Media Monitoring activities					
Voting Operations & Election Day					
1. Voting					
✓ Delivery of registration and/or polling kits to difficult to access-locations					
2. Observer Accreditation					
✓ Facilitating information and logistical support requests from international observers acting under section 1.8.7 of the Power Sharing Protocol					
✓ Domestic observer logistical support					
3. Special external voting					

¹³ If the determination of complaints requires quasi – judicial proceedings; NEC shall be supported to ensure fair administrative and legally supportable hearings

¹⁴ UMIS plans currently unknown will coordinate in task force

TASKS	LEAD/ SUPPORT AGENCY				
	UNDP	UNMIS	UNOPS	UNIFEM	UNFPA
Verification of Results					
1. Official Results					
✓ Support for transmission of results					
2. Complaints & Appeals					
Support to institutional complaints mechanism					
3. Tabulation of Results					
✓ Support for tabulation of results					
4. Recovering assets following the elections					
PHASE III July 2009					
Strategies					
Post Election					
1. Audits & Evaluations					
✓ Participatory post-election assessment exercise (grassroots to national)					
2. Institutional Strengthening & Professional Development					
✓ Legal Reform					
✓ Archiving & Research					
3. Voters' Lists Update					
Preparation for referendum [TO BE ELABORATED]					

V. Coordination and Accountability Mechanisms for the Elections Support Project

