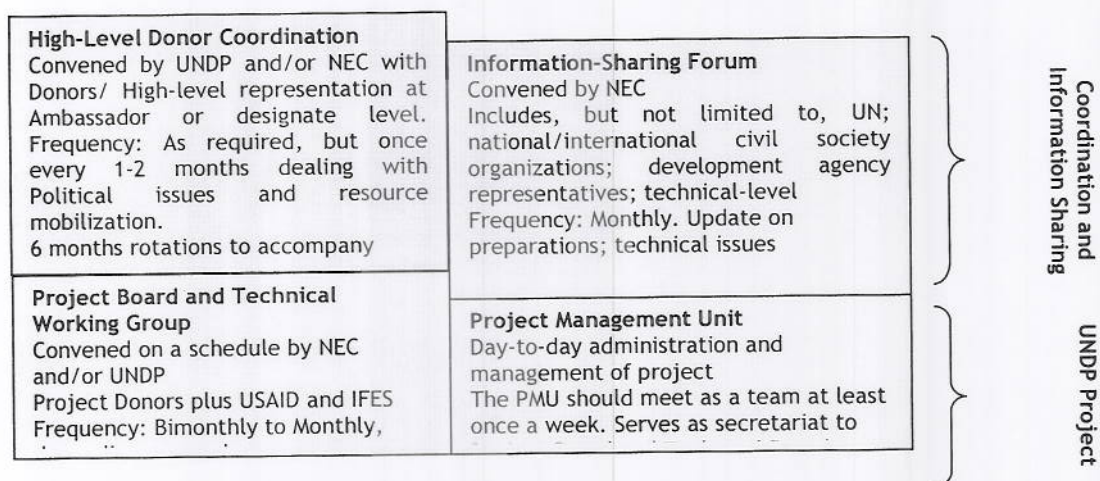


**PART V: MANAGEMENT ARRANGEMENTS**

The project will be directly implemented (DIM) by UNDP Liberia in consultation with its partners. The project will be coordinated by a Project Manager, recruited by UNDP, who will oversee implementation. The Project Manager 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. The Project Manager will be assisted by short-term advisers who will be fielded as needed as part of project teams (see Figure 1 for this structure).

The project will follow the best management model for an electoral assistance project receiving pooled funding from several donors which is the two-tiered management structure as indicated in the UNDP Electoral Assistance Implementation Guide<sup>1</sup>. This model foresees a two-tiered management structure that would provide for a policy or technical oversight committee to ensure the project remains on track and on budget, and a day-to-day Project Management Unit that can implement the project and report to the Steering Committee (Project Board). The PMU will be established within the NEC that would allow for easier interactions with the NEC and the IFES technical team as well as mutual transfer of knowledge between the IFES, the UNDP and the NEC, which is the driving actor for the organization of the electoral process.

To supplement these project-specific management tools, it is necessary to make sure that the donor coordination and stakeholder coordination forums function well. The shape of the two coordination mechanisms and two management bodies suggested are as follows:



An overall **Donor Coordination Mechanism** that includes heads of donor agencies – both those contributing to a common basket fund and those contributing to the elections through bilateral or other means – and should be co-chaired by UNDP and the NEC. This forum would be an important part of donor coordination, with the emphasis on high-level policy dialogue, collaboration and information-sharing and also broaden other components of potential democracy-building programmes.

A **Stakeholder or Information-Sharing Forum** should be convened by the NEC approximately on a quarterly basis. The invitees would typically include all organizations working in the election field as well as relevant officers within donor agencies. The purpose of the forum would be to ensure common knowledge on election activities, harmonization and ‘leveraging of synergies’ and to avoid duplication of

<sup>1</sup> <http://www.undp.org/governance/docs/Elections-Pub-EAGuide.pdf>



programming. The agenda would include an update from the Electoral Management Body on election preparations and related issues and short presentations from each group on their activities followed by general discussion on nominated or emerging issues.

**A Project Board (PB)** The Project Board is the overall authority for the project and is responsible for its initiation, direction, review and eventual closure. The PB is the highest authority of the project responsible for making on a consensus basis management decisions for the project when guidance is required by the Project Manager. PB project reviews will be made at regular intervals or as necessary when raised by the Project Manager; these are expected to be more frequent (and sometimes, as frequent as once a month) in periods of peak activity. The PB will be co-chaired by UNDP and the NEC, even though UNDP remains the Project Executive. It will meet at least bi-monthly and more frequently nearer to the Election Day as needed.

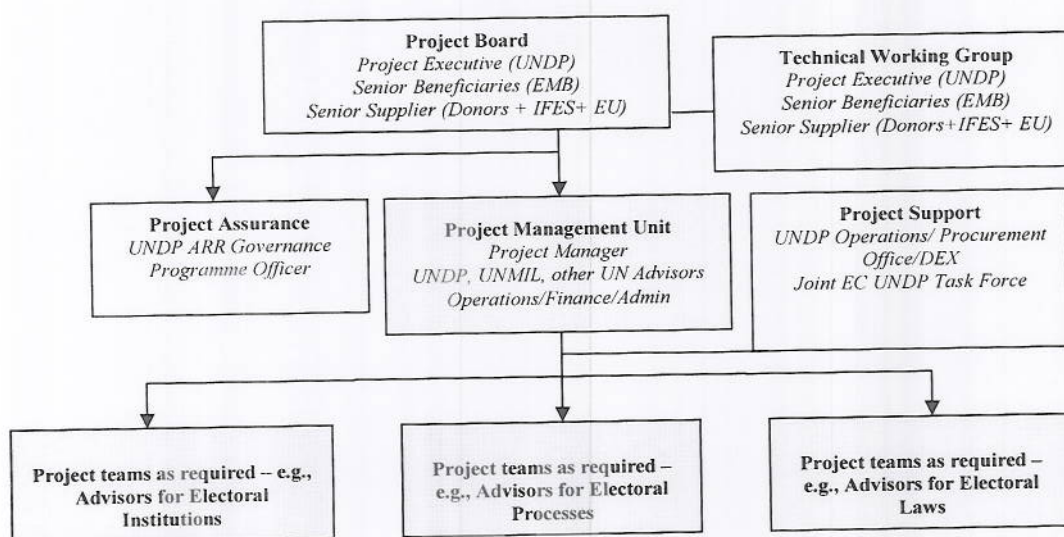
**A Technical Working group (TWG)** will be formed within the PB and can include the respective technical staff of the donors plus the representatives of the NEC and the IFES and other beneficiaries as relevant. The Project Board will be tasked with preparing issues for discussion and iron out in advance any outstanding controversial issues. In this context, different development partners can be given the lead in following specific component of the basket related to electoral support. The TWG will be chaired by the UNDP and will meet at least monthly and more frequently nearer to the Election Day as needed.

**A Project Management Unit (PMU)** will be the dedicated unit that administers and manages the basket. The PMU will be responsible for the day-to-day running of the project and will serve as a Secretariat to the PB. In addition to the PMU and PB, the project would also seek a wider stakeholders' forum, chaired by the NEC, which would bring together representatives of the donor community, national stakeholders and assistance providers to exchange information on a periodic basis. PMU staff should include experts with proven previous comparative experiences in electoral assistance and biometric registration process. The selection of experts shall be done in collaboration and in agreement between UNDP Country Office, the NEC and of all the donors contributing to the UNDP managed basket fund. A specific support can be provided by the United National Electoral Assistance Division and by the Joint EC-UNDP Task Force both maintaining rosters which can serve as source for pre-selection of experts. The selection will be carried out in conformity with requirements of competitive review and diverse applicant tools following UNDP rules and regulations. UNDP agrees that clearance for the selection of experts shall be provided in an expeditious manner and the selection of the entire set of experts required may be completed at different stages in order to allow the immediate implementation of the project.

The proposed project management structure is captured in **Figure 1** below. The boxes in yellow represent component parts of the project office or Programme Management Unit (PMU), and the boxes in white represent components of the UNDP Country Office, UNMIL or other UN entity. The project teams would offer temporary 'in and out' advisory services to help deliver key results under the project and would be located within the project office/PMU.



**Figure 1: Project Management Arrangements**



Regardless of reporting lines, all advisors working to implement the project should be coordinated by the Project Manager. The advisors will be coordinated in terms of delivery of project activities and outputs by the Project Manager but will retain their reporting and supervisory lines, through their intermediate supervisors, to the Deputy Special Representative of the Secretary-General for Recovery and Governance who is currently in the reporting line of both UNDP and UNMIL advisors in particular. Day-to-day coordination, supervision and performance assessment will need to be carefully done using the joint programming principles and practice as a guide. The UNDP and UNMIL advisors should regularly update their institutional management (e.g., Democratic Governance Unit and Political, Policy and Planning Section, respectively), which will still have a performance assessment role in their work with the Project Manager.

The Project Manager will report to the PB which, as indicated above, comprises the following members:

- Project Executive: DSRSG/UN Resident Coordinator or delegated representative
- Senior Supplier: Representatives of the development partners contributing to the project plus USAID and the IFES
- Senior Beneficiary: Representative of the NEC (and other beneficiaries invited as relevant)<sup>2</sup>

There is also a need in the project organization for a means of assessing all aspects of the project's performance and products which are independent of the Project Manager. This is the project assurance that will be the responsibility of the designated Programme Officer and the Head of the Governance Unit of UNDP Liberia. The project will receive the support and follow up from the EC and UNDP's members of the Joint EC UNDP Task Force on Electoral Assistance<sup>3</sup>.

<sup>2</sup> Other beneficiaries such as political parties, civil society organizations or the media may be invited to attend Steering Committee meetings or the project may wish to convene planning meetings with them separately.

<sup>3</sup> The JTF is formed by EC and UNDP staff dealing with Electoral Assistance at HQ levels among Brussels, New York and Copenhagen and soon in Ghana, Dakar, Johannesburg and Bangkok. The overarching purpose of the JTF is to further strengthen and facilitate the EC-UNDP partnership in the electoral assistance field and aims to improve the overall efficiency and adherence of the projects to the common EC/UNDP strategic approach. The focus of the JTF is to provide identification, formulation and implementation support for joint EC-UNDP projects on electoral assistance whenever needed and requested by EC Delegations and/or UNDP Country Offices. The Specific support that the JTF will provide include: Operational Guidance



The Project Manager will create teams responsible for the implementation of the three components of the project: electoral institutions, electoral processes and electoral laws. The size and number of teams will depend on the needs felt by the Project Manager during implementation. According to the activities described above in the project components, it is expected that there will be a need for the following expertise:

- **Legal Advisor:** to support the process of legal review as well as interpret the implications of ongoing legislative and constitutional reform (long-term)
- **Gender and Elections Advisor:** to provide technical guidance and advice, inputs for gender mainstreaming in the electoral processes/cycle; provide guidance to NEC, Political Parties and oversee implementation of gender and women specific activities and conduct gender training and activities within the NEC (long-term)
- **Voter Registration Specialist:** to support the NEC in the next voter registration exercise and provide policy advice on future voter registration options (periodic)
- **Boundary Delimitation:** to help the NEC in navigating the current process of boundary delimitation (short-term)
- **Information and Communications Technology:** to assist the NEC in the training, upgrading and maintenance of the Data Center, installation of the WAN and other needs (short-term)

There may also be scope to make use of United Nations Volunteers during the election events to work with the NEC Magistrates of Elections in the conduct of presidential, legislative and local elections.

## **PART VI: PROCUREMENT**

Over the years, UNDP has developed an extensive understanding and experience in providing technical assistance and support to the conduct of democratic elections, through either UNDP headquarters or its country offices. UNDP has become a major actor in the procurement of electoral materials, ranging from ballots and ballot boxes, to ink, stationery and digital voter registration equipment. In addition, UNDP has recently increased its focus on the crucial pre-polling period of planning and budgeting for procurement of electoral material.

UNDP has reinforced the procurement function and related higher-level advisory services by revamping and restructuring the Procurement Services Office in New York and Copenhagen. One unit deals directly with elections, the Global Procurement Unit (GPU), which represents the operational arm of procurement. At the same time GPU has an integrated Special Advisory Team (SAT) on elections, covering advisory services.

GPU/SAT will provide, on request, support and assistance to UNDP and ECZ on planning and budgeting, on-site training and, in most cases, targeted exploratory procurement assessment missions. The staff of the SAT Elections seek to raise awareness that procurement has a much larger scope than generally acknowledged. The most commonly experienced obstacles and risks in electoral procurement preparations are the decisions on implementation methodologies, development of technical specifications and terms of reference, time constraints, insufficient budgets for procurement needs and national ownership and capacities.

Furthermore, UNDP/GPU hold Long Term Agreements (LTAs) for the most strategic and essential electoral materials. The purpose of the LTAs is to ensure efficiency in the procurement turn-around time and to limit repetitive tendering exercises within the boundaries of UNDP procurement rules and

---

and implementation strategies Liaison and Interactions with the different services involved, at headquarters and field level, throughout the operations cycle to ensure the application of the recommended quality standards.



regulations. LTAs also provide guaranteed quality assurance and quality control, as well as the benefit of economy of scale, both in terms of products and logistics.

The project will procure goods and services using UNDP rules and regulations and if deemed necessary the support of UNDP/GPU/SAT (with staff in Copenhagen and Johannesburg) will be sought. All funds that are advanced to implementing agents shall be accounted for within fifteen days prior to the end of the quarter. The Auditor General or her/his appointed agent would audit the accounts of the project at the end of the year. The Executing Agent and Implementing Agent will have the responsibility of following up the recommendations of the audit.

## **PART VII: MONITORING FRAMEWORK AND EVALUATION**

Monitoring and evaluation will be undertaken in accordance with standard UNDP policy ([http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/documents/full\\_draft.pdf](http://stone.undp.org/undpweb/eo/evalnet/docstore3/yellowbook/documents/full_draft.pdf)). UNDP will produce quarterly progress and financial reports according to standard UNDP procedures and format, and/or as required by the UNDP Country Office. The project office/PMU will report quarterly or when needed to the Project Board. In terms of external evaluation, the UNDP Country Office has the option of including the project within the scope of one of the country office's mandatory outcome evaluations or of conducting a traditional project evaluation.

Tracking of the achievement of benchmarks/indicators for each activity will monitor the performance of the project. The project activities will be closely monitored by UNDP Country Office. To this effect a Programme Officer from the Governance Unit will backstop the project and support the Project Manager, PMU and the NEC in planning and monitoring project outputs. The mechanisms that will be used to monitor the annual work plan will include:

- Quarterly progress report, technical and financial report prepared by the PMU/project office;
- Annual progress report, technical and financial report prepared by the PMU/project office at the end of the year;
- Field visits undertaken jointly by donors, the NEC and the United Nations; and
- An outcome or project evaluation.

## **PART VIII: RISKS AND MITIGATION STRATEGIES**

Overall, there are three broad categories of risk factors envisaged that could bear directly on prospects for the successful implementation of this programme. The first set of risk factors relate to the broader political landscape, its evolving nature, and especially the set of core electoral reform imperatives that are currently under consideration. Strictly speaking, these factors are exogenous to the programme, but they pose important risks to programme implementation. They include notably the following:

- how the recommendations of the TRC report are ultimately managed
- the speed with which the Threshold Bill receives presidential consent, and the relevant Hand Bill published
- the extent to which any contentions around the boundary delimitation exercise are successfully managed
- the outcome of political negotiations around the proposed set of elections-related constitutional amendments, and the speed with which these are done



- the nature of political discourse and decisions relating to the referendum, and the success with which a referendum exercise (if it comes to be held) is undertaken.

The second category of risk factors is internal to programme implementation, especially the speed with which crucial programme-operations decisions and actions are taken, as well as the extent, quality and management of both internal and external coordination. Regarding external coordination and particularly partnership with complementary programmes, the most crucial would be the USAID-funded and IFES-implemented programme on Building Sustainable Elections Management in Liberia. The final risk category relate to the sustainability of programme interventions and results. The matrix below highlights the estimation of risk levels for each of these factors, and the mitigation measures to be employed.

Risk factor	Level	Mitigation
<b>Broader political risk factors</b> <i>Risks associated with the management of the TRC report, threshold bill, boundary delimitation exercise, electoral law review/constitutional amendments, referendum etc (as explained above)</i>	Medium - High	Although these factors are generally exogenous to the programme, because of the direct impact they have on programme interventions and outcomes, the programme will be leveraged for extensive advocacy and high level dialogue with Government, NEC, Parliament, political parties, CSOs and other key stakeholders to broker consensus and fast-track desired actions
<b>Programme implementation risks</b> <i>Delays in implementation and poor deliverables</i>	Low	Dedicated PMU established within NEC to drive implementation Streamlined processes and procedures within UNDP for timely actions to meet pressing needs Follow results-based planning approach jointly developed and agreed with key implementing partners Managing and monitoring quality results through agreed milestones
<i>Weak internal and external coordination</i>	Low-medium	Clearly defined and well composed Technical and Steering Committees, which will meet regularly for share information, and provide technical support and oversight to the programme To the extent possible, joint planning between the PMU and the IFES team will be undertaken USAID/IFES to be co-opted into the Programme Technical and Steering Committees
<i>Poor stakeholder buy-in and/or perception of the programme vis-a-vis the broader electoral issues</i>	Low	Regular engagement of key programme stakeholders, especially the media and CSOs on various programme and broader electoral issues by institutionalizing a stakeholder information-sharing forum
<i>Delayed funding from cooperating</i>	Medium	

<i>partners and government</i>	Low	Bridge-financing through UNDP
<i>Exchange rate fluctuations</i>		The Trust fund budget will be maintained in US dollars
<b>Sustainability risks</b>	Low	Capacity building is placed at the centre of all interventions PMU and technical assistance will be fully embedded in NEC, with clearly defined and agreed counterpart arrangements Programme design is done through the lens of the Electoral Cycle Approach, enhancing prospects a for post-electoral programme of support in the framework of a Deepening Democracy-type programme

#### **PART VIII: LEGAL CONTEXT**

The country programme action plan shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Liberia and the United Nations Development Programme, signed by the parties on 27 April 1977. Revisions may be made to this project with the signature of the UNDP Resident Representative only, provided he or she is assured the other signatory of the project have no objection to the proposed changes, in the case of revisions which do not involve significant changes in the immediate objectives, output or activities of the project, but are caused by the rearrangement of inputs already agreed to or by cost increases due to inflation.