

Government of Saudi Arabia

United Nations Development Programme

Technical Support to Municipal Elections and Post Elections in the Kingdom of Saudi Arabia

2004-2006

Brief description

The UNDP/EAD assisted programme aims at providing technical support to the Ministry of Municipal and Rural Affairs MOMRA in organizing municipal elections within the kingdom of Saudi Arabia. In addition UNDP will provide post election assistance in the form of a capacity development programme for the municipal councils and the municipal administrations as part of the MOMRA.

The technical support programme for elections will assist in a) building national and institutional capacities in electoral processes including voter and civic education; b) providing policy advice and support on electoral management and implementation; and c) providing training to electoral official at all levels as well as elected and appointed council members.

Moreover, the technical support programme for post election will provide assistance in a) supporting the development of a national strategy for municipal councils, municipal administration and finance, b) training of municipal council members, c) supporting the process to enhance municipal investment and its move towards Pro-Poor Municipal PPP policies and practices.

Part I. Situation Analysis

In October 2003 the Council of Ministers announced its intention to re-enact the 1979 municipal law, with modifications, as in restructuring municipalities by consolidating regional municipal administrations that were in place in some areas provinces to be part of the provincial capital municipality, creating provincial municipalities, while at the same time reviving the municipal council's section of the law, by having half of the members elected, and the remainder being appointed including the Mayor. Accordingly, the government's longer term intention, as reflected in HM the King opening speech to the third annual session of the Shoura Council in May 2003, is to increase citizens' participation in electing officials for each local and provincial assembly to reach a level representing third of the members of the national Consultative Council, incrementally, over a period of four to five years.

In June 2004 the government of Saudi Arabia requested, through the Secretary General of the UN, technical assistance and support in organizing the municipal elections. The Electoral Assistance Division of the Department of Political Affairs (EAD/DPA) dispatched a Needs Assessment Mission (NAM) in mid July to assess and identify the technical assistance requirements and needs which could be offered within the context of an integrated programme for the Kingdom. The EAD mission concluded that the UN would be able to assist the Kingdom and fulfil its needs as outlined afterwards in this document.

Elections are not new to Saudi Arabia since municipal elections were previously held during the late 50's-early 60's. However in the intervening period there have been no elections. Whilst in 1979, a new municipal law was legislated to reorganize municipal administration, while on the other hand it was partially not implemented, in regards to establishing elected municipal councils.

In this context, the decision to create municipal councils with elected members, according to the 1979 law, should be seen as part of the Kingdom's grand reform process that includes political, economic and social reforms. The process of political and administrative reform started in the early 90's with the compilation of different decrees and laws into one Basic law for governance (Constitution) that is based on and governed according to Shari'a (Islamic law). The Basic law, introduced in 1992, constitutes the basis on which the kingdom is governed and the rights and obligations of both the state and citizens are managed. The Law defined the division of power between the King, and the three branches of government Judicial, Executive/Legislative and Consultative authorities subject to the provision that the King is the ultimate source of power for all.

Consequent to the Basic Law of 1992, the Consultative Council (Majlis Al-Shoura) was inaugurated in 1993, with the primary function to provide advice to HM the King. In practice the Council is able to initiate legislation and review domestic and foreign policies of the government. Any government action not approved by the Council has to be referred back to HM the King; hence the King remains the final arbiter of state affairs. The total numbers of the council members including the speaker is 120 and are all appointed by HM the King and represent a wide mix of religious leaders, business and professional men, academics and ex-government officials.

As for local governance, in 1994 the Provincial Law established Thirteen Provincial Councils

with the goal of focusing attention on developing the various regions within the Kingdom. Each provincial council is chaired by the governor and is made up of heads of districts and municipal services, local tribal leaders, prominent merchants and local elites. In 1996, the heads of government agencies were added in order to enhance coordination of government services and infrastructural provision and reporting to the Ministry of Interior on the quality and level of service provision.

While the establishment of municipal councils is already considered as an advanced move compared to other assemblies and councils comprised fully with elected members, still half of the council's seats will be filled by appointed members. It is understood that the intent behind this process of appointed members is to ensure, in the interim period, that there will be sufficient qualified and competent members so as to provide effective governance. In this respect the forthcoming municipal elections are seen as a test and, if successful, in future all municipal council seats may well be filled through elections. The same could be said regarding other levels of regional and national assemblies. In addition it would be important to note that municipal councils to be formed will be confined to the jurisdiction and mandate of the Ministry of Municipal and Rural Affairs, and will not substitute nor overlap the role of the provincial or district councils at the local level.

With the new municipal councils established the roles and responsibilities of municipalities and their relationship with other local institution would need to be reviewed and put into a new perspective of more move towards a comprehensive urban management system for large cities and regional oversight for rural, which would include the revision of administration and financial rules and regulation, policy development, and investment moving towards a more decentralised model of administration, budgeting and financing.

Part II. Strategy

The Arab Human Development Report 2002 concludes that Arab countries need to embark on rebuilding their societies on the basis of full respect for human rights and human freedoms as the cornerstones of good governance, leading to human development.

In this context, governance can be seen as the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences. Good governance is, among other things, participatory, transparent and accountable. It is also effective and equitable and it promotes the rule of law. Good governance ensures that political, social and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision-making over the allocation of development resources.

Consequently and according to the Needs Assessment Mission report (NAM), The Kingdom of Saudi Arabia could benefit from UNDP's technical support in preparing for and organizing the municipal electoral process. Moreover, the report concluded that time is of essence in conducting and organizing an effective, credible and efficient electoral process. Insufficient



time is the harbinger of serious difficulties, raising the distinct possibility of serious adverse public perception.

It must be stressed, however, that institutional and governance reform is complex and multidimensional process. It involves understanding and addressing an exceptionally broad range of challenges, and it cannot be achieved simply by changing laws and regulations. Without the strong and sustained commitment of leaderships and the free assent of peoples, it will not deliver its full benefits while noting that the twin pillars of governance reform are a competent state and an active civil society. Thus the reform agenda can be conceptualized as requiring: (a) reform of the essence of governance: i.e. state institutions; and (b) activating the voice of people to achieve higher levels of human development.

Consequently, the UNDP/EAD assisted programme will render technical support in the following main areas of assistance which aims at providing direct support to a) the civic and voter education campaign, b) evaluation of planning, design and implementation process that would lead to advising on appropriate and corrective measures both in the short and longer term, c) Providing training of senior staff in one of the internationally well established electoral institutions, and providing middle managers and their subordinates with field training on various approved electoral processes covering a wide spectrum of pre and post electoral activities and programmes that starts with registration and concludes with actual voting.

Meanwhile, the registration process has been decided and publicly announced to start in November after the Eid of Ramadan holidays, as a first phase of three stages for the introduction of elections in the Kingdom at large, which implies that the election process will continue until the end of 2005. The first step in any registration process is usually to start early on with a civic and voter education programme for at least a number of weeks before the physical enrolment process takes place.

Civic and voter education are overlapping yet distinct processes. Voter education is aimed at potential voters and is an important element in developing an environment within which free and fair elections can take place. Civic education, on the other hand, is aimed at citizens at large in order to sensitize them on their rights, roles and responsibilities within a democracy. It is particularly important in the context of the Kingdom, where for the first time in more than three decades elections is being organised.

Voter education takes place to assist the election administration in its task of delivering a credible and cost effective election, and an effective voter education programme, which is focused on the technical aspects of the election and aimed at encouraging people to make free choices, can prevent violence and intimidation particularly during the campaign and on election day.

Accordingly, and in the context of Saudi Arabia a civic education campaign presently being prepared by the election committee. This campaign will need to be launched as early as possible to help in reducing any confusion regarding the election process including voter and candidate registration. Other areas would be candidate awareness programme as part of the civic education, where brochures, seminars, and workshops to some extent should be offered.

In the short-term the programme will provide technical support in civic education to assist in the implementation of the planned civic education campaign prepared by the election committee. Also, the programme aim will seek to develop capacity in civic education within MOMRA; this will be facilitated through forming a national team from MOMRA with the support of international expertise.

In addition the programme will provide direct technical support in the form of policy advice to the executive election committee by conducting full and detailed analysis of the current planning, design and implementation process of municipal elections. As for the long-term the programme will aim, as in the civic education area, to develop the municipal electoral capacity within MOMRA to help in being ready for the next elections in 4 years.

Moreover, the programme will provide capacity building support in the form of training to national staff at different levels including senior management and executives. A 2 week training programme in internationally well established electoral institutions will be provided to a group of national executives with election responsibilities. Also the programme will cater for providing training for trainers at national and provincial levels to train local electoral officials on nationally approved electoral processes.

Another area of capacity and institutional strengthening that will be focused on is Public Information and Public Relation officials who will be provided with civic education training. Nominees and candidates once registered and approved will be provided with specially designed workshops and seminars informing them on the election process as well as rights and responsibilities.

As for post election assistance two main areas will be focused on, the first is developing a new strategy and vision for municipal management and administration that would revise and recommend new financial arrangements for municipalities and defines the roles and responsibilities of the municipalities and the municipal council on one side and its relationship with other public, private and civil bodies. The second is developing a new municipal investment policy that would build on best experiences in Public Private Partnership models and try to adapt them to the Saudi context.

In addition, study tours will be provided for at least 30 new council members to visit well established local councils in both developing and developed democracies including the Arab region. Plus a workshop will be held in every province addressing their roles and responsibilities.

Part III. Management Arrangements

The project will be nationally executed by the Government represented by MOMRA with support from UNDP, and the Electoral Assistance Division (EAD) of the UN Department of Political Affairs (UN DPA), providing and coordinating electoral assistance.



The MOMRA will be responsible on behalf of the Government for the overall management of the project and is primarily responsible for the planning and overall management of the project activities, reporting, accounting, monitoring and evaluation of the project and for the management and audit of the use of the Government resources for the project. It will be fully managed by the National Project Director (NPD) in accordance with the TOR provided in Annex (B) and will be subject to UNDP's Procedures for National Execution. All coordination arrangements will take place under the sanction of MOMRA.

The primary aim for selecting such arrangement is to develop and enhance existing institutional capabilities whenever feasible as the fundamental step in assuring continuity and sustainability of project initiatives after project completion.

The estimated budget of **(US \$1,465,391)** should be deposited with UNDP either in full or in scheduled increments. Thereafter, payments for items identified in the project matrix (budget) will be made by UNDP after receiving disbursement instructions from MOMRA. A financial report will be submitted annually and at the end of the project to MOMRA for the purpose of review and endorsement. In the event that both parties decided to close this project and certain funds remained unutilized, UNDP will return the unutilized balance, after clearing all contractual commitments, to MOMRA or extend the project for another period depending on the preference of MOMRA.

The budget is subject to review as needs arise and there is enough flexibility to transfer among project budget sub lines.

Part IV. Monitoring and Evaluation -

1. The project will be subject to tripartite review (TPR, joint review by representatives of the Government of Saudi Arabia – MOMRA and UNDP) at least once every 12 months, the first such meeting to be held within the first 12 months of the start of full implementation. The National Project Director shall prepare and submit to each review meeting a Project Annual Report (APR). Such review meetings can also be arranged to coincide with the one of the project steering committee meetings. Progress reports can also be prepared to highlight specific components or to meet with reasonable frequency additional reporting requests.
2. Following the initial joint review, the project may also be subject to additional, interim reviews of specific components or component progress toward selected outputs at six-month intervals, because of the innovative nature of the project. The need for such interim review, and its organization, terms of reference and precise timing will be decided after consultation between the parties to the project document.
3. The project shall be subject to a mid-term evaluation approximately 7 months after the start of full implementation. The purpose of the evaluation will be to capture results, lessons learnt and to reinforce project successes and partnership for the next phases. The organization, terms of reference and exact timing of the evaluation will be decided after consultation between the parties to the project document, plus any associated UN agency. Funds have been included in the budget for an international and national consultant team to perform the mid-term evaluation.

Part V. Legal Context

This project document shall be deemed to be the instrument referred to as such in Article 1, paragraph 1, of the Standard Basic Assistance Agreement between the Government of the Kingdom of Saudi Arabia and the United Nations Development Programme signed by the two parties on 3 Muharram 1396 (4 January 1976). For the purposes of the Standard Basic Assistance Agreement, the Government executing agency will be the Government Cooperating agency mentioned in that Agreement.

The following types of amendments may be made to the original Project Document, even if they are signed only by the UNDP Resident Representative, provided the latter is assured that all other signatories of the Project Document have no objections to the amendments:

- Revisions in or additions to, any of the project outputs/activities or any of the Annexes of the Project Document.
- Revisions which do not result in a major changes in the project's immediate objectives or outputs, and which are attributable to a reordering of the activities or inputs in order to improve the realization of the objectives or the outputs.
- Mandatory annual revisions made to reorganize the provision of already scheduled inputs, re-phase the delivery of agreed project inputs, to reflect an increase in the cost of expert services or other services due to inflation.

VI - RISKS

For this project, the most critical of risks would be:

Delays in recruitment - This project may not achieve the predicted results unless recruitment happens in a timely manner. This will require the availability of the staff needed in addition to meeting all the requirements needed for the tasks indicated.

Lack of coordination - The lack of overall coordination could result in key stakeholders not being informed of program plans and later slowing progress; mistiming of critical events that need to be properly orchestrated, this risk can be addressed by the creation of the Project Coordination Committee, but also by the recruitment of a Project Management Officer. This person will be responsible for monitoring the progress of the programs to assure their coordination.



SUPPORT FOR MUNICIPAL ELECTIONS IN SAUDI ARABIA SAU10-

Intended Outcome as stated in the Country Results Framework:				
1. Creation of an enabling environment for SHD				
Sub Goal 3: Increased social cohesion based on participatory local governance and stronger local communities and institutions.				
Outcome indicator as stated in the Country Programme Results and Resources Framework, including baseline and target.				
1. Local authorities and community representatives in rural and urban areas involved in planning and management of development activities, including the provision of public services.				
Applicable MYFF Service Line:				
2.3 Electoral systems and processes				
2.6 Decentralization, local governance and urban/rural development				
Partnership Strategy				
Focus Areas/Intended Outputs	Output Targets for (years)	Indicative Activities	Inputs	Total US\$
PROJECT OBJECTIVE 1: Support the election committee in conducting and managing the 2005 municipal elections				
Civic Education				
<i>Effective and comprehensive voter education programmes delivered by the Election Committee, leading to a tangible level of citizen participation in the electoral process.</i>	2004-2005	Review and evaluate current programme developed by MOMRA.	Senior voter education advisor for 1 week	7,283
		Comment on the content of the messages its relevance in addition to issues of accessibility, availability	Senior voter education advisor for 1 week.	0
		Identify any gaps in programme and propose adjustments, additional technical resources, and training needs	Senior voter education advisor.	4,283
		Develop any needed specific programme or detailing of any current ones. i.e candidacy awareness	Senior voter education advisor 1 week	4,283
				4,283

		Provide direct support to PA, PI teams	Senior voter education advisor ongoing for 2 months	55,679	
		Short-term Advisory services provided	Short term consultants recruited for specific tasks		
			Subtotal	131,072	
				202,600	
Electoral advisory services <i>The administration and management of the electoral process is substantially improved, and reflects recognized international electoral standards, thus reducing the any distrust of the electorate in the process.</i>	2004-2005	Conduct a full analysis and evaluation of current election plans, design and implementation process. Advising additional technical resources and training needed	Senior Electoral advisor 1 week		
		Advising on appropriate corrective action both in the short and longer term.	Senior Electoral advisor 1 week	6,996	
		Adjusting time lines and identifying the interlinks between the different activities	Senior Electoral advisor 1 week	5,996	
		Provide direct technical support to Executive committee	Senior Electoral advisor Ongoing	0	
		Provide Support to the development of an IT voter registration system	Senior IT Electoral advisor	57,679	
		Short-term Advisory services provided	Short term consultants recruited for specific tasks	21,845	
					109,226
				Subtotal	201,743
Training					

The professional skills of the election officials have been enhanced, and this has successfully contributed improved performance during the voter registration process and in administering the voting process.

2004-2005

Providing training of senior staff in one of the well established electoral institutions,	2 senior officials sent to South Africa for Electoral training	11,404
Providing a training for trainers workshop targeting provincial and local electoral officials on the different approved process starting with registration until day of voting.	3 electoral trainers providing 1 workshop a week for 4 weeks	62,236
Training for PI and PR officials	2 PI and PR trainers providing 1 workshop a week for 2 weeks	22,132
Workshops and seminars for candidates	2 Civic education trainers providing 1 workshop a week for 6 weeks	57,623
Study tours for at least 30 new council members to visit well established local councils in both developing and developed democracies, and the Arab region.	providing for a study tour for 2 weeks	174,001
Providing workshops for council members at provincial level addressing their roles and responsibilities.	3 trainers providing 13 workshops 1 week for each	149,088
	Subtotal	476,483

PROJECT OBJECTIVE 2: Support MOMRA in post election to develop of a new vision and strategy for municipal management and finance

Post-Election		
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<i>An institutional framework analysis for the municipal sector is developed</i>	2005	Support policy makers in conducting analyzing the municipal sector	Long-term Senior Advisor on Local administration and finance	217,151
<i>Municipal investment and PPP policy developed</i>		Support policy makers in conducting producing the new municipal investment and PPP policy	Long-term Senior advisor on PPP	217,151
			Subtotal	434,301
Monitoring and Evaluation A lesson learned document has been produced and disseminated to different partners.	2005	Programme evaluation	Programme evaluation expert for 2 months	39,834
			Subtotal	39,834
	TOTAL			1,354,961
	Contingencies	5%		67,748
	Total			1,422,709
	UNDP CO	3%		42,681
GRAND TOTAL	Grand Total			1,465,391

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9/14/2004

SIGNATURE PAGE

Country: Kingdom of Saudi Arabia

UNDAF Outcome(s)/Indicator(s):

Expected Outcome(s)/Indicator (s): Local authorities and community representatives in rural and urban areas involved in planning and management of development activities, including the provision of public services.

Expected Output(s)/Indicator(s): Creation of an enabling environment for SHD, Sub Goal 3: Increased social cohesion based on participatory local governance and stronger local communities and institutions.

Implementing partner: (designated institution) Ministry of Municipal and Rural Affairs MOMRA

Other Partners: Electoral Assistance Division (EAD) of the UN Department of Political Affairs

Programme Period: 2004-2006
Programme Component: _____
Project Title: Technical Support to Municipal Elections in the Kingdom of Saudi Arabia
Project Code: SAU 10
Project Duration: 24 months

Total budget:	\$1,465,391
Allocated resources:	_____
• Government	\$1,465,391
• Regular	_____
• Other: (including in-kind contributions)	_____
○ Donor	_____
○ Donor	_____
○ Donor	_____
Unfunded budget:	_____

Agreed by (Government): H.E Dr. Abdulaziz bin Abdullah Al-Khuwaiter,
The Minister of Municipal and Rural Affairs a.i,

Date / /

A.A. Khawaiter

Agreed by (UNDP): El-Mostafa Benlamlah,
UN Resident Coordinator UNDP Resident Representative,

Date 19/09/04

[Signature]

Appendix A: Annual Work Plan

Year 2004-2005

EXPECTED OUTPUTS & MONITORING ACTIVITIES	Key Activities	TIMEFRAME				RESPONSIBLE PARTNER	PLANNED BUDGET	
		Q1	Q2	Q3	Q4		Source of Funds	Amount
Effective and comprehensive voter education programmes delivered by the Election Committee, leading to a tangible level of citizen participation in the electoral process	Review and evaluate current programme developed by MOMRA.					UNDP/EAD	Policy Advice	\$ 7,283
	Comment on the content of the messages its relevance in addition to issues of accessibility, availability					UNDP/EAD	Policy Advice	0
	Identify any gaps in programme and propose adjustments, additional technical resources, and training needs.					UNDP/EAD	Policy Advice	\$4,283
	Develop any needed specific programme or detailing of any current ones. i.e. candidacy awareness					UNDP/EAD	Policy Advice	\$4,283
	Provide direct support to PA, PI teams					UNDP/EAD	Policy Advice	\$ 55,679
	Short-term Advisory services provided					UNDP/EAD	Policy Advice	\$ 131,072
	Conduct a full analysis and evaluation of current election plans, design and implementation process. Advising additional technical resources and training needed					UNDP/EAD	Policy Advice	\$6,996
	Advising on appropriate corrective action both in the short and longer term.					UNDP/EAD	Policy Advice	\$ 5,996
	Adjusting time lines and identifying the interlinks between the different activities					UNDP/EAD	Policy Advice	0
	Provide direct technical support to Executive committee					UNDP/EAD	Policy Advice	\$57,679
The administration and management of the electoral process is substantially improved, and reflects recognized international electoral standards, thus reducing the any distrust of the electorate in the process.	Provide Support to the development of an IT voter registration system					UNDP/EAD	Policy Advice	\$21,845
	Short-term Advisory services provided					UNDP/EAD	Policy Advice	\$109,226
	Providing training of senior staff in one of the well established electoral institutions.					UNDP/EAD	Training	\$11,404
	Providing training for trainer's workshop targeting provincial and local electoral officials on the different approved process starting with registration until day of voting.					UNDP/EAD	Training	\$62,236
	Training for PI and PR officials					UNDP/EAD	Training	\$22,132
	Workshops and seminars for candidates					UNDP/EAD	Training	\$19,207
	TOTAL							303,730

Appendix B

1. NATIONAL PROJECT DIRECTOR (NPD)

The National Project Director (NPD) is the executive director of the project and bears primary responsibility for the successful execution of all project activities. This person is expected to serve full time and shall be fully committed to the day-to-day tactical management of this project. He will manage closely all project work activities and shall be responsible for ensuring that all work remains consistent with project objectives and the project document, and will carry out the following activities.

Technical responsibilities

- provide overall technical leadership for project activities.
- Present/represent the project in high level events, policy discussions, etc
- identify national consultants to be used on the project.
- collaborate with UNDP/EAD in evaluating short lists of all international consultants for the project.
- develop plans in coordination with UNDP/EAD for all international study tours and training that will use international instructors.

Managerial responsibilities

- recruit and hire all senior staff to be devoted to the project.
- establish regular communication procedures with the leaders of all work groups convened for the project.
- review and approve final TOR for all work activities with the respective work group leaders.
- review and approve all senior staff assignments and national consulting agreements, and to execute work agreements and contracts for all national project professional and administrative personnel.
- monitor all expenditures and ensure the project proceeds in compliance with UNDP budget and accounting guidelines.
- prepare the annual work plan and budget.
- prepare quarterly progress reports to UNDP.
- consult with the project advisors, individually or as a group, on technical matters.
- consult with UNDP/EAD if it appears significant changes are required in how any work activities are assigned and accomplished.

Pre-Qualifications

- the NPD is expected to make a commitment to lead this project for its full term of the duration of the programme, on a full-time basis.
- the NPD must have a minimum of three years experience in a line management position where he has demonstrated the ability to lead teams of professionals from diverse backgrounds in non-routine activities.

Duty Station and Duration

This position will be located in Riyadh at the project office assigned by MOMRA and full-time term. Travel is expected both within Saudi Arabia and on occasion to international locations for study tours. The NPD is expected to make a commitment to serve the full term.

