



Election Support Project 2010
The Government of Tanzania and the
United Nations Development Programme

Project Document

Project Title	Election Support Project 2010
UNDAF Outcome(s):	Strengthened democratic structures and systems of good governance and the application of human rights
Expected CP Outcome(s):	Strengthened political, parliamentary and electoral systems that enhance effective participation and representation, bearing in mind gender consideration, and greater political tolerance, oversight and credible elections
Expected Output(s):	<ol style="list-style-type: none">1. Electoral Management Bodies (EMBs) able to plan and manage the electoral process effectively,2. Voter education initiatives mobilized to ensure that voters, particularly women and marginalized groups, are educated on the registration and voting process in time to vote3. Political parties able to contribute to ensuring the transparency of voter registration, monitoring of the elections events, effective election conflict resolution, and to support female candidates4. Key print, radio and TV media publishers and journalists are able to report transparently and without bias on the electoral process5. Key civil society networks and specialized organizations supported to enhance participation and promote fairness in the electoral process6. Electoral Management Bodies supported with capacity and resources to effectively coordinate Elections Observation missions7. Electoral Management Bodies and other key stakeholders supported in the promotion of a secure and peaceful environment during the electoral process
Implementing Modality:	Direct Implementation by UNDP Tanzania

Key Responsible Partners: National Electoral Commission (NEC), Zanzibar Electoral Commission (ZEC)

Other Participating Parties: Civil Society Organizations, Political Parties, Media Organizations, Police and security management organs, Ministry of Home Affairs, UN Department of Political Affairs (UN-DPA), Development Partners (DPs) and other UN agencies

Brief Description

In accordance with provisions of the Constitution of the United Republic of Tanzania and the Revolutionary Government of Zanzibar, the United Republic of Tanzania’s fourth national and legislative election will be held in 2010. In the periods between elections, the country has taken significant steps to consolidate democracy. Recognizing that capacities for the conduct of elections in the United Republic of Tanzania require further strengthening for increased transparency, participation and quality, the Government of Tanzania supported by UNDP and other Development Partners have developed this Project of dedicated electoral support to the preparation, management and conduct of the election event. This Project will build on and complement on-going activities to consolidate democracy in Tanzania including the Deepening Democracy in Tanzania Project (DDTP). The Electoral Support Project (ESP) is designed to complement the National election activities and resources that are being planned by the National Election Commission and the Zanzibar Election Commission. The ESP’s main goal is to further strengthen national capacities for the implementation of free, fair and credible elections, with a focus on strengthening the national leadership of Electoral Management Bodies (EMBs) and engagement of political parties, media and other civil society, as well as national security management institutions, in contributing to this overall goal. The Project will be governed by a multi-stakeholder steering committee with quality assurance support from technical committees. The Project will be directly implemented by UNDP through a dedicated Project Management Team as well as additional short term technical consultants as required. Financial support will be provided through a basket modality governed by direct cost sharing arrangements between UNDP and contributing partners.

Project Period:	2009-2011
Key Result Area (Strategic Plan):	Democratic Governance
Atlas Award ID:	
Start date:	June 2009
End Date:	30 June 2011
LPAC Meeting Date:	2 nd April 2009
Management Arrangements:	UNDP Direct Implementation (DIM)

Estimated resources required	25,719,140
Pledged resources (approx. amounts in USD):	
UNDP/ Regular:	1,000,000
DFID/UK	9,833,000
Sweden	6,500,000
EC	3,800,000
Finland	2,800,000
Netherlands	1,400,000
Denmark	1,000,000
Norway	1,000,000
Switzerland	1,000,000
<i>Government of Tanzania **:</i>	
Total Approx. Resources Pledged:	28,300,000
** The ESP is a complementary initiative to the overall election programme by the government through the EMBs with an approximate total budget of 100 MUSD.	

June 2009

Agreed by (Government of Tanzania):

Permanent Secretary,
Ministry of Finance and Economic Affairs

R. M. KHIJJAH
Name

R. M. Khijjah
Signature

24/06/09
Date

Chair
National Election Commission

LEWIS MUKINA MAKAME L. MUKAME
Name

L. Mukame
Signature

15/6/09
Date

Chair
Zanzibar Election Commission

KHATIB M. K. MWINYICHANDE
Name

K. M. Mwinychande
Signature

15.06.09
Date

Agreed by (United Nations Development Program):

Resident Coordinator of the UN System and
Resident Representative of UNDP

oscar fernandez-tarazona
Name

[Signature]
Signature

15 June 2009
Date

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1 SITUATION ANALYSIS

1.1 Background

The United Republic of Tanzania is a two-party union between Tanganyika and Zanzibar and is located in East Africa. The territory covers 945,000 square kilometers and has a population of 36¹ million inhabitants of which over 50% are women. The country is divided into 26 regions and 124 districts, 232 Constituencies, 134 Councils, 2,552 Wards² and 287 Shehia's³. The post-independence period was characterized by competitive multiparty politics where three political parties⁴ dominated Tanganyika politics and another three parties⁵ competed on the Zanzibar isles. Single-party politics were adopted by the two territories following independence of Tanganyika in 1961 and the Revolution on Zanzibar in 1964. The two territories joined in a political and economic Union in 1977 and the two main political parties TANU and ASP merged to form Chama Cha Mapinduzi (The Revolutionary Party). Multiparty politics were reintroduced in the country in 1992 following the recommendations of a Presidential Commission.⁶

In accordance with the constitution of the United Republic of Tanzania and the Constitution of Zanzibar four types of civic elections are held on a five year cycle namely: 1) Union Presidential, 2) Union Parliamentary, 3) Councilor and 4) Grassroots elections⁷. In addition to the union elections, Zanzibar conducts three elections: 1) President of Zanzibar, 2) House of Representatives and 3) Councilors. The National Electoral Commission (NEC) oversees the two Union election processes and Councilor elections, while the grassroots elections are managed by the Prime Minister's Office Local Government (PMO-RALG). On Zanzibar the Zanzibar Electoral Commission (ZEC) supervises and coordinates all three electoral processes.

1.2 Political Landscape

To a large extent Tanzania's political system provides for free and fair competition for power and the promotion of democratic governance. Political rights are clearly provided for in the National Constitution, and other safeguard mechanisms have also increased since 1992, including the increasingly independent judiciary and parliament. The right to vote⁸, and to be voted for⁹, form part of the body of political rights enjoyed by Tanzanian citizens and elections are held every five years.

The United Republic of Tanzania (URT) will hold its next Presidential and Parliamentary Elections in October 2010. This will be the fourth multiparty election since 1992. Currently there are a total of 17 registered political parties who are expected to take part in the polls in 2010. These include the five currently represented in the National Assembly namely; Chama Cha Mapinduzi (CCM), Civic United Front (CUF), United Democratic Party (UDP), Chama cha Democrasia na Maendeleo (Chadema) and Tanzania Labour Party (TLP).

¹2002 Census

² On Tanzania mainland

³ On Zanzibar

⁴ Tanganyika African National Union (TANU), United Tanganyika Party (UTP), and African National Congress (ANC)

⁵ Afro-Shirazi Party (ASP), Zanzibar Nationalist Party (ZNP) and Zanzibar and Pemba's People Party (ZPPP)

⁶ Also known as the Nyalali Commission

⁷ Grassroots elections managed by the Prime Minister's Office (PMO-RALG) will take place in October 2009.

⁸ Art 5

⁹ Art 39 and 67

The Union between mainland Tanganyika and the isles of Zanzibar, established in 1977, continues to function despite the many challenges faced over the past four decades. The political landscapes of the two parties to the union differ significantly and are influenced by the differing political histories between the mainland and Zanzibar. Since the reintroduction of multi-party politics, the political process on the mainland is characterized by relatively weak opposition parties with limited presence in the legislature. On the isles the situation is different with one strong opposition party (CUF) providing a vigorous alternative to the ruling party (CCM) in the political discourse in Zanzibar.

The close competition between the two parties in Zanzibar has contributed to insecurity and volatility throughout the election period in previous elections on the isles. The recent polls in 1995, 2000 and 2005 have led to violence. In year 2000 this caused some 200 Zanzibaris to seek refuge in neighboring Kenya. A peace accord, or Muafaka in Swahili, has followed each election since 1995. Muafaka I, signed in 1999 and brokered by the Commonwealth secretariat, managed to return the isles to a state of normalcy and enabled the election in 2000 to proceed. The key issues addressed by the accord included:

- The enhancement of technical capacities in the Zanzibar Electoral Commission;
- Provision for inter party dialogue in the run up to elections;
- Promotion of human rights;
- Reconciliation and reconstruction;
- Restoration of normalcy in Zanzibar legislature; and
- The formation of an Inter-party Committee within the House of Representatives consisting of members from each political party to build trust and maintain commitment and confidence in the accord.

Muafaka I set the stage for dialogue and negotiated resolution to the political situation on the isles, but it failed to reach its objectives in part due to a short time frame for implementation before the 2000 election. Muafaka II, which was mostly self-brokered through a joint mechanism post the election, included the following key issues:

- Composition of the Zanzibar Electoral Commission
- Establishment of the Joint Presidential Supervisory Commission, comprising of five members from each party to supervise the implementation of the 2nd accord,
- That the Union President should appoint an independent commission of inquiry into investigate the January killings and cancellation of all political trails,
- To invite all islanders who fled to Kenya to return home.

Furthermore, this accord clearly articulated the contours of the crisis on the isles and adopted and refined key areas of reform from Muafaka I. Some key areas of agreement were implemented including the reforms within ZEC and the presidential commission report that was presented in 2002. Despite the above, violence once again broke out following the last polls in 2005. The most recent attempt at Muafaka III in mid March 2008 has not yet been concluded and appears to have stalled. The decreasing likelihood of a brokered agreement, the apparent growing distrust between the parties, and a possible escalation of political tension are critical concerns to be closely monitored in the run-up to the 2010 polls.

1.3 Corruption Risks

Since the last electoral process of 2005, Tanzanians have witnessed an unprecedented demand for accountability in the National Assembly, and in the past year alone the Nation has been exposed to corruption allegations leveled against several senior civil servants and political actors. Findings by a parliamentary commission led to the resignation of the Prime Minister and two sitting cabinet Ministers in relation to a public procurement process which did not follow due process. The President declared zero tolerance for corrupt practices upon coming to office in 2005. Since then the Prevention and Combating of Corruption Bureau (PCCB) has been facilitated through the new PCCB Act of 2007 to fully utilize its mandate. These developments are being closely followed by the Tanzanian public through the media and can be expected to have an impact on the voting in the upcoming electoral process. The risks of political corruption in Tanzania are real with regard to both political party financing and vote buying. A Political Parties Financing Act is expected to be tabled in Parliament during 2009 and may have impact on the level of transparency as well as perceptions of the public. This project will address political corruption indirectly through voter education and code of ethics for political parties. Through the DDTP, UNDP is already supporting the strengthening of the legal framework. There are also efforts supported by Government, UN, and Development Partners that address the broader realms of anti-corruption.

1.4 Legal and Institutional Framework for Elections

General elections are held every five years. In accordance with the Articles of the Union and subsequent related agreements between Tanzania Mainland and Zanzibar, two Electoral Management Bodies (EMBs) are responsible for legislative and presidential elections in the country:

- With the mandate to maintain the voters' register, deliver voter education and demarcate national boundaries, the National Electoral Commission (NEC) conducts and supervises the elections of Union President the National Assembly and Councillor elections for Cities, Municipalities, Towns and District Administration, for the United Republic of Tanzania including in Zanzibar.¹⁰
- Restablished in 2002, the Zanzibar Electoral Commission (ZEC)¹¹ conducts the elections for the President of Zanzibar, House of Representatives, and Counselors.

The NEC is aiming to build a presence and district levels, but in the meantime and for 2010 elections will continue to use Local Government Officers as returning officers during the polls. The draft bill developed by NEC under the DDTP addresses the establishment at district and regional offices to facilitate inter alia; continuous voter registration and voter education and effective polls management. ZEC has already established its presence at district level.

The independence and impartiality of the EMBs has been called into question by political stakeholders particularly in relation to the appointment mechanism. The NEC and ZEC Commissioners and the Director of Elections are appointed by the President of the Union and Zanzibar respectively, for ZEC the appointments are made from recommendations of the main political parties. At a technical level, the respective electoral management bodies are implementing measures to ensure the transparency and credibility of their operations. Such measures can be further supported through information dissemination, collaboration among electoral

¹⁰ Elections for members of Local Government Administration (in neighborhoods, villages and hamlets) are conducted by the City/Municipal/Town/District Councils under the supervision of the Prime Minister's Office Regional Administration and Local Government (PMO-RALG).

¹¹ Zanzibar Electoral Commission Act No. 2 of 2002 s.37, Act No. 8 of 2002 s.4

stakeholders, strategic communication, and other confidence building measures, all of which will be focus areas of this project.

1.5 Lessons Learned from 2005 Elections

Evaluations and observations¹² from of the 2005 elections pointed out that there were overall capacity challenges related to the achievement of free, fair and credible elections and a real need to improve citizens understanding of their rights and duties. Specific lessons and recommendations included:

1. *The need to promote a level playing field for all participants in the electoral process; providing for equitable access to financial resources, strengthening of electoral regulatory framework and ensuring adherence to the electoral code of conduct was cited by political parties and the security forces.*
2. *Strengthening capacity for the delivery of voter and civic education by the Electoral Management Bodies and Civil Society Organisations.* There was observed a real need for citizens to recognize and realize their rights and responsibilities. It was therefore recommended that the legal, institutional, content and delivery requirements of civic education should be addressed and possible institutionalisation of Civic Education be explored in the long term to provide continuous civic and voters education to citizens;
3. Lessons from past electoral events indicated *a need to promote equitable not necessarily equal access to media for all parties, and to encourage a more balanced approach to coverage especially for women candidates,* and in a non-discriminatory reporting of women engaged in the electoral process. Continuous media monitoring was proposed to encourage responsible impartial, objective, fair and balanced electoral reporting. It was also pointed out that the capacity of media houses to report without depending on payments from individual parties should be looked into to encourage balanced reporting. The establishment of a professional regulatory body for the development and synchronization of curricula for training of journalists and the establishment of agreed professional standards and that the right to information be embedded in a Freedom of Information Act.
4. *Political engagement by women, people with disabilities and marginalized groups was also pointed out as an area that required particular focus.* Historical trends and stereotyping is rampant in political parties and democratic institutions in terms of positions for women.
5. Challenges for the Electoral Management Bodies including;
 - a. The proposed consolidated Electoral Laws is still pending cabinet approval and is not likely to be effected in time to have an impact on the 2010 electoral process,
 - b. *Need for a truly permanent National Voters Register; opportunity for continuous registration by the citizens;*
 - c. *Regional and district presence of the EMBs to facilitate continuous registration and undertake lower level elections more efficiently,*
 - d. *Review of the mandates for the EMBs especially for the establishment of permanent secretariats for the bodies.*
6. *Long term capacity building for political parties* was also encouraged. Establishing a resource centre for

¹² The lessons presented here is a compilation based on observation reports from several sources, the independent evaluation of the 2005 electoral support, and a more recent Value for Money assessment conducted for the upgrading of the Permanent National Voters Registration System.

political parties and developing a long term training program for politicians from all parties and encouraging dialogue between political parties between elections to encourage tolerance.

1.6 Current Support to the EMBs

Support provided by the UN to the 2005 Presidential and Parliamentary elections was seen to have provided the country an important opportunity to deepen, institutionalise and consolidate democracy in Tanzania. As a direct outcome of this support the Deepening Democracy in Tanzania Project (DDTP) was developed. This nationally executed project is implemented by several democratic institutions including the EMBs, the National Assembly, the Zanzibar House of Representatives, the Registrar for Political Parties (RPP), and a political party umbrella organization Tanzania Centre for Democracy (its establishment supported by the project), with coordination support from UNDP.¹³ The four-year multimillion dollar funded Project seeks to strengthen democratic institutions, expand political participation and improve the responsiveness of political institutions – all with a view to deepen democratic practice in Tanzania.

Through the DDTP the Electoral Management Bodies (EMBs) have received technical and financial support to embark on a comprehensive planning process for the fast approaching 2010 elections. Activities undertaken by the EMBs include the review of the legal framework for elections and drafting of a consolidated electoral law which is currently awaiting cabinet approval, training of Commissioners and Secretariat Staff, and the development of five-year strategic plans for the institutions have also been undertaken in the DDTP. Moreover the DDTP has served as the vehicle for upgrading the voter registration systems on the mainland and Zanzibar isles and the roll-out of the updating exercise. The current activities also include the demarcation of constituency boundaries (in order to address variations in the number of voters registered in each constituency), for which a consultative and participatory process has been undertaken under DDTP – the review of the constituency boundaries is currently underway and stakeholders will be consulted during the process.

The EMBs, the Government, development partners and other key stakeholders recognize the urgent need to develop a dedicated Project to support the 2010 elections and where necessary to build on and complement the ongoing efforts to consolidate democracy.

1.7 The Tanzanian Electoral System and Representation of Women

The Electoral system used in Tanzania is known as the “First-Past-the-Post” majoritarian system. In this system the candidate who wins the majority of the votes is declared the winner. Tanzania also uses a system (which is similar to the proportional representation system) in the selection of female special seat candidates whereby each party acquires special seats in proportion to the number of votes a party accumulates in the parliamentary elections. Similarly, the allocation of Women seats for Councilors depends on the number of seats each party wins in the Council elections and Parliamentary Seats within the same Council. Currently women are being encouraged to stand for elections in the public realm and the special seat nomination can only be used once for each female Member of Parliament. The second and subsequent times that candidates occupying special seats are running they are required to compete for office under the same conditions as their male counterparts.

Apart from being signatory to International instruments relating to promotion and protection of the rights of women, since independence Tanzania has taken measures to spearhead the realization of equality between women and men by ensuring women access to, and equal opportunities in, political and public life, including the

¹³ Eight development partners contributed \$12.6 million to the DDTP basket. They are: UNDP, Canada, Sweden, Netherlands, European Commission, Denmark, United Kingdom, Ireland and Norway. In 2008 and 2009 an additional 15MUSD was added to the project to facilitate voters registration activities, The total budget for the project therefore stands at 27.6MUSD.

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right to vote and to stand for election, as well as the right to education, health and employment. Tanzania has reached 30% representation of women in the parliament and local government and seeks to achieve the SADC goal of 50/50. These achievements have come about mostly through affirmative action and the work of women lobbyist in the Civil Society sector.

Women represent 50% of the voting public in Tanzania i.e. some 9,000,000 voters. Many women are among the poorest in society, more women than men are illiterate, and women generally are less educated than men. Therefore, outreach efforts to the poor, the uneducated, and the people living in remote areas will be important as an effort to strengthen gender equality and affording also these groups a chance to choose their leaders based on an informed choice. The participation of women on voting day depends both on the level of prior knowledge about the election process and the purpose of voting and on the existence of a conducive environment (peaceful environment, proximity to polling station, any perceived risks to personal safety, etc). It is therefore critical that timely voter education is provided for women and that peace and security can be guaranteed by local stakeholders throughout the process. Elections functionaries (polling officers and other groups) and aspiring leaders need familiarization with gender responsive campaigning and voting process to bring more women to the polls.

2 PROJECT JUSTIFICATION

2.1 Request for Assistance from Electoral Management Bodies

Acknowledging the centrality of credible and legitimate elections in democratic consolidation and based on the needs identified by the Government, its key partners and stakeholders, the URT and the Government of Zanzibar (GOZ), through NEC and ZEC, have engaged early in the preparations of the elections in 2010. The estimated National budget for the electoral management bodies for election preparation, materials, logistics and overall management is currently at; 90MUSD for the National Electoral Commission and 6MUSD for the Zanzibar Electoral Commission. To complement the national initiative, the EMBs have requested the United Nations for support to enhance the relevant national capacities for the preparation, management, conduct and observation during these upcoming elections in 2010. The request was based on the recognition of the needs to effectively address the persistent electoral challenges and to fully meet the expectations of the electorate for credible elections, which will require a rapid augmentation of election management capacity.

In response to the request from EMBs, the United Nations fielded a joint electoral Needs Assessment Mission (NAM) from the UN Department of Political Affairs/ Electoral Assistance Division and UNDP to assess the pre-electoral conditions including the political environment and to identify the challenges, constraints and needs of various actors in the electoral process. Among the key actors consulted in terms of their expected roles in the upcoming elections were the EMBs, political parties, civil society organizations, non-state actors, and the media and development partners. This project document is the direct outcome of the needs assessment mission and responds to its recommendations. A consultative process including also a formal local project appraisal meeting involving the key stakeholders has allowed for the fine tuning of the document to its final form. This support project provides complementary resources and technical support to the overall election preparations by the EMBs.

2.2 Challenges Related to Voter Registration

By all accounts, the 2010 general elections face a number of challenges, an immediate one being the capacity of the Electoral Management Bodies (NEC and ZEC) to provide accurate, complete, inclusive and consistent voters register. The voter registration systems that were introduced by the EMBs prior to the 2005 general elections were designed as “permanent” voter registration systems. However, due to financial constraints the EMBs have only been able to maintain the minimum updates required by law. Both NEC and ZEC are required to complete the voter registration drives in good time to allow for all stakeholders especially political parties to validate the voter’s rolls and/or raise objections where necessary. The credibility of the electoral process is dependent on the timing of these events so as to not disenfranchise any party to the process. The Voter Registration process will begin in mid 2009 for a period of one year on the mainland. In Zanzibar, there will be three cycles of registrations starting in July 2009 with a period of three months for each cycle. Due to the fact the planning and procurement required for these voter registration activities need to take place earlier in 2009, and upon request by the EMBs, Development Partners have decided to support these voter registration processes as fast tracking activities by channeling funding through the existing mechanism that are readily in place under the DDTP Project as recommended by the Needs Assessment Mission.

Challenges have been identified in the implementation of the voter registration exercise and will be addressed programmatically and through dialogue with the relevant parties, to encourage maximum participation in the registration drive. Some of the key issues include:

- The registration drives take considerable amounts of resources to plan and implement, especially for NEC which does not currently have regional or district presence;
- There are essentially two separate voters' rolls for the Union and Zanzibar electoral processes. Voters on Zanzibar who will be 18 on election day but cannot secure a Zanzibari National ID will not be captured on the ZEC rolls nor will persons that have not resided on the isles for three consecutive years. NEC is therefore required to conduct a voters drive on the isles in addition to securing the necessary data from ZEC. This may confuse voters and add transaction costs if unaddressed.
- To date, the complaints management mechanisms are not fully effective. A system for registration and response to complaints needs to be devised and used in communicating with voters to build trust and understanding between the EMBs and the electorate.
- The dissemination of the final Voter Register (*Daftari la wapiga kura*) has been controversial. The EMBs may consider options for increasing transparency of the Voter Register and thereby in the electoral process as a whole, contributing to building the trust of key stakeholders.

In sum, although Voter Registration is already planned and initiated by the EMBs, additional technical assistance and advisory services may serve to resolve particular issues and support the consultations or liaison between the concerned stakeholders that will be required for supporting progress.

2.3 Awareness of Voters on their Roles and Responsibilities

Critical to optimizing public participation in the electoral process and safeguarding the democratic process is the need for the general population to be informed adequately of their rights and obligations as well as election laws, rules and procedures. As in previous elections, it will be necessary to address these challenges through a dedicated voter education campaign. Whereas they have the mandate to provide voter education and NEC has prepared a voter education strategy with the assistance of the DDTP, NEC and ZEC lack the financial resources effectively deliver a comprehensive campaign. To this end both bodies have identified a need to build upon the successes of the 2005 voter education support that relied on local civil society organizations in order to ensure effective outreach in rural and remote areas and to address voter education to different groups within the entire voting population.

Expert support is required to assist NEC and ZEC in the development, design, delivery and management of voter education across the Union. A review of the database of civil society organizations that were established in 2005 and other similar databases developed in the interim will be required to ensure an updated list of civil society organizations with experience in the delivery of voter education. The establishment of a voter education reference group chaired by NEC and ZEC will provide essential guidance and input into this process.¹⁴ Voter education should focus specifically on the roles and responsibilities of voters, EMBs, political parties and other stakeholders in the run up to the election (nominations, campaigning etc) and the processes to be followed on polling day.

¹⁴ Through the Deepening Democracy in Tanzania Project (DDTP) a National Civic Education Strategy is also being developed, with the aim of institutionalizing the provision of on-going and sustainable civic education (which may include voter education) to the Tanzanian public. The new strategy would probably have impact on the delivery of Voter Education in the future, but is not likely to alter the current *status quo* in any significant way before the 2010 elections.

2.4 Capacity of Political Parties for Campaigning, Election Monitoring, and Conflict Resolution

Political parties play a central role in ensuring the success of a multiparty democratic dispensation and “good elections” are the bedrock for peaceful and predictable environment for political competition. Tanzania being a recent multi-party democracy, political parties have different abilities to participate effectively in the electoral process. Access to financing, as mentioned above, is a key constraint (which the project will not be able to address). In addition, several political parties have relatively weak organizational capacities with limited ability to educate their membership of the rights and obligations regarding electoral rules and procedures. Political parties also face challenges in preparing party agents to monitor the polling and to engage constructively in conflict management around the electoral process. Although amendments to the electoral laws and the recently passed Political Parties Act¹⁵ have been proposed to address some of these challenges, it is important to promote an equal, meaningful dialogue and participation of all political parties in the electoral process.

2.5 Role of the Media in Reporting on Elections and Promoting Electoral tolerance

An independent and effective media is a prerequisite for a successful electoral democracy. The capacity of the media to scrutinize and inform on policies/actions of government and public institutions enables the population not only to participate but also to make informed decisions and choices during elections. The role of the media could be constructive or destructive and it is important to advance the constructive roles in maintaining electoral peace. The high political stakes that often accompany electoral competition tend to generate tension and this requires the media to understand the electoral process and to report on it fairly, objectively and responsibly, as well as to give equal coverage and access to all political parties and their candidates.

The importance of the moderating role of the media has been recognised in previous elections in Tanzania where several efforts to strengthen their capacities for elections-related coverage and monitoring have been made. Although the media are acknowledged to be generally free, key electoral stakeholders have identified several capacity deficits that must be addressed towards an effective coverage of the upcoming 2010 elections. These include inadequately trained journalists or media practitioners, lack of reporting on issues-based electoral campaigns, lack of resources to access information and report independently and objectively, and ineffective monitoring of (or lack of capacity and reach to effectively monitor) the electoral processes.

Media coverage is very different between rural and urban areas, the Government Radio has the largest coverage of the country and a few other radio stations criss cross the territory. Newspapers however are circulated mostly in urban centers. This poses a challenge for journalists, the regional and district press clubs struggle to transmit newsworthy stories to editors in a timely fashion. In previous elections, support was provided to strengthen media capacities around elections through training and the formulation and management of code of conduct. This has generated useful lessons on appropriate ways to ensure a more positive media engagement during elections. It will be necessary to build on these crucial lessons and as in previous elections, and refer to currently on-going support to media actors¹⁶, to engage key media organisations to train and enhance reporting skills and knowledge of journalists to effectively cover the elections.

2.6 Management and Coordination of Electoral Observation

Another important aspect of elections in emerging democracies has been the role of both domestic and international observers. It is now acknowledged universally that observers make an important contribution to ensuring free and fair elections. Their presence does not only serve as deterrent against potential fraud, it also

¹⁵ Contested by opposition and passed on 6th February 2009 by parliamentary majority.

¹⁶ Tanzania Media Fund, Media Council of Tanzania and others.

lends legitimacy to the process particularly if their statements are seen by the population to be credible. Both domestic and international observers participated in past elections in Tanzania and their independent pronouncements reinforced the peaceful electoral outcomes. Once again, stakeholders have confirmed the necessity of having observers for the 2010 elections and the present proposal seeks support for preparing and coordinating domestic and international observers.

2.7 Public Safety and Security during the Elections Period

The ability of the voting public to freely participate in elections is hugely dependent on the security conditions prevailing before, during and after elections. Similarly, the ability of political parties to pursue their campaigns independently, freely and effectively is dependent on secure and peaceful conditions in the run-up to and during and after the elections. A secure environment provides an expanded opportunity for the Elections Management Bodies to prepare, manage, conduct and supervise elections in an effective and unrestricted manner. It also allows women, people living with disabilities and other marginalised groups to participate fully in the electoral process. It also enables unimpeded movement of electoral observers, the media, and civil society organisations tasked with undertaking critical election activities such as observation, reporting and voter education.

While Tanzania has enjoyed relatively peaceful electoral environment since reintroducing multi party politics, the Zanzibar elections continue to present a significant challenge; in 2005 although isolated, serious polling-day incidents and immediate post election violence nearly marred the event. To promote a secure electoral environment for those elections, NEC and ZEC introduced “security dialogue” among the major elections actors including political party leaders, public officials, the police and civil society, at national and regional levels. The dialogues aimed to remove suspicion, reduce tensions, and anticipate and prevent possible violence. In addition, the police were trained on election-specific policing and human rights to enable them effectively provide elections-related security in an impartial and inclusive manner. Given the general success of this initiative in 2005, stakeholders again recommend the replication and possible expansion of such “dialogues” for the 2010 elections. The major actors and facilitators of the elections should be trained in conflict mediation and resolution methods, the electoral process, human rights and election-related policing. Scheduled periodic forums would enable the actors to exchange views on pressing electoral issues and search for pre-emptive solutions to potential and actual threats to peaceful electoral conduct.

2.8 Gender Equality and Women’s Participation in the Electoral Process

Women in parliament have maintained a mere 10% of the seats from independence to 1995. Since then, affirmative action has increased the number of “special seats”. As illustrated below the number of women successfully contesting parliamentary seats did not increase in the same ratio as the special seats. This is due to low levels of literacy among women, gender relations, and social cultural impediments that hinder women’s capabilities in articulating political positions and presenting themselves as candidates in election campaigns. Social stigmatization further influences voters in not voting for female candidates. Nomination of women candidates within political parties has been seen to be very low with statistics in 2005 showing only 5.8% on councilor tickets and 13% on parliamentary tickets.

	1995	2000	2005
Special seats	37	48	75
Contested seats	8	12	17

The full participation of women in the electoral process is a necessary prerequisite to attaining true democratic governance. Tanzania's vision of attaining 50/50 representation in parliament can be attained through consistently addressing gender in preparations for electoral events. Project activities can thus support and contribute to the national agenda. The Needs Assessment Mission recommended the targeting of women in both the political party strengthening activities and the Voters Education activities. The overall monitoring and evaluation plan for the project should also include clear indicators for measuring the increased participation of women and marginalized in the electoral process.

3 PROJECT OBJECTIVES

3.1 Overall Goal and Specific Objectives

The overarching goal of the project is to *support the United Republic of Tanzania and the Government of Zanzibar to prepare for and conduct free, fair, and credible elections in 2010*, whose results represent the will of the Tanzanian electorate at large and meet international standards. Such outcomes would legitimise winners, forestall post-election conflicts, and advance the commitment to sustainable democracy in Tanzania.

Specifically, the project has the following objectives:

- To strengthen the organizational, management and operational capacities of NEC/ZEC to enable these key institutions to better plan, prepare, conduct, manage and supervise the elections in 2010,
- To support to the provision of voter education to ensure that the electorate especially women, people living with disabilities and marginalized groups are educated on their right to vote including why, how and where to vote,
- To enhance the capacities of accredited civil society organizations to increase participation and fairness of election by providing voter education, election monitoring and observation, and providing targeted support for increasing the participation of women and marginalized groups in rural and urban areas, as voters and political aspirants.
- To support political parties as key actors in the elections to better exercise roles and responsibilities vis-à-vis voters and other political competitors. To support their participation in the electoral process and enhance understanding of new electoral rules, processes and procedures as they become applicable¹⁷, and enable them to contribute towards ensuring the credibility and efficacy of voter registration, election monitoring, and election conflict management,
- To strengthen the capacities of the national media in the urban and rural areas to enhance transparency of the electoral process, in particular for effective elections-related coverage through targeted training in balanced, responsible and issue-based reporting and to provide objective information for the electorate to make informed choices in the elections. To promote issue based reporting on the political competition.
- To support NEC and ZEC in ensuring that national and international elections observers have full and unimpeded opportunities to independently observe the 2010 elections to reinforce transparency and credibility of the electoral process and outcome;
- To support NEC, ZEC and security management institutions to coordinate and manage elections-related security, including the building of linkages between EMBs and security management institutions to ensure an effective rapid response capacity, the facilitation of security dialogues and special police training to enable effective management of potential election-related security threats, and to ensure that elections can be conducted in a secure and peaceful environment.

¹⁷ New electoral law, political parties amendment act and political party financing act

4 PROJECT STRATEGY

4.1 *Leadership of Electoral Management Bodies and strategic partnerships*

This project is designed to provide technical and financial assistance to build specific capacities of electoral management bodies (EMBs), political parties, civil society, media and the police that are critical to the achievement of free and fair elections and improved citizen participation and understanding of their rights and responsibilities in the 2010 elections. Closer to the elections, the project would support the coordination of international observation of candidate registration and polling if requested by Government/NEC or ZEC.

The leadership of the EMBs and their management and coordination of the electoral process (especially the electoral schedule) will guide all stages of the project. The support and engagement of other international Development Partners in Tanzania will be built upon for quality assurance, ensuring complementarities with related activities, and in addressing emerging issues and priorities (see further details under the Management Arrangements). Finally, the UN *Delivering as One* approach will enable the project to build upon strengths of several UN agencies active in Tanzania in implementation.

4.2 *Capacity development*

The project aims to add and strengthen capacities in six areas:

Electoral Management Bodies Technical, financial and other relevant support will be provided to NEC and ZEC (in close coordination and avoidance of overlap with the DDTP) to enable both bodies to adequately prepare for, manage, conduct and supervise elections; establish and oversee mechanisms for delivering effective nation-wide voter education; facilitate and coordinate independent electoral observation; effectively manage the security dialogue mechanisms to provide continuous engagement channels and predictable dispute resolution between key actors in order to ensure peaceful elections; lead effective monitoring and reporting on the electoral process including an analysis on the participation of women and marginalized groups in society.

Civil Society Organizations Technical, financial and other relevant support will be provided to selected civil society organizations to, under the guidance of NEC and ZEC, to undertake voter education, develop national capacity for domestic observation, and provide assistance to marginalized groups to participate in the elections. The capacity of civil society will be built specifically to enhance participation in the electoral process of women and other groups whose participation may be challenged, such as people living with disabilities or HIV/AIDS.

Media The Media will be supported to monitor the elections and promote issues-based, balanced and impartial reporting on electoral issues. Publishers, editors, and journalists will be engaged in training and advocacy on unbiased and ethical reporting and in the review of a Media Code of Conduct. Efforts will also be made to promote equitable access for all political parties to both private and public media. The project will aim to build on ongoing initiatives by other Development Partners in support of Civil Society Actors and the Media, e.g. the Foundation for Civil Society, the established civil society register will be used for relevant data collection and the Tanzania Media Fund will be consulted to discuss training needs. Given the differences in media structures between the mainland and Zanzibar, as well as the politically intense situation in Zanzibar, the project may need to follow a differentiated approach to the two electorates in terms of the media components.

Political Parties: Technical assistance will be provided (in close coordination and avoidance of overlap with the DDTP) to party agents for their effective registration and poll monitoring. The current "Dialogue Series" under

the DDTP will be strengthened and extended to the cover Zanzibar. Assistance will be provided to assist the parties, through the Tanzania Centre for Democracy, to review adopt publicize and adhere to an Electoral Code of Electoral Conduct modeled by international standards. Political parties will also need support in terms of the promotion of women candidates and their engagement role in voter education.

Elections Observers: Where required and requested, technical, financial and other relevant support will be provided to domestic elections observer groups through the Tanzania Elections Monitoring Coalition (TEMCO) or similar civil society coalition. The project will also provide support to NEC and ZEC in coordinating international and national observer missions.

Security Management Mechanisms: The relevant technical, financial and other support will be provided to the EMBs to facilitate “security dialogues” and provide training to the Police in elections-related policing techniques and respect for human rights. Additionally, possible causes of election-related violence and intimidation will be identified and conflict resolution strategies and communication processes developed to alleviate election-related disturbances. The Project will promote a good understanding of the “rules of engagement” of the security and police force by all parties in the political process to avoid unnecessary suspicion. The Project will also develop capacity for rapid emergency response for the electoral process linked to the EMBs Incidence Management System.

4.3 Additional Considerations

Learning Lessons from Other Countries in the Region The project will support the EMBs in incorporating and building on lessons from recent elections in the African sub-region as relevant, with a particular focus on lessons learned in the management of polling stations, results, and the security situation. Although the work of the EMBs is already advanced in this regard, additional lessons are continually emerging, and there is a growing body of knowledge among EMBs and elections practitioners in the African region specifically, that can continue to enhance and strengthen planning in the period leading up to the elections event.

Building on Ongoing Projects The project will complement the medium to long-term institutional capacity support activities currently sponsored under the Deepening Democracy in Tanzania Project (DDTP). The ESP project will focus on activities specifically related to the five elections¹⁸ to be held in 2010. It is anticipated that ongoing longer-term capacity development activities will continue beyond the 2010 election through DDTP or its successor Project. The focus on the election event should not detract from the overall capacity development principle underlying all support to national institutions by UNDP. All support will be provided with the aim of building national capacities for sustainable election management and a democratic culture. It is important to note that the DDTP is being implemented under the management responsibility of a number of national implementing partners, whereas the ESP will be directly implemented by the UNDP as once-off capacity reinforcement to the electoral management bodies in preparation for the electoral events.

Mainstreaming Gender and Different Ability The project will mainstream gender and disability/different ability issues by focusing efforts to enhance the participation of women as voters in the electoral process, providing support to women running for office, building on achievements under the DDTP, and also to mainstream issues relating to different abilities of the electorate in voter education and voter registration (e.g. visual or hearing impairment, low literacy, and so on. This means targeted activities in the voter education campaign, efforts to

¹⁸ President URT, President RGZ, House of Representatives, National Assembly and Local Councils Znz.

enhance security and accessibility at polling stations, and ensuring that subcontracted civil society and media organizations address gender and women's participation issues in their activities.

Drawing on UNDP Global Resources UNDP has launched a Global Project for Electoral Cycle Support (GPECS) which will support countries in, *inter alia*, electoral cycle development, capacity development for EMBs, and empowerment of women throughout the electoral cycle. The UNDP Country Office in Tanzania will draw on the technical expertise and global lessons learned under this Project, in addition to the UNDP Regional Centre in South Africa, the UNDP Bureau for Development Policy (including the ACE knowledge network), to enhance the quality and effectiveness of the delivery. In addition, the Global UNDP Procurement Support Office (PSO) in Copenhagen will be enlisted to provide procurement advisory support, following the Technical Assistance provided from PSO to voter registration under DDTP.

Other International Technical Support The project will from time to time draw on the technical support from the Electoral Assistance Division (EAD) of the Department of Political Affairs (DPA), and the Joint UNDP-EC Electoral Task Force in Brussels, through consultations on relevant issues and will contribute to the validation of the timeliness, quality, and efficacy of project activities. As recommended by the Needs Assessment Mission, it is envisaged that the project will benefit from at least one joint technical support mission by UNDP/EAD/DPA/BDP/RBA to review the project's implementation.

In addition to the technical assistance provided through advice and technical missions, the project may also benefit from accessing the rosters of qualified technical consultants available in respective institutions to solicit qualified personnel in project activities.

Learning Lessons from Local Elections: The Mainland Local Government (grassroots) elections are scheduled to be held in October 2009. It will to some extent set the stage for the parliamentary contest and may therefore offer valuable lessons for the ESP. These elections are managed by the Prime Minister's Office Regional Administration and Local Government (PMO-RALG). Recently however, following successful implementation of the national voter's registers, the Prime Minister has expressed interest in looking at ways by which the local polls could also make use of the national voter's database. Dialogue has started between NEC and PMO-RALG, and although implementation will not be possible within this short timeframe as the local level data has not previously been collected and recorded in the PNVR, efforts to support lessons learning and future integration could be encouraged and supported. A Value-for-money assessment for the Voter Registration upgrade in NEC recommended that the next and subsequent upgrades of the voter's rolls should also capture data on neighborhood, village and hamlet so as to assist in the definition of constituency boundaries. This data will also allow the rolls to be used by PMO-RALG in future elections. An assessment of the local election process will be conducted under this Project to provide the EMBs and other stakeholders with an indication of the political climate and help to identify areas of low participation. This will give room for focused voter education in those particular areas.

5 PROJECT COMPONENTS

This section provides further details on the main components of the project.

5.1 *Capacities of NEC and ZEC to prepare and manage elections*

NEC and ZEC are currently strengthening their capacity to manage all aspects of the electoral process. The DDTP is providing key support to strengthening the organizational strategy and management of both NEC and ZEC. The ESP will focus on the provision of direct and dedicated technical assistance aimed at delivering the 2010 election in line with respective mandates according to the electoral laws, in particular to oversee all aspects of voter education, voter registration, elections observation, and the conduct of polls. Whereas a majority of the costs are covered under the respective EMB regular operational budget, the ESP will add resources to manage the additional capacity requirements associated with the electoral event. In addition, significant contributions from development partners will be channeled through the DDTP to ensure the timely provision of key equipments for the successful updating of the voters' register well in advance of elections. Temporary capacity reinforcements will be aimed at supporting:

- Electoral Management Bodies ownership and leadership in the implementation of ESP activities through continuous contact and communication with the Project Management Team;
- Effective coordination of technical assistance for the 2010 electoral process, in accordance with need and in compliance with the EMB electoral timeline;
- Provision of advice and coordination to stakeholders in relation to timing and sequencing of activities that are required for the implementation of the 2010 electoral process;
- Support to the planning and roll-out of training on the management of all aspects of elections management, in particular for large numbers of returning/polling officers and other elections functionaries;
- Development and implementation of specific training programs related to management of polling day operations for EMB staff with the aim of optimizing participation by disadvantaged groups including women and people with disability;
- Support to the further refinement of results tabulation and management systems;
- Technical support in IT, Logistics/logistical planning, and Procurement for the 2010 elections – procurement of materials, goods and services relating to registration and polling as provided for under national legislation;¹⁹
- Development of an Electoral Monitoring and Evaluation System which include gender indicators to measure participation in campaigns and on election day²⁰; and the production of a final Election Evaluation Report for the 2010 polls including analysis along gender and other cross-sectional lines of the electoral event and management.
- Management and coordination of national and international observer missions.

¹⁹ This Technical assistance will focus on procurement by the EMBs using government funding i.e. for electoral materials ballot boxes and papers, ink etc.

²⁰ Use of resources produced by institutions such as IDEA and those found on the ACE website will be used as a first point of reference.

The development of NEC's and ZEC's professional capacity under the DDTP has been constrained by the limits of their organizational structures - the small-sized staff, the need for additional qualified technical staff during elections, and continued enhancement of their IT departments, and the need to provide further capacity support for senior management. Institutional restructuring as envisioned in the new law will require expansion and training at headquarters as well as in the case of NEC, the establishment of a presence at district level. This will not be feasible before the elections in 2010 as the bill cannot be enacted into law in time, and NEC will therefore continue to use Government officials within the decentralized structure for the 2010 elections. Therefore the project will include the training of designated returning officers at Regional and District level. ZEC has recently established its presence at district level, however. The project will provide vital support to NEC and ZEC to ensure that critical staff constraints are addressed through the provision of short-term technical assistance and that relevant resources and equipment are provided to enhance district level presence in order to ensure successful elections in 2010.

NEC and ZEC have prepared strategic and operational plans for their respective operations in the next five years. In preparation for the election 2010 the EMBs have prepared a detailed budget and action plan for the preparations and implementation of the exercise. The UN Needs Assessment Mission identified the need to review and update the prepared budget and action plan for the conduct of the elections with a view to further improve accuracy in the items and figures. Based on a request from NEC, the NAM further recommended support for the upgrading of the Voters Registration system specifically the photo capture and printing facility (as the Polaroid technology was outdated), subject to a thorough feasibility and cost benefit analysis. A feasibility study ('Value for Money Assessment') was undertaken and the procurement has been completed with separate, fast-track funding channeled through the DDTP.

With a view to addressing perceptions of the EMBs among the political parties as not being independent or neutral, as well as the particular concerns voiced regarding the management of voter registration, voter registration systems, and elections results management, the ESP will assist the EMBs in enhancing electoral transparency through increasing the amount of publicly available information on all aspects of the elections. The project will assist the EMBs in proactively addressing strategic communications issues in the management of voter registration and complaints handling as well as support confidence building measures towards stakeholders in this project. Support will also strengthen capacity for the publication of election results at all levels.

5.2 Voter Education and Participation of Civil Society in the Electoral Process

The EMBs have the legal mandate to develop and coordinate the undertaking of voter education within their jurisdiction. In the past this has successfully been carried out through providing competitively selected Civil Society Organizations with small grants to conduct voter education. It is widely acknowledged that civil society plays a key role in enhancing and broadening participation in the electoral process, in particular ensuring the inclusion and mobilization of marginalized or challenged groups.

The model from the 2005 Elections Support Project included building the capacity of civil society organizations for undertaking voter education to enhance citizens' knowledge of their rights and responsibilities. A number of civil society organizations were mobilized to carry out a well-planned outreach strategy to disseminate information on voter education. The establishment of the Voter Education Reference Groups on the mainland and in Zanzibar enhanced Tanzanian ownership of the Project and coordinated inputs from the various partners. A particularly important function of the reference groups was to design, with technical assistance from UNDP, the voter education curricula. This helped to ensure the relevance of the disseminated messages and enhanced the skills of the groups in materials and message development.

Following the success of this model NEC and ZEC have requested similar support under this Project.²¹ It is proposed that the Voter Education Reference Groups be used to develop the Voter Education strategy and messages in close collaboration with NEC and ZEC. An independent grant-making agent will be competitively selected to manage a small grants component including the competitive selection of CSOs for implementation of the voter education activities. A Voter Education Reference Group may be used to serve as the decision making body for the selection of grantees presented by the grant making institution based on technical review by subject matter experts. The Terms of Reference for the grant making agency will include to:

- Manage the RFP and selection process for Voter Education small grants to civil society organizations following agreed criteria and grantee selection/grant-making process;
- Ensure the monitoring of all aspects of the delivery of activities under these small grants;
- Develop a strategy to enhance the participation of women as voters through innovative awareness Projects (including community radio) targeting women in urban and rural areas, including supporting the training of women as peer educators;
- Promote the mobilization of people with disabilities through networks and interest organizations, and provide guidance to the EMBs on the particular needs and requirements of people with disabilities in the electoral process;
- Similarly, identify other target groups that may require dedicated focus and devise appropriate outreach strategies;
- Provide training to grant recipients on the identification of key voter education messaging as a common component of voter education Projecting; modalities for delivery, especially those that reach vulnerable and disadvantaged groups (particularly women and the disabled) within the community;
- Further build the capacity of civil society organisations through exposure to international best practice and dialogue opportunities;
- Coordinate voter education activities by different segments of civil society;
- Review the focus and content of voter education materials, and provide general quality assurance and monitoring support, including the verification that funds are used for declared purposes;
- Ensure necessary training of trainers in of civil society groups selected to undertake voter education for purpose of cascade training throughout the country;
- Establish instruments for the monitoring and evaluation of performance on substantive, operational, and administrative aspects of the small grants;
- Elaborate assessment criteria for voter education delivery strategies to enable the evaluation of the impact of voter education provided.

A potential constraint within the voter education component, as recognized in the local project appraisal, is the extent of capacity in civil society organizations to effectively support a political and democratic process. The grant making component has a very important objective of also contributing to the consolidation of such capacity in civil society for this and future elections, including by sustaining such capacity within the EMBs. The project will

²¹ This component will focus primarily on voter education and *not* on broad civic education. Under the DDTP, UNDP is assisting the formulation of a national strategy for the institutionalization of civic education for the URT and Zanzibar.

therefore invest in technical assistance in this area directed at building sustainable technical leadership within NEC and ZEC.

5.3 Role of Media

This component will build on the lessons of the 2005 elections media support project that was implemented by a media institution (BBC) to strengthen the capacities of the media in election reporting. While the effort was largely considered successful, it was observed by the media actors interviewed during by the Electoral Needs Assessment Mission that similar support will need to be repeated before the 2010 elections. A particularly important lesson from that exercise was that there is a need to carefully and comprehensively assess the existing needs of the media prior to implementing similar election reporting training program in order to identify gaps in media capacity, and to disaggregate these gaps to take into account geographical, gender, urban/rural, disadvantaged group disparities. In this regard, the project will support the conduct of a needs assessment of the media with regards to election related capacities²²; based on which training programs or other capacity development strategies will be developed and implemented. The needs assessment will inform itself of the general capacities of media in Tanzania, in addition to specific capacities for objective and ethical reporting on elections results, and build on synergies with ongoing initiatives in media development in the country including but not limited to the work of the Tanzania Media Fund and the Media Council of Tanzania. The assessment will also identify the level at which attention should be focused within the media sector through dialogue with media owners, editors and journalists. Some specific activities to be covered by the project will include;

- Training for journalists, editors, and media house executives on ethical and objective elections reporting;
- Support to the organization of regular dialogues among media and other key election stakeholders in order to promote tolerance and reduce election-related tensions in both the mainland and Zanzibar;
- Media monitoring, to improve impartiality in media coverage of elections, the project will, through this component support media monitoring for one year in the run up to the 2010 elections. This will include focused monitoring and analysis of the coverage by political parties as well as gender issues and women candidates;
- Support to learning from best practices through the exchange and information sharing through South-South cooperation, with a focus on learning from other countries in the African sub-region.

The project will follow a differentiated approach in order to adapt to the specific media situation in Zanzibar and any other relevant sub-national variations. In connection with the political parties component below, the project may also explore partnerships with radio and TV institutions to support more equitable access for political parties to these media.

5.4 Engagement of Political Parties in the Electoral Process

This component will support efforts to strengthen the capacity of political parties to effectively engage and participate in the electoral process. It will build on activities currently being undertaken in support of political parties through the Deepening Democracy Programme. To avoid any duplication with the ongoing support to political parties through the Tanzania Centre for Democracy, this component will target all political parties that aim to participate in the 2010 election and will focus on ensuring targeted support to enable the parties to

²² Building on recent publications such as The Media Council of Tanzania Training Needs Assessment for in service Training for Journalists in Tanzania, 2009.

effectively understand the electoral legal framework, processes, rules and procedures so as to ensure their readiness for the 2010 election. This component will support:

- Dialogue to determine the precise needs of political party actors in preparation for the elections vis-a-vis support under the on-going Deepening Democracy in Tanzania Programme;
- Specialized training for political party agents to monitor registration and polling activities;
- Update and publicize the existing Code of Electoral Conduct to guide the behaviour and actions of the parties during the election process;
- Support the emergence of 'compacts' between EMBs and political parties to renew commitments to the implementation of the Code of Conduct;
- Undertake a comprehensive survey of all women aspirants for political position and track their progress throughout the process;
- Capacity building targeted at women candidates in public speaking, leadership, lobbying, responding to criticism and violence, and communication through the media; further encourage male support for female candidates within the political parties;
- Dialogue series for the political parties under DDTP intensified and extended to Zanzibar (through the recently established Party Liaison Committees) to discuss and resolve election-related issues;
- Promotion of documentation of good practices, lessons learnt and challenges for future reference.

The political party capacity building components will likely be sub-contracted in part or in full, subject to standard UNDP competitive process.

5.5 Coordination of Elections Observation

Independent elections observation is a critical component of a credible election and will require significant resources to plan, manage, accredit, train, and coordinate observers. This project will provide resources to assist the coordination of observation missions in all aspects under the direct guidance of the EMBs.

The sustained monitoring of all phases of the electoral process by domestic organizations is necessary for an informed assessment about the conduct of the elections and a necessary element for democratic development. In past elections, various domestic observation groups under the umbrella of Tanzania Election Monitoring Committee (TEMCO), observed voter registration, display of the provisional register, campaigning, voting, counting and declaration of results. TEMCO has observed all elections since the first multi-party polls in 1995. Currently, TEMCO has a membership of 29 NGOs/CSOs.

In addition to supporting domestic observers, the Project will also assist in the coordination of international observer missions. This support shall include the development of the deployment plan; arranging for the deployment (including accommodations and transportation); developing the observation methodology, including the checklists to be used by the observers; providing training for the observers; organizing the de-briefings of the teams after the elections; and preparing the reports to be compiled based on the observers' completed checklists and findings. The support Project should enable an operations centre for observation missions to serve as a link to the observer teams, receiving reports via telephone, fax and email, and to compile the data from the checklists. In line with the mandate provided by the UN General Assembly, this component will be either directly implemented or sub-contracted to a UN entity.

Following 2005 experiences and lack of coordination between the various observer missions the EMBs are keen to start coordination activities earlier and in a more coherent manner. Observers training sessions shall be enhanced to adequately prepare them including but not limited to the following areas: observation methodology, including the use of standardized checklists, and information on deployment. Administrative and logistical arrangements for the observation groups shall also be improved. Finally, one of the important tasks of elections observation coordination will be the assistance to the effective management by the EMBs – ensuring early planning, the formalization of letters of intent, timely accreditation, and reducing the risk of imposition by last-minute, poorly planned observation missions.

5.6 Election-related security

This component will assist NEC and ZEC to facilitate dialogue with key electoral actors including Political Parties, the Police and Security agencies to promote the conduct of elections in a peaceful environment. Activities will aim to ensure that tensions and incidents are detected and managed, and election violence anticipated through early warning systems and that potential disputes may be addressed peacefully. There are three main parts to this component:

- A participatory planning, risk identification, and dialogue exercise with key stakeholder managed by the respective EMB for mainland and Zanzibar respectively;
- The information and communication in support of an effective response to incidents that arise;
- Training for relevant levels in the police force on specific issues in elections.

Through the project, a comprehensive participatory exercise to assess risks and to develop relevant scenarios for EMB strategic planning will be undertaken. The election risk analysis will support the identification of challenges and areas to be addressed *externally* in the EMB electoral planning (internal risks and challenges will be identified within Component 1) and will inform contingency planning and response mechanisms in the event of electoral distress during the campaign period, notably in the pre-election period, on Election Day, and post elections. Joint planning and dialogue with stakeholders will aim to actively encourage peaceful electoral conduct and discourage violence as a response to electoral developments. This will have clear linkages to electoral dispute resolution and complaints handling mechanisms, which the project also addresses. Key stakeholders include EMBs, political parties, security forces, local authorities, youth groups, women's groups, and religious leaders.

By engaging representatives of the Police, the above exercise will also contribute to informing the Tanzania Police Force (TPF) Operational Plan. In its response to electoral incidents, the TPF will apply its regular command structure and build on key elements of the Police Force Reform agenda. This agenda underscores the building of trust and confidence whilst ensuring safety and security for all citizens and eliminating all forms of police brutality. The TPF aims to ensure a minimum, less visible, police presence at and around polling stations with ability to respond to spontaneous incidents, while maintaining readiness to increase deployment rapidly from strategic 'cluster' locations around the country, subject to incidence information.

In support of effective communication during the electoral campaigning and polling, the project aims to strengthen the physical communications capacities of EMBs and the TPF. The existing Electronic Incidence Management System at NEC allows for real time communication of incidences between the election coordinators at regional level and the NEC headquarters. The system uses a GIS mapping system to map the incidences as they occur and are reported through phone, fax or email. Extending this system to the Police will enable a more systematic information sharing and classification of incidences and therefore enhance the quality of police planning and decision making. In addition to extending the incident management system currently installed at NEC and ZEC to the police head quarters, the project will explore the possibility of providing police response

teams on the ground with hand-held information communication devices to enable a two-way communication within the applicable chain of command. Implementation of the system described will require a significant amount of training in the use of the device and related command and response behavior. Before any procurement action to be funded by the UNDP project is initiated, a value-for-money assessment including analysis of functionality, benefits, and costs, including the full verification of technical specifications and relevant options will be undertaken by a qualified expert.

The third security sub-component is the provision of human rights training relevant to the electoral process. The project will apply a cascading training modality and main targets of this training will be all Regional Police Commanders, District Investigators, District Commanding Officers and Commanding Officers at Station level, to ensure maximum outreach. In addition, the project will support the review and update of the Police training curriculum, particularly the sections on elections with a view to improving police capacities, and provide training to police on their roles and duties during the electoral process.

5.7 Draft Work Plan and Budget

An overview work plan and indicative total budget for each result/component is found in Annex 1. This will be broken down into more detailed Annual and Quarterly Work Plans at the start of the Project.

6 MANAGEMENT ARRANGEMENTS

6.1 UNDP Direct Implementation under National Leadership

The project will be implemented under the overall guiding principle of maximizing the ownership and leadership of national institutions in the electoral process. The international assistance provided should be considered as an extension of national resources, and is intended to support national management and coordination structures, not replace them or create unnecessary new project management structures, in line with the Joint Assistance Strategy for Tanzania (JAST). Direct UN implementation is however the global norm for electoral support projects, in order to ensure maximum impartiality. The expectations of this project to delivery services at high pace and with a great degree of flexibility, the need for complex international procurement, and demand for a significant and intense capacity surge limited in time also warrant direct UN implementation. Under this overall direct execution arrangement, it is foreseen that the Electoral Management Bodies, other UN agencies, and Civil Society Organizations will implement some activities on a sub-contracted basis.

UNDP's capacity to deliver electoral support was most recently demonstrated through the electoral support Project delivered under Direct Execution to the conduct of 2005 elections. An independent evaluation of the 2005 Project found that UNDP's involvement "ensured the provision of the necessary policy, technical, administrative, financial and procurement resources to facilitate the success" of the activities.

UNDP will hire an experienced International Election Expert as the Project Manager, reporting to UNDP Senior Management, to manage and oversee all aspects of Project delivery. A Deputy Project Manager will ensure operational performance and compliance and in particular coordinate the procurement, contracting, and finance functions as well as ensure integration with UNDP Operations. Dedicated electoral specialists will be hired to support NEC and ZEC capacity building. Other full-time project experts will include Technical Advisors on IT and Voter Registration, Voter Education and Communication, Gender and Special Needs, and administrative personnel. These technical experts should be considered seconded to EMBs but are likely to have their work space within UNDP project premises. Other personnel may be recruited by EMBs, such as voter registration database operators, and funded by the project. An overview of project personnel is provided in Annex 4 and TOR for key personnel in Annex 5. Additional international short-term experts may be contracted in additional key areas based on emerging requirements by the EMBs.

The Project Management Team (PMT) will consist of senior project personnel as well as UNDP Senior Management and other relevant staff. The PMT will monitor project progress regularly, address upcoming issues, ensure the collaboration and coordination with the DDTP to ensure convergence of approach and avoid overlaps and minimize the transaction costs for national counterparts, in particular NEC and ZEC, and support liaison with key stakeholders. The Project Manager as part of the PMT will maintain and lead dialogue with the EMBs.

The Project will draw on the existing UNDP Country Office procurement structures and mechanisms as well as the global procurement support for elections driven by the global procurement hub in Copenhagen. To cater for the particular needs of Zanzibar, the project will provide technical experts for ZEC and a small support team to manage implementation on the isles, operating within the One UN Sub-office on Zanzibar. In Dar es Salaam, office premises will be hired with proximity to UNDP and NEC offices.

In advance of full implementation of the project some key capacities will be provided through a fast-tracking mechanism for the effective and efficient start-up of the Project. These capacities will include Election management and IT expertise specialized in voter registration and will be deployed working directly with and

within NEC and ZEC. In addition to the project team above, the UN Department of Political Affairs and the UNDP Bureau for Crisis Prevention and Recovery (BCPR) may provide peace and development advisory services for conflict mitigation and outreach initiatives through the UN Resident Coordinator's Office.

6.2 Fast-Tracking

Some of the originally intended components of the project will be fast-tracked through funding under the Deepening Democracy in Tanzania Programme (DDTP) during the period of March-September, 2009. The purpose of fast-tracking is to ensure that procurement and recruitment processes can be initiated as early as possible in the process, and in particular before all technical project personnel with the commensurate responsibilities is in place, as the process for recruitment of personnel will take an estimated 3-4 months from the signature of the project document. Start-up assistance will be provided by seasoned electoral experts and will focus on:

- Undertaking the procurement of voter registration equipment for the EMBs;
- Initiating other key procurement processes, including voter education and media monitoring and training;
- Recruitment of project personnel;
- Technical support to Voter Registration;
- Providing interim technical support to EMBs in key aspects of electoral planning until such time that the Project Manager is in place;
- Further refining project draft work plans, budgets, staffing plans etc. into a full Inception Plan with all relevant elements.

The fast tracking is intended to accelerate the start-up of the ESP and making it fully operational as soon as possible.

6.3 Steering Arrangement

An Elections Project Steering Committee will be formed to provide policy and strategic guidance to the project. This high-level governing body will be guided by the country's commitment to conduct free, fair, and credible elections and ensure that the project is responsive to the interests of all Tanzanians as well as to the unfolding political situation, and safeguarding the democratic space. The Elections Project Steering Committee will provide direct oversight to the project, ensure the achievement of stated objectives, and provide project quality assurance for project results. It will also approve work plans and progress reports submitted by the Project Management Team. The Steering Committee will make decisions on a the basis of consensus.

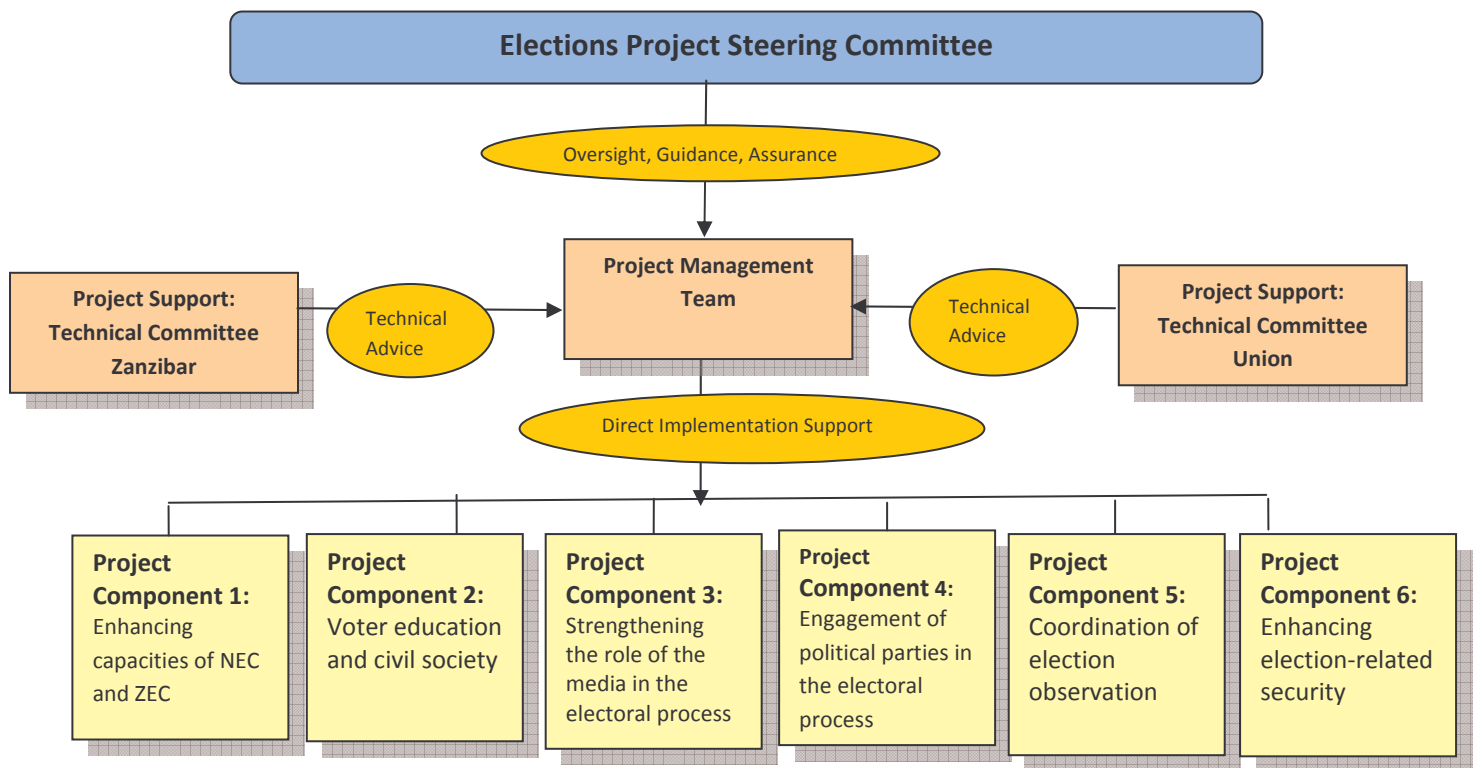
The Elections Support Project will provide assistance to a democratic and political process. *It aims to deliver Technical Assistance to the management of elections* and cannot be expected to support the political process in itself. The Steering Committee has a particular responsibility to protect the integrity of the project in this regard.

The Electoral Project Steering Committee will be co-chaired by the Chairs of the National Electoral Commission/Zanzibar Electoral Commission and the UN Resident Coordinator. The Co-chairs' main focus will be to ensure that the project is focused throughout its life cycle on achieving its objectives and delivering outputs that will contribute to higher-level outcomes.

The Government will be requested to nominate its participants to the Steering Committee. It is suggested to consider the Ministry of Finance and Economic Affairs as the main coordinator of international assistance, and the Ministry of Home Affairs/IGP representing security management concerns.

The Elections Project Steering Committee will also have representatives from civil society to validate the needs and monitoring that the solutions represent the interests of beneficiaries, namely the electorate. Civil society organizations can ensure independence of the project of specific political interests, and contribute at the policy level in promoting a peaceful electoral environment will be peaceful and secure. Civil society also plays a critical role in quality assurance of voter education and representation of special interests, such as accessibility and disability issues. It is proposed that the representation in the Steering Committee include: the Chair of the Commission for Human Rights and Good Governance, Chair of the NGO Board of Tanzania, and the Chair of the Media Council of Tanzania, Chair of the Tanzania Centre for Democracy, Representatives from Faith Based Organizations (BAKWATA²³, TEC²⁴, and CCT²⁵), Tanzania Gender Networking Project, representatives of marginalized or special interest groups (youth, disability), Representatives from Academia the Mufti’s Office and the Chair of Angoza.

PROJECT ORGANISATIONAL STRUCTURE



²³ Muslim Council of Tanzania
²⁴ Tanzania Episcopal Conference
²⁵ Christian Council of Tanzania

Development Partners (DPs) play a key role in this project. DPs provide critical funding of the electoral assistance and as development partners of Tanzania also have a stake in the successful completion of elections in the country. There would also be a need to ensure strong linkages and coordination with any international observer missions from respective DP countries. It is proposed that four Heads of Mission represent the DPs in the Elections Project Steering Committee from contributing Development Partners.

Within the above stated requirements to ensure an inclusive and broad representation on the Steering Committee, the total membership should be kept to a manageable number. The PMT will provide secretariat services to the Elections Project Steering Committee, which will meet quarterly during the life of the Project and additionally at the request of the Co-chairs – possibly with increasing frequency closer to the elections. The Steering Committee will be convened in Dar es Salaam. Below is a chart that summarizes the overall management and steering mechanisms of the project.

6.4 Technical Management

Two Technical Committees (one for Union Elections, one for Zanzibar Elections) will be formed to provide project implementation support, advisory support to the project implementation. In particular, the TCs will review progress updates from the various project component areas and suggest areas that need immediate correction/action by PMT. The Technical Committees may also raise issues that require guidance for deliberation by the Elections Project Steering Committee.

Membership of the Technical Committees will comprise of key implementing partners or their technical level representatives, notably NEC, ZEC, security management institutions²⁶, representatives of implementing organizations as applicable, Development Partners, and UNDP. The total number should not exceed 10 members to ensure efficiency. The Technical Committees will be co-chaired by the UNDP Country Director and the Director of NEC/ZEC (or their representatives) for respective committee. The PMT will also provide secretariat to the TCs. The Technical Committees will convene in Dar es Salaam and Zanzibar, respectively. The two TCs may join their meetings periodically if so warranted.

As part of implementation activities and voter education activities, a stakeholder forum may be convened by the EMBS at the very beginning of the project and before the closing of the Project activities. This forum will bring together all the stakeholders in the electoral Process in Tanzania. During the initial session the stakeholders i.e. CSO's, Political Parties and the Media will be encouraged to form their own groups for discussing elections issues and contributing to the Project implementation activities, the resolutions from these specific forums will be carried through representatives to the Project Technical Committees and the Steering Committee as required.

6.5 Financing Arrangements and Budget

In support of project implementation, it is proposed to ensure a funding modality which has all the functionalities of a basket funding arrangement, i.e. that contributing donors make contributions against standardized and identical arrangements for reporting and audit. A simple and straightforward arrangement is that contributing donors enter into bilateral cost sharing agreements (CSA) with UNDP as per the existing bilateral formats between the UNDP and respective donor.

²⁶ Noting that individual components will have related stakeholder committees, such as the Voter Education Reference Group.

The “basket fund” in this case will therefore follow the same rules and regulations of any standard UNDP project, including audit, financial management, and progress reporting. The project document signed by the Government and UNDP and the cost sharing agreement with each partner will constitute the total agreement between each contributing partner and UNDP. Periodic updates and financial reports will be provided as laid out in section 7 of this document.

Each standard cost sharing agreement provides details on administration of financing, depositing and disbursement of funds, financial accountability, and other matters. Each agreement contains clauses on the duration and terms of termination of the same. Amendments to the CSAs will be effected in accordance with bilateral agreements between UNDP and the Development Partner involved.

The summary budget is as follows (for breakdown see Annex 1):

BUDGET SUMMARY

Component	2009	2010	2011	Total
1 Enhancing Capacities of NEC and ZEC to prepare and manage elections	2,157,750	3,699,000	308,250	6,165,000
2 Enhancing Voters Education and participation of Civil Society Organizations in the Electoral Process	1,760,500	3,018,000	251,500	5,030,000
3 Strengthening the Role of the Media in the electoral process	814,450	1,396,200	116,350	2,327,000
4 Enhancing Engagement of Political Parties in the Electoral Process	497,000	852,000	71,000	1,420,000
5 Supporting Coordination of Election Observation	1,050,000	1,800,000	150,000	3,000,000
6 Enhancing Election related security	1,221,500	2,094,000	174,500	3,490,000
Project Management	493,500	846,000	70,500	1,410,000
UN Security				260,000
Contingency				1,000,000
Subtotal	7,994,700	13,705,200	1,142,100	24,102,000
UNDP General Management Support				1,617,140
Grand Total				25,719,140

6.6 Audit

A dedicated audit (‘DEX audit’) of this project will be carried out by the Office of Audit and Investigations of UNDP in accordance with UNDP institutional guidelines and policies and within the scope of the broader Country Office audit arrangements.

6.7 Intellectual Property Rights

UNDP will retain ownership of all intellectual property produced with project resources, except where explicitly stated in officially signed asset transfer or contractual documents. This is in the interest of ensuring that such intellectual property can be used in the public domain where so demanded.

6.8 Project Communication

External communication on this project will be coordinated through the respective EMBs and/or the UNDP Project Management Team. The project budget will include resources for maintenance and update of NEC and ZEC websites with regard to issues such as voter registration and voter education-related information. Communication activities will also be mainstreamed in the respective project components.

6.9 Risk Management

Electoral support projects carry many inherent risks. For instance, decline in political will by various stakeholders, or sudden changes in capacity of key implementing agencies. The table below presents the draft "Risk Log" for the project. This log will be further elaborated and updated during project implementation.

RISK	PROBABILITY AND LIKELY IMPACT	MITIGATION STRATEGY
Lack of political will to conduct free and fair elections	The probability of the risk occurring is low at the national level but may be higher in Zanzibar. The impact if it occurs will be significant.	Maintain and encourage open dialogue among project partners at all levels.
Inadequate capacity of EMBs to plan and undertake the elections	The probability of the risk being realized is low to medium as the EMBs have received significant capacity support. If the capacity is not sustained or retained, or if needs have been underestimated, the effect could be significant as no other body is mandated to manage the electoral process.	Dedicated and continued Technical Assistance to EMBs during the run-up to the elections; Regular assessment of the state of readiness of EMBs in the areas of support.
Low Capacity of CSOs and Media to carry out voter education and reporting.	The probability of this occurring is medium. The impact would be a direct effect on voter turn out particularly for women and other marginalized groups.	Capacity building for CSOs and the media will be conducted early in the project implementation period and sustained during CSO implementation
Small grants and voter education campaign fails to mobilize voters	Provided procurement is effective, resources sufficient, and capacity built, the probability is low but the impact would be high on the democratic process.	Sustained and complementary efforts to ensure truly national reach of voter education initiatives. Continuous monitoring and quality assurance.
Lack of effective cooperation by key stakeholders in security management and planning towards the elections event	The probability is relatively low in mainland and moderate to high in Zanzibar, Initial discussions have shown that stakeholders are ready to work in unison to produce a peaceful election. However, capacity to participate and communicate effectively are critical concerns. The impact may on the electoral process is high, as a high general level of violence will deter many people from voting or registering to vote.	Sustained and expanded security management dialogues between relevant parties Assessment of security management requirements Targeted capacity assistance where required.
Lack of funds to support implementation at the required level	The probability is low since initial indications show that funds will be available. Impact on the project results could be high if some key activities could not be realized.	Timely commitments and disbursements by development partners needed.

Failure of reconciliation between main political opponents in Zanzibar	The probability is high. The impact is very high.	Bilateral Development Partners to support high-level political dialogue
The project will be driven by international interests and lack national ownership	The probability is low given the involvement and steering by the EMBs of the project preparations to date. The impact would be medium.	Implement multi-stakeholder Steering Committee with national interests well represented. EMBs chair Technical Committee meetings.
Inadequate capacity of UNDP to deliver on project management	The probability is low, given the past performance in electoral assistance, extensive support resources, recent increases in staffing capacity and steps already taken in the planning of this project, supported by donors as part of “fast tracking” of voter registration activities under the DDTP. The potential impact is high.	Required additions to project management resources and staffing capacity have been included in the project budget. Timely recruitment, procurement, and continuous oversight will be required.
Delays in project implementation	Likelihood is low in direct execution with sufficient staffing and effective management arrangements in UNDP. Impact could be very high.	Ensure staffing in key areas. Direct implementation. Good planning. Fast-tracking of key components.
Biased reporting by media on elections	Likelihood is high and impact will be relatively high particularly for the democratic process.	Consistent, continued training and advocacy by the project and all partners.

7 MONITORING, EVALUATION, AND REPORTING

The Project Management Team under the Project Manager's leadership will be responsible for reporting on the project. Implementing partners will contribute to the regular monitoring, reporting and follow up on activities. Informal, regular updates will be provided to all donors on the progress of the project. The frequency shall be decided by the donors and UNDP jointly.

As end products of monitoring processes, the following formal progress reports will be prepared:

- **Semi-annual progress reports** in a UNDP standard progress report format from the various components will be consolidated by the Project Manager, shared with the Technical Committees for comments, and submitted to the Elections Project Steering Committee no later than one month after the end of the reporting period.
- The progress reports will also be forwarded to the contributing donors to the Project once approved by the Steering Committee.
- The progress reports will include a draft financial progress report. Annual reports and draft annual financial statements will be prepared according to UNDP guidelines. Certified annual financial statements will be prepared by 30 June in the year following the implementation period.

Technical Committee Meetings The technical committees will play an important monitoring function by providing advisory support for project implementation.

Final Project Review In the year following elections (2011), a final assessment facilitated by the Project Management Team under the guidance of the Elections Project Steering Committee/Technical Committees and involving other stakeholders as required will be undertaken. The purpose of the final project self assessment is conducted to document lessons learned throughout the election process from preparations to conduct of the election event.

Independent Evaluation An external and independent project evaluation will be conducted to comprehensively assess the contribution and added value provided by the Electoral Support Project to the conduct of free, fair and credible elections. This evaluation will be undertaken in the first half of 2011 and is expected to be the final activity under the Electoral Support Project.

For a draft set of project **indicators**, see Draft Quality Management for Project Activity Results in Annex 3.

8 LEGAL CONTEXT

This document constitute a Project Document as referred to in the SBAA signed between the UN and United Republic of Tanzania in May 30, 1978 and all CPAP (2006-2010) provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing agent and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing agent. The implementing agent shall:

Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

June 2009

Assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

ANNEXES

- Annex 1. Draft Work Plan and Budget**
- Annex 2. Chronogram Comparison with DDTP**
- Annex 3. Draft Indicators and Quality Criteria for Output Monitoring**
- Annex 4. Draft Staffing Plan**
- Annex 5. Draft Terms of Reference for Key Project Personnel**