


IRMU Clearance Slip**Title:** Vanuatu Electoral Environment Project (VEEP)**Project Number:** 00099159

Date: 18th August, 2017

UNDP CORPORATE STANDARD	IRMU Comment	Clearance Status
Use of correct UNDP standard template	Correct template is used	Cleared
<ul style="list-style-type: none">- Baseline, Targets and Indicators- IRRF	Baseline, Targets and Indicators are SMART (Specific, Measurable, attainable, relevant and trackable). It's in RBM language <ul style="list-style-type: none">- Results Framework- Monitoring and Evaluation	Cleared
Attachments	<ol style="list-style-type: none">1. QA2. SES3. Risk Analysis.4. Project Board Terms of Reference5. SBAA	Cleared
PrePac and LPAC	Prepac and LPAC has been held and subsequent actions taken in document as well as in QA	Cleared
Budget and Multiyear workplan	<ul style="list-style-type: none">- Budget has been cleared by IRMU, actuals have been input in ATLAS- Multi work plan included	Cleared
ATLAS Entry Project Quality Assurance	<ul style="list-style-type: none">- All ATLAS entry has been completed and verified	Cleared
Quality Assurance (QA) on CPS	<ul style="list-style-type: none">- Quality assurance has been completed on CPS, however will be approved ones signed document is uploaded	Cleared, follow up required to get QA approved in system ones prodoc is approved

Quality Assurance and Clearance:  18/7/2017

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PROJECT DOCUMENT

[Vanuatu]



Empowered lives.
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Project Title: Vanuatu Electoral Environment Project (VEEP)

Project Number: 00099159

Implementing Partner: United Nations Development Programme

Start Date : 1/09/2017 **End Date:** 1 December 2020 **PAC Meeting date:** 1 August 2017

Brief Description

The development challenge the Vanuatu Electoral Environment Project aims to contribute to is the democratic development of Vanuatu. It will do this by supporting the Vanuatu Electoral Office to fulfill its mandate to supervise the registration of electors and the conduct of elections to Parliament and provincial and municipal councils. Improving the capacity of the Vanuatu Electoral Office will contribute to its ability to manage the political change process through credible electoral processes. As part of this a new voter registration system will seek to more accurately represent the electorate, building the public's trust in democracy in Vanuatu.

The project will be implemented through a Direct Implementation Arrangement under guidance of the Project Board

Contributing Outcome (UNDAF/CPD, RPD or GPD): Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance Indicative Output(s): Output 1: <i>Institutional Capacities of the Electoral Authorities Strengthened</i> Output 2: <i>Integrity and Accuracy of the Voter Registry Enhanced</i> Output 3: <i>Ability to conduct voter education and raise</i>	Total resources required:	USD\$2,033,640	
	Total resources allocated:	UNDP TRAC:	50,000
		Donor:	TBC
		Donor:	TBC
		Government:	TBC
		In-Kind:	TBC
	Unfunded:	USD\$1,983,640	

Agreed by (signatures):

Government of Vanuatu	UNDP
Print Name: Prime Minister	Print Name: UNDP Representative
Date:	Date:

I. DEVELOPMENT CHALLENGE

Vanuatu gained independence on 30 July 1980 and adopted a Westminster style parliamentary political system. Since then the country has experienced a series of elections using a Single Non-Transferable Vote (SNTV) system. Until 1991 the country experienced political stability, with the Vanua'aku Pati remaining in power for 11 years. Since 1991 following political party splits, forming and retaining a coalition government has become a complex process of negotiation between fragmented political groups and independents. This has produced prolonged political instability, with 12 changes of government in the last 10 years.

In November 2015, following charges of corruption against 15 members of Parliament, a snap parliamentary election was held. In this context, the new government that was established in February 2016 launched a political reform process.

A "Political Reform Taskforce" was established to manage the reform process and develop a Bill to amend the Constitution. The explanatory note of the Bill included a number of areas for reform including the regulation of political parties, regulation of reserved seats for women, procedure for appointment of the Speaker and, amongst other issues, enabling the regulation of cost-effective election procedures. While these were the initial issues listed in the Bill that was brought forward in 2016, the reform process is fluid and during ongoing discussions and debates on key reform issues some of these issues may not proceed and additional issues may be introduced.

Such amendment requires a qualified majority in Parliament and, in regards to provisions changing the electoral or parliamentary system, need to be approved through a national referendum. A broader, more inclusive Constitutional Review Committee was established and submitted its report to Parliament in September 2016, but as of February 2017, the reform agenda had gone quiet. The government has maintained its commitment to the principals of the reform and engage closely in attempting to establish political consensus around a new package. However, as of February 2017, the prospect of a referendum does not seem immediate.

Political stability is essential to the development of Vanuatu. Systematic, credible elections that deliver parliaments with clear term limits set the space for legislators to develop policy that impacts on the broader economic and social development of Vanuatu. In this context, a well-functioning, staffed and resourced electoral management body plays a critical role, as does its support in providing substantive inputs to the political reform process and potentially delivering a part of it through the conduct of a referendum.

1.1 National Request

On 23 May 2016, the Prime Minister of the Republic of Vanuatu requested the United Nations (UN) for assistance in preparations for a referendum to approve the constitutional reforms as well as medium and longer term assistance to develop the capacity of the Electoral Commission and the Electoral Office as they are the principal institutions for developing legislative provisions and implementing the referendum. In response, and building on the recommendations of a scoping mission deployed to Vanuatu between 6 and 12 June 2016, the Under-Secretary-General for Political Affairs, Focal Point for Electoral Assistance in the UN, approved the provision of the following: 1) technical assistance and capacity building to the electoral management body on voter registration and civic and voter education; 2) technical guidance to the reform process; and, 3) assistance to gender mainstreaming at all levels of the electoral process. The outputs and activities specified in this project document reflect the parameters of assistance outlined in the NAM.

1.2 Political and Electoral Framework

Vanuatu is headed by a president, who is elected by secret ballot by a two-thirds majority in an electoral college consisting of Parliament and the Chairman of Local Government Councils. He/she has primarily ceremonial powers. The prime minister, who is the head of the government, is elected by a majority vote of

a three-fourths quorum of Parliament. The prime minister in turn appoints the 12-member Council of Ministers. The prime minister and the Council of Ministers constitute the executive government and oversee the administration of the government ministries. Parliament is a 52-member unicameral house elected by all persons over 18 years old. Parliament normally sits for a 4-year term unless dissolved by majority vote of a three-fourths quorum or a directive from the president on the advice of the prime minister. The National Council of Chiefs, elected from the district councils of chiefs, exists alongside parliament to discuss and be consulted on matters relating to custom and tradition. The members of the judiciary, except the Chief Justice, are appointed by the President on advice of the Judicial Services Commission. The President appoints the Chief Justice following consultation with the Prime Minister and the Leader of the Opposition.

The electoral framework of Vanuatu consists of the Constitution of the Republic of Vanuatu (1980) and the Representation of the People Act (1982)¹. The single non-transferable vote (SNTV) electoral system² has been kept in place in Vanuatu since the 1975 elections by the Anglo-French Condominium (shared government).

The independent Electoral Commission in Vanuatu consists of a chairman and two members appointed by the President of the Republic, who have a 5-year term³. The Commission has a mandate to supervise the registration of electors and the conduct of elections to Parliament and provincial and municipal councils, and has a supervisory role for the elections to the Malvatumauri National Council of Chiefs⁴. The Commission is being supported by a small secretariat (the Electoral Office), comprised of 6 officers led by the principal electoral officer who is a public servant⁵.

The six provinces and two municipalities of the country are delimited into 18 constituencies (seven single-member and 11 multi-member electoral districts), containing altogether over 309 polling stations. There are disparities between the electoral districts in terms of size of population, resources and geographical features.

1.3 Women's Political Participation

Since independence, only five women have been elected as Members of Parliament. Ten women contested the 2016 elections and none of them was elected. Political parties do not generally endorse women and women face many difficulties to successfully participate and become political leaders in particular to obtain financial means and political and societal support to campaign and be elected.

An amendment to the Municipalities Act passed in 2013 has allowed for a 30 per cent quota for women's representation within some of the municipal councils of Vanuatu. The adoption of quota mechanisms at municipal level was initiated by the Director of Women's Affairs to tackle the issue of attitudinal resistance of women's political participation. It was intended to begin a gradual approach that moved from the lowest level of government, the municipal councils, to provincial governments and finally to the national parliament. The adoption of this legislation has seen an increase in the number of women within the municipal councils in a given time. Since independence in 1980 (37 years ago), four women have been elected to the Luganville Municipal Council and three women have been elected into the Port Vila Municipal Council. With the introduction of temporary special measures in 2013, five women have been elected into the Port Vila Municipal Council on January 2014 and five women were elected into the Luganville Council on July 2015.

1.4 Development Challenge

Vanuatu Electoral Office

The Vanuatu Elections Office has a Principal Elections Officer, a Deputy Elections Officer (seconded from the Ministry of Internal Affairs and does not sit within the office), a Compiler (Voter registration Officer),

¹ Chapter 146 of the Laws of the Republic of Vanuatu, Consolidated Edition 2006.

² This system is still being used in a small number of countries, such as Afghanistan, Pitcairn Islands, Jordan as well as the elections of the upper house in Indonesia and the Thai senate.

³ Laws of the Republic of Vanuatu, revised edition 1988.

⁴ This is 22 member Malvatumauri has an advisory role in areas related to Melanesian indigenous values, custom and tradition.

⁵ 'Vanuatu: Limitations to the independence of the EMB', Jeannette Bolenga, p. 248.

an Assistant Compiler, a Finance Controller (unfilled position currently), a secretary/Typist and a Cleaner/Handyman.

Given its mandate to prepare and conduct all elections, develop and maintain the electoral roll, conduct public awareness and voter education campaigns and review bills and regulations on electoral matters, the electoral office is greatly under resourced and staffed. Despite its successful management of electoral events in the past, it lacks the “critical mass” of staff to institutionalize its knowledge and relies greatly on Area Secretaries and other seconded staff to undertake election duties. In fact, support across all four key areas of its mandate outlined above would have a large impact on sustaining the credibility of the entire electoral process.

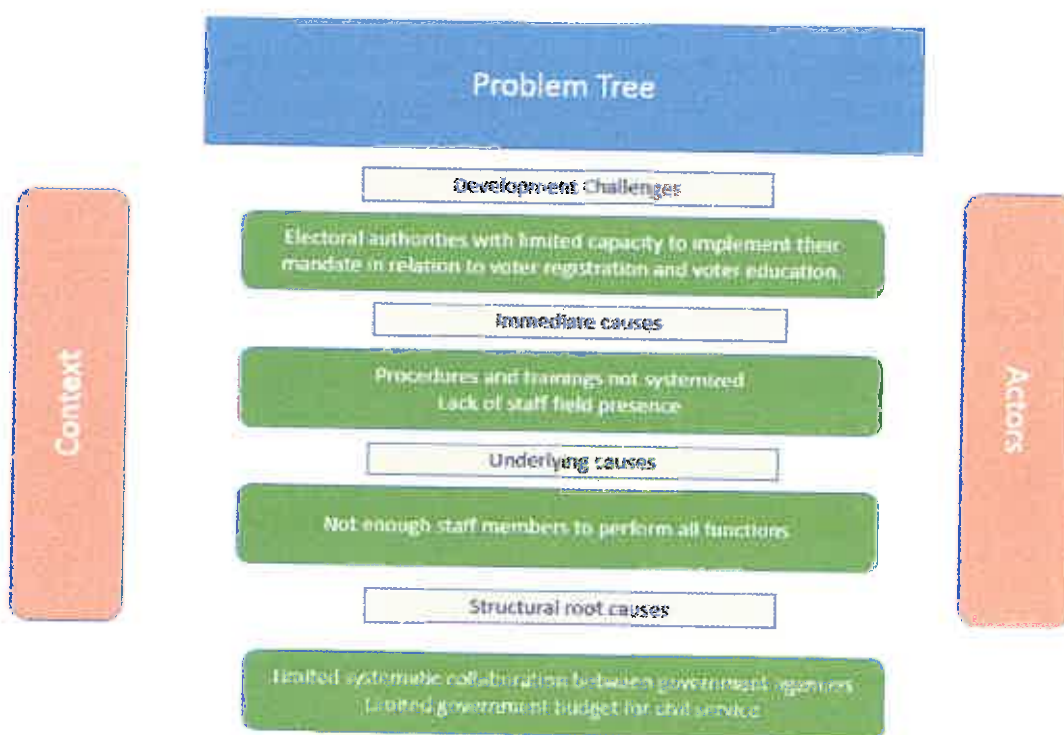


Figure 1: Problem tree showing the causal links among the various elements that contribute towards the development challenge

Institutional Capacities of the Electoral Authorities

The under staffing and under resourcing of the electoral office means its institutional and operational sustainability is fragile. The lack of minimum “critical mass” of permanent staff means that skills and knowledge are associated with the individual and not with the institution of the electoral office. This means if and when staff leave, the electoral office would struggle to cover the knowledge and experience gap. In a worst case scenario if the staff leave in close proximity to an electoral event, the office would have trouble administering that election. Key procedures need to be systemised and documented to ensure at least a minimal amount of institutional memory. In addition, the ability of the electoral authorities to engage on electoral reform issues that would potentially affect its mandate and operations is limited. With reform processes ongoing, it is essential that the electoral authorities are able to contribute and react in an informed and swift manner.

The VEO is based in Port Villa and has no permanent representation in the provinces and outer islands. It recruits registration officers a short period before the election, and they are charged with substantive authority around electoral operations. However, there are unclear lines of authority and the elections office has limitations in monitoring and controlling the operation of the field.

The electoral office is not the only institution in Vanuatu that exists with a skeleton staff. Increasing the staffing arrangements at Port Villa and the Provinces that promote gender equality would significantly strengthen the capacity of the electoral office, there are many competing claims for additional budget from government institutions. With a limited national budget, a creative solution needs to be found that increases institutional capacity but limits costs.

Integrity and Accuracy of the Voter Registry

The quality of the voter register has been raised in stakeholder consultations as one of the greatest concerns affecting the credibility of elections in Vanuatu. The voter data is collected on an annual basis from January to June every year. The review of the information ends in March and then until June the data is entered. However, two critical parts of the maintenance of any registry are issues of concern. The first is that it is difficult to remove dead voters, while the second is that it is difficult to identify multiple registrations (fraudulent or accident). Compacting these problems is that registration offices on the ground are only employed part-time and have limited training. For the 2012 General Elections, the electoral commission acknowledged that there were at least 50,000 more registrations that should have been the case.

There have been plans to update the voter roll in the past. In 2006 with the Australian Electoral Commission offering its support, and discussion in 2014 with foreign vendors that provided biometric technology for voter registration. However, both times the Vanuatu authorities decided to not move forward as it was felt local control related to technology and development should be paramount with any changes. The civil registry is the most ambitious registration exercise that has been ongoing with support from UNICEF. While cross-checking is conducted between the two registries, there are discussions on how the voter registry could be linked to the collection of data for, and extraction of data from, the civil registry. In the short-term both registries struggle to remove dead people, and so the voter registry requires an update from a manual to an electronic system as trust around the legitimacy of the registry threatens to be a major political issue.

Voter education and raise public awareness

The Elections Office does not have any dedicated staff for voter education or public awareness. All of these tasks are undertaken by existing staff. Voter information and public awareness for past electoral events has previously been undertaken in an ad hoc manner. The Elections Office has placed information on FM radio stations and has developed a minimal number of posters to be placed at polling stations. It has also relied on a limited number of press releases or paid articles in the media.

The main hurdle the electoral office taking a greater role in voter education and public awareness is that it is understaffed. Staff at the electoral office are aware of many practical ways in which voter information and civic education could be improved, in terms of planning, design and targeting. It would also improve ability of the electoral office to raise awareness on issues such as women's political participation and any political or electoral reform if it was to go to a referendum. If human and financial resources are available, the electoral office would be well placed to move forward with strategies and programmes that inform electors and enhance the transparency and credibility of the electoral process.

II. STRATEGY

The project will utilize an electoral cycle approach as its overall strategy. The electoral cycle approach looks at the electoral process over time and seeks to engage with different actors and entry points throughout the cycle, rather than channeling substantial resources and technical support uniquely towards the delivery of a given electoral event, at intermittent and disconnected points in time. The adoption of the electoral cycle helps implement electoral assistance within the broader framework of democratic governance with a proactive and strategic approach. As such the electoral cycle approach aims to contribute to the process of creating and sustaining an environment for inclusive and responsive political processes. As part of this approach all UNDP electoral projects must have a component on gender, and this project will seek to mainstream gender across all outputs based on a global knowledge base and locally driven research contextualizing the issues and related activities. As the primary means through which people express their

preferences and choose their representatives, elections are a powerful democratic governance tool of voice, accountability and, ultimately, human development.

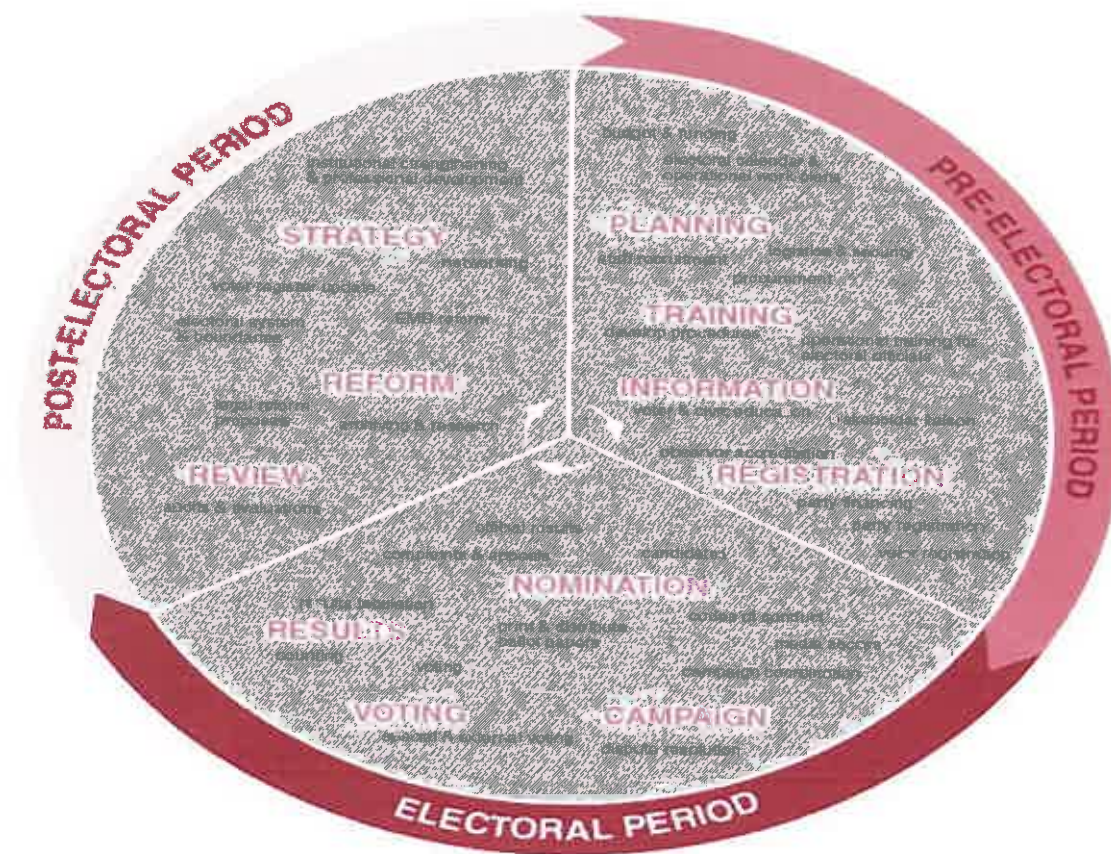


Figure 2: The electoral cycle approach

To ensure pre-electoral, electoral and post-electoral support is systematic and contributes to the overall goal of increased capacity of the electoral authorities to perform their mandate a strategic approach will be taken. Given the small size of the electoral office it is important not to flood it with too many resources or outside advisors.

To achieve this intermittent international advice at critical periods and at the request of the Vanuatu electoral authorities. A consistent level of support will be provided through a United Nations Volunteer, who will assist in managing research and feasibility studies and support the office in its strategic planning. A part time UNDP Electoral Chief Technical Advisor will also undertake systematic visits to the country to ensure the project receives consistent high quality advice, and benefits from south-south opportunities in the region. The project will also ensure the electoral office has effective and beneficial links to other electoral authorities and professional networks. Building the institutional and individual staff capacity of the Vanuatu Electoral Authorities will also increase their ability to engage in (and potentially deliver through a referendum) the political reform process should it move forward. Gender will be reflected under each component.

Theory of Change

To respond to the development challenge that has been described in the earlier section, the project will apply a Theory of Change (ToC) process to define how and why change will take place through the project based on the assumptions underlying the development challenge.⁶ The ToC promotes effectiveness through predicting Change Pathways to inform planning with evidence of what has worked elsewhere based on available knowledge and helps to think about longer-term changes to embed sustainability of project results.

⁶ See: UNDP, "A Guide to the Application of Theories of Change to UNDP Programmes and Projects", 2016.

Through the initial UN Needs Assessment conducted in 2016, and the findings of the follow up project document mission in 2017, there exists a fair understanding of the development challenges faced by the Vanuatu Electoral Authorities. In addition to this UNDP had commissioned reports that detail the operational, voter education, public outreach and gender related challenges that the project will seek to address. These have been identified in the previous section on the Development Challenge.

Relationship to UNDP Strategic Plan and UNDAF

The project falls directly under the UNDP Strategic Plan (SP) 2013-2017 and responds to Outcome 2 Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance. The project corresponds to the SP Outcome Indicator 2.3 Percentage of women in national Parliaments, and responds effectively to the SP Output 2.1 Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation, including peaceful transitions.

The project corresponds directly to the United Nations Development Assistance Framework (UNDAF) 2013-2017 Outcome 5.1: Regional, national, local and traditional governance systems are strengthened, respecting and upholding human rights, especially women's rights in line with international standards. It also contributes to Outcome 2.1: Increased women's participation through legislation and policies that advance women's leadership at all levels

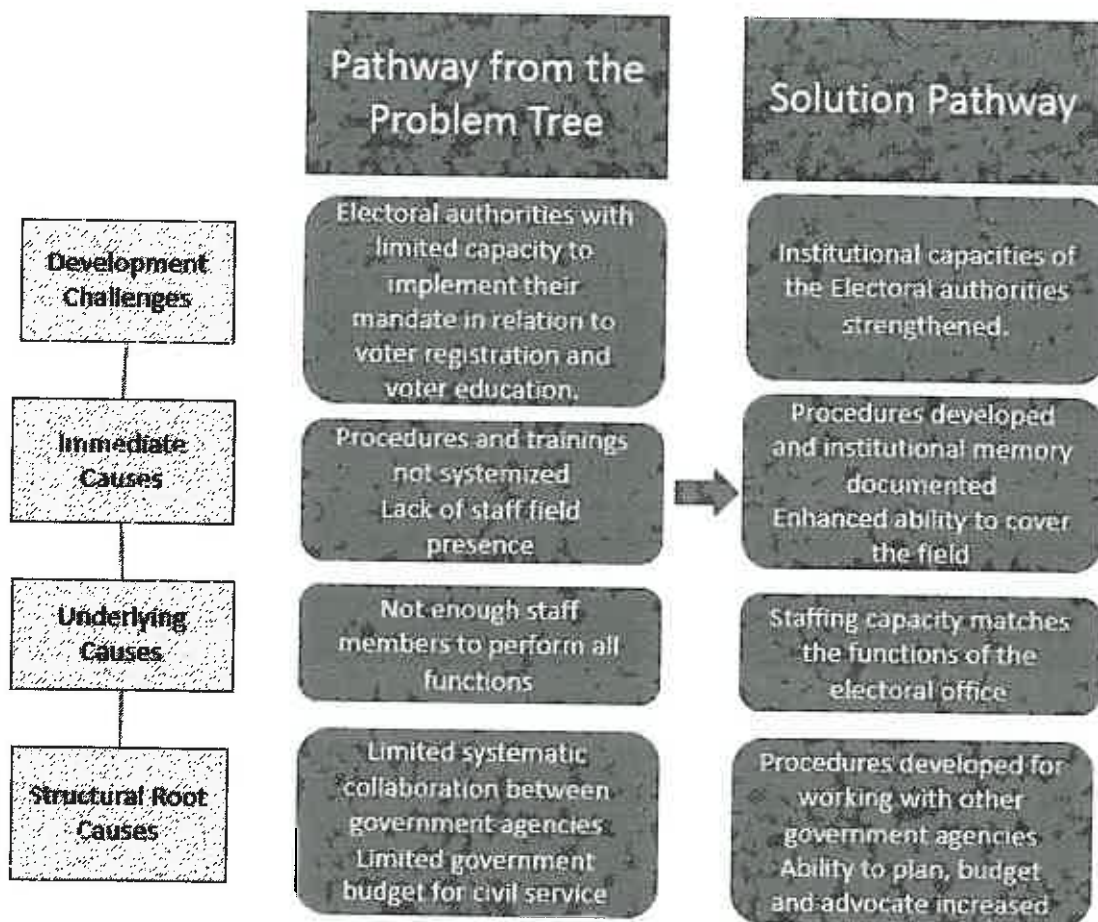


Figure 3: From a problem to a solution pathway

The project is organized under three outputs aimed at strengthening the medium-long term capacity of the electoral authorities. As such, all assistance should also have a benefit for the electoral office should it be required to hold a referendum in the current electoral cycle.

Output 1: Institutional Capacities of the Electoral Authorities Strengthened

The electoral office lacks human and financial capacity to be able to institutionalize its knowledge and experience. It is also unable to administer elections outside 'emergency' mode, meaning timelines and procedures need attention. The critical aspect of support under this component is to increase the capacity of the electoral office in Port Vila by tapping into the government's graduate programme. Through this the electoral office should be able to build a small amount of capacity to standardize procedures, conduct operational planning, codify knowledge and conduct training of electoral officials.

One option for increasing the capacity of the electoral office is to employ one full time staff at each province and municipality. However, with a limited national budget the sustainability and cost-effectiveness of such a proposal needs to be thoroughly investigated. As such, research will assist in informing an options paper of how the electoral office can have more effective links to the provincial level, potentially through an increase in staff or through other means such as having administrative control over provincial staff in electoral related activities. Gender will be mainstreamed through the office's work beginning with the development of a framework through from which the office can identify how to mainstream gender in its organizational structure and administrative duties.

Output 2: Integrity and Accuracy of the Voter Registry Enhanced

Support to improving the voter registration system will focus on assisting the national authorities develop a feasible solution to the updating and maintenance of the register. The strategy is based around supporting a locally-owned electronic registration system that has investigated the possible synergies with other registration systems and their data-entry/removal processes in the country. Support will also be given to review and where appropriate modify legislation, to ensure the registry remains accurate, updated and maintained in a timely manner. Importantly barriers to men and women's ability to participate in the registration process will be addressed to ensure any system and its implementation is fair and inclusive.

Output 3: Ability to conduct voter education and raise public awareness strengthened

The strategy for voter information, public outreach and civic education will be implemented as part of a broader strategy outlined in output 1 at increasing the capacity of the electoral office. Reports produced by 2016 by UNDP will act as a baseline for the development of an inclusive strategy that has a special focus on gender. For its implementation, new staffing structures and additional resources will be required as the current structure of the commission does not have the capacity to undertake further work. The electoral office could leverage local, national and regional partnerships to assist in the implementation of this strategy involving peer-to-peer learning through the Pacific Islands, Australia and New Zealand Electoral Administrators Network (PIANZEA) or the BRIDGE professional development programme.

The emphasis for voter education will be on developing messages and materials that have been tested for efficacy, in providing practical information on how voters can register and cast their ballot. Civic education and public outreach will be conducted on a needs assessment of the different island contexts and the gender consideration that accompany those different contexts. Strategic education (democracy, inclusiveness, constitution, etc.) and outreach strategies will be developed on the back of that assessment.

III. RESULTS AND PARTNERSHIPS

Expected Results

The overall expected result is to Strengthen the Capacity of the Vanuatu Electoral Authorities to Implement their Mandate. The indicative activities highlighted below seek to achieve three sub-results:

Output 1: *Institutional Capacities of the Electoral Authorities Strengthened*

Indicative Activities:

- Development of operational plan and structure for the electoral office to be able to fulfill its mandate
- Development of TORs (and negotiations with relevant government institutions) for the systemization of a graduate programme that sees two graduates employed with the electoral office over a two-year period
- Identification and roll out of capacity building efforts for the electoral office (this may involve human, financial and material resources)
- Study investigating the suitability of an increased staffing structure within a decentralized framework (including alternative options if not feasible)
- Development of strategy for recruitment and training of registration offices (including clear lines of accountability)
- Codifying and digitizing all knowledge and information within the electoral office
- Procurement of modern ballot boxes
- Intermittent provision of advice and engagement in the political reform process
- Gender mainstreaming at all levels of the electoral process, including the development of a comprehensive gender-sensitive legal, regulatory, procedural, and operational and outreach framework for the electoral process

Output 2: *Integrity and Accuracy of the Voter Registry Enhanced*

Indicative Activities:

- Development of an options paper developing a more effective voter registry, including analysis of costs/benefits of linking with the civil registry's data-collection/removal strategy and system
- Provision of advice on the selected voter registry system's implementation and capacity building support in IT related issues to ensure its sustainability and cost-effectiveness
- Conduct feasibility study of combining data-collection for the civil registry with that of the voter registry
- Review legislation and options for moving to a continuously updated and maintained electoral registry.
- Development and rollout of training for officials at the provincial level on electoral processes as it relates to voter registration processes
- A focus on inclusion and how any system and its implementation gives equal opportunities to men and women to participate in its implementation (e.g. as trainers, officials) and in being registered

Output 3: *Ability to conduct voter education and raise public awareness strengthened*

Indicative Activities:

- Development of a website as an online archive and information management system for the electoral

office

- Conduct assessment broken down by province on civic understanding and how different communities prefer to access information
- Build capacity of electoral office staff to train registration offices on voter and civic education (possible through BRIDGE)
- Support the development of education and awareness strategies of the electoral office based on the electoral cycle and timeline around an electoral event
- Based on this strategy, support targeted awareness campaigns on the importance of voter registration and the exercise of voting rights in the referendum and elections, on inclusive political participation and gender related aspects.

Resources Required to Achieve the Expected Results

UNDP has a clear advantage to implement this project based on global technical expertise in the area of inclusive and effective democratic governance, which includes successful electoral cycle projects globally, regionally and at the country level. UNDP is a global leader in electoral, currently implementing projects and activities in over 65 countries globally to strengthen the capacity of electoral management bodies. In the Pacific, UNDP has been working on electoral assistance in Papua New Guinea, Bougainville, Solomon Islands, Tonga, Samoa and Vanuatu. The project will be in a position to leverage UNDP support through the Pacific Regional Project that provides for governance expertise from the UNDP Pacific Office in Fiji in the field of Inclusive Political Processes.

The Vanuatu context offers an opportunity to make a large contribution to the stability and credibility of the Vanuatu electoral environment with minimum resources. The main result is also the main resource necessary for success, and that is human capacity within the Vanuatu Electoral Office. To build this UNDP will need to transfer knowledge through punctuated technical advice and support from the Bangkok Regional Hub. At least 3 months of total time per annum will be needed through these mechanisms to ensure delivery of the outputs. This support will be managed by the UNDP Vanuatu Project Manager in collaboration with a full time Technical Adviser in the Vanuatu Electoral Office. The implementation of the project will see the purchase of some materials (ballot boxes) and the update of equipment, but most will go the conduct and creation of research and the development of systems and processes that are cost-effective and sustainable.

Partnerships

The main partnership will be the Vanuatu Electoral Office and Vanuatu Electoral Commission. However, to achieve increased capacity of these electoral authorities partnerships and relationships will have to be formed with other government agencies including the Ministry of Internal Affairs and Provincial Governments. It is expected the Electoral Office will have to work through and with these partners to deliver its mandate in a cost-effective and sustainable manner.

The project will work closely with ongoing UN agency projects to ensure synergies and cost-effectiveness. For example the UNDP / UNODC project on anti-corruption (UNPRAC) that has been working with Public Accounts Committees and parliamentarians in the region to increase financial transparency. This will be critical to both engagement and activities that involve parliament. In addition, UNICEF has been supporting national authorities closely in the development of a civil registry, and the project will work closely with UNICEF on the issue of a voter registry to ensure coherent and strategic support that build on each other while avoiding duplication.

The Commonwealth and Australian Electoral Commission have both offered support to the Vanuatu Electoral Office in the past. The New Zealand Electoral Commission (Te Kaitiaki Take Kōwhiri) is also an important regional partner. The Commonwealth Secretariat has been involved with supporting the political reforms process to date. Partnerships with these agencies and organizations will ensure clear delineation of

responsibilities and the reinforcement of a holistic, mutually reinforcing framework of support to the Vanuatu Electoral Authorities.

Risks and Assumptions

Project risks are comprehensively identified in the Risk Log attached. The project assumptions are detailed in the Strategy section of this Project Document.

Stakeholder Engagement

In the development of the project a vast array of stakeholders were consulted, including women's groups, youth organizations and representatives from different geographical areas of Vanuatu. The project seeks to be as inclusive in its design and outreach as possible. Stakeholders for the project include the state actors identified in the sections above, and also through this work the general population of Vanuatu. A new voter registry would thus benefit and engage all eligible voters in Vanuatu as would any voter or civic education strategy. A specific focus of gender will be a part of all outputs.

South-South and Triangular Cooperation (SSC/TrC)

The Pacific Islands and Australia and New Zealand Electoral Authorities (PIANZEA) Network supports the peer-to-peer exchange of knowledge on elections in the region. Vanuatu is a member and this network is a valuable resource to be utilized for South-South Cooperation in the region on a variety of technical issues. UNDP also brings its global network, and will link broader global experience with the Vanuatu context where appropriate.

Consideration will also be given to South-to-South cooperation initiatives with other electoral management bodies in the region facing similar challenges and currently receiving UN electoral assistance such as Solomon Islands.

Knowledge

The project will produce an updated website for the Vanuatu Electoral Authorities and other related assessments and education materials as highlighted under output 3. It will also produce options papers and operational plans as outlined in Output 1 and Output 2 that will have relevance to the work of the electoral authorities and committees established to discuss political and electoral reform.

Sustainability and Scaling Up

The project will use existing systems and processes currently used by the Vanuatu Civil Service rather than creating parallel systems. This ensure both sustainability and cost-effectiveness of the technical and human resource assistance while promoting national ownership.

The project activities related to capacity building the electoral office are expected to enhance the capabilities within the electoral office. This will relate to both the institutional side of the office and its staff. The aim is that by the end of the project, the electoral office is a stronger institution with sufficiently capacitated staff so that support can be phased out.

IV. PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

Cost efficiency and effectiveness in the project management will be achieved through adherence to the UNDP Programme and Operations Policies and Procedures (POPP) and reviewed regularly through the governance mechanism of the United Nations Development Assistance Framework (UNDAF) in the Pacific

Annual Review and the Project Board. In addition, there are specific measures for ensuring cost-efficient use of resources through using a portfolio management approach.

Project Management

The project is expected to be implemented by the UNDP Effective Governance Team at the UNDP Pacific Office in Fiji through a project manager in Port Vila, Vanuatu. The project will be delivered through a Direct Implementation Modality (DIM) as is the standard on United Nations Electoral Assistance. A full time technical adviser will be based in Vanuatu with short term Technical experts with the expertise required for the various project activities will be recruited on a needs basis and provided internally by UNDP. The project's Multi-Year Work Plan provides all details of associated management expenses to be incurred over the project duration. The project should consult, as a first point of call, the electoral roster managed by the UN's Electoral Assistance Division.

The project team for the direct implementation of the project will comprise of a minimum team of two:

- Project Manager
- Technical Adviser
- International Consultants as required

The associated Direct Project Costing (DPC) that will be incurred by UNDP in providing project management and technical project implementation support is effectively indicated in the Multi-Year Work Plan.

The project's Multi-Year Work Plan also includes a General Management Support (GMS) charge that covers the costs for UNDP that are not directly attributable to specific projects or services, but are necessary to fund the corporate structure, management and oversight costs of UNDP as per global UNDP practices. The GMS is applied to all projects funded by either member governments at 3% for projects implemented directly in those member countries, and at 8% for contributions from other development partners for all projects that are implemented by UNDP around the world.

In Accordance with the Revised Note of Guidance on Electoral Assistance, 2010, the UNDP Country Office will submit status reports on a quarterly basis to the Electoral Assistance Division in order to keep the Focal Point informed about the political and technical status of UN electoral assistance and facilitate EAD's support and coordination at headquarters level throughout the project implementation. At the conclusion of the project EAD shall receive a final project report from the Resident Coordinator/Resident Representative, within three months of the completion of the project. In order to maintain the UN electoral institutional memory other operational documents may also be requested from the project such as operational plans, budgets, timelines, staffing tables, etc.

In line with its normal functions as part of the Department of Political Affairs, and to support the Focal Point, EAD may, at any time, (in consultation with the UNCT) conduct a mission to review progress of a programme, assess the political situation, particularly with regard to the potential for violence, and/or offer support to the Resident Coordinator/Resident Representative.

V. RESULTS FRAMEWORK⁷

Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:
Subregional programme outcome 2 (UNDAF outcome 5.1): Regional, national, local and traditional governance systems are strengthened, respecting and upholding human rights, especially women's rights, in line with international standards.

Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:
 Indicators: Number of countries that pass legislation and introduce policies to increase parliamentary accountability and transparency and address key human rights and anticorruption issues; number of countries that develop service delivery mechanisms to ensure greater equity and inclusion of the most vulnerable in the population

Applicable Output(s) from the UNDP Strategic Plan: Output 2.1. Parliaments, constitution making bodies and electoral institutions enabled to perform core functions for improved accountability, participation and representation, including for peaceful transitions

Project title and Atlas Project Number: Vanuatu Electoral Environment Project (VEEP)

EXPECTED OUTPUTS	OUTPUT INDICATORS ⁸	DATA SOURCE	BASELINE		TARGETS (by frequency of data collection)				DATA COLLECTION METHODS & RISKS	
			Value	Year	Year 1	Year 2	Year 3	Year 4		FINAL

⁸ It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

<p>Output 1 <i>Institutional Capacities of the Electoral Authorities Strengthened</i></p>	<p>IRRF Indicator: 2.1.1.b: Electoral authorities with improved administrative and human resources capacities to fulfil mandate To be assessed on the following rating scale: 0=UNDP is not building capacity of the electoral authorities 1=Capacity has not improved 2= Capacity very partially improved 3= Capacity partially improved 4= Capacity largely improved</p>	<p>Post capacity building and training workshop reports. Evaluation and feedback sheets by participants of capacity building activities. Monitoring and evaluation missions.</p>	<p>Competency rating (qualitative indicator)</p>	<p>0</p>	<p>3</p>	<p>3</p>	<p>4</p>	<p>4</p>	<p>4</p>	<p>Project Team through data and information collection. Technical specialists through training activities.</p>
<p>Output 2 <i>Integrity and Accuracy of the Voter Registry Enhanced</i></p>	<p>IRRF Indicator 2.1.2 Proportion of eligible voters who are registered to vote, disaggregated by sex, age, and excluded groups.</p>	<p>Data from pre-project voter registry.</p>	<p>Number of people on the registry (Quantitative indicator)</p>	<p>70%</p>	<p>90%</p>	<p>95%</p>	<p>95%</p>	<p>95%</p>	<p>95%</p>	<p>Project Team through data and information collection. Technical specialists through training and outreach activities.</p>

<p>Output 3 <i>Ability to conduct voter education and raise public awareness strengthened</i></p>	<p>IRRF Indicator 2.4.2: Country with strengthened environments for civic engagement, including legal/regulatory framework for civil society organizations to function in the public sphere and contribute to development, and effective mechanisms/platforms to engage civil society (with a focus on women, youth or excluded groups). Degree of effectiveness should be scored using the following scale: 1=Low 2=Medium 3=High</p>	<p>Data from Parliamentary Secretariat . Data from CSOs and NGO platforms or networks. Project Activity Reports. Media reports.</p>	<p>Effectiveness rating (qualitative indicator)</p>	<p>None</p>	<p>Low</p>	<p>Low</p>	<p>Medium</p>	<p>Medium</p>	<p>Medium</p>	<p>Project Team through data and information collection. Technical specialists through training and outreach activities.</p>
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VI. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation plans: [Note: *monitoring and evaluation plans should be adapted to project context, as needed*]

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action	Partners (if joint)	Cost (if any)
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.		
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of	Annually, and at the end of the project			

	<p>progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk log with mitigation measures, and any evaluation or review reports prepared over the period.</p>	(final report)		
<p>Project Review (Project Board)</p>	<p>The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.</p>	<p>Twice per year</p>	<p>Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.</p>	

VII. MULTI-YEAR WORK PLAN ⁹10

All anticipated programmatic and operational costs to support the project, including development effectiveness and implementation support arrangements, need to be identified, estimated and fully costed in the project budget under the relevant output(s). This includes activities that directly support the project, such as communication, human resources, procurement, finance, audit, policy advisory, quality assurance, reporting, management, etc. All services which are directly related to the project need to be disclosed transparently in the project document.

EXPECTED OUTPUTS	PLANNED ACTIVITIES	Planned Budget by Year				RESPO NSIBLE PARTY	PLANNED BUDGET		
		2017	2018	2019	2020		Funding Source	Budget Description	Amount
Output 1 <i>Institutional Capacities of the Electoral Authorities Strengthened</i>	1.1 Development of TORs (and negotiations with relevant government institutions) and implementation of a graduate programme that sees two graduates employed with the electoral office over a two-year period	0	20,000	20,000	10,000	UNDP		International Consultant, Travel and DSA	50,000
	1.2 Development of operational plan and structure for the electoral office to be able to fulfill its mandate	10,000	10,000	0	0	UNDP		National Consultant	20,000

⁹ Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

¹⁰ Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

1.3 Identification and roll out of capacity building efforts for the electoral office (this may involve human, financial and material resources)	10,000	20,000	20,000	10,000	10,000	UNDP	Workshops, training, south/south cooperation	60,000
1.4 Study investigating the suitability of an increased staffing structure within a decentralized framework	0	10,000	0	0	0	UNDP	International consultant, Travel and DSA	10,000
1.5 Development of strategy for recruitment and training of registration offices	0	10,000	10,000	0	0	UNDP	Workshop, International consultant, DSA and travel	20,000
1.6 Codifying and digitizing all knowledge and information within the electoral office	0	10,000	10,000	10,000	10,000	UNDP	Local consultant	30,000
1.7 Procurement of modern ballot boxes	0	10,000	0	0	0	UNDP	Procurement	10,000
1.8 Development of a comprehensive gender-sensitive legal, regulatory, procedural, and operational and outreach framework for the electoral process	15,000	15,000	15,000	15,000	15,000	UNDP	International and local consultant, DSA and travel	60,000
1.9 Effective technical advisory services and project implementation ¹¹	22,000	88,000	88,000	88,000	88,000	UNDP	Staff Personnel and Office costs	286,000

¹¹ Project Manager, Technical Advisor, includes technical advice to the reform process.

		5,000	5,000	5,000	5,000	5,000	UNDP	Operational costs and Service Charges	20,000
1.10 Direct Project Costs ¹²		5,000	5,000	5,000	5,000	5,000	UNDP		20,000
Sub-Total for Output 1		62,000	198,000	168,000	138,000				566,000
Output 2 <i>Integrity and Accuracy of the Voter Registry Enhanced</i>	2.1 Negotiations with relevant government institutions and development of an options paper developing a more effective voter registry, including analysis of costs/benefits of linking with the civil registry's data-collection/removal strategy and system	20,000	20,000	0	0	0	UNDP	International consultant, DSA and travel, workshop	40,000
	2.2 Provision of advice on the selected voter registry system's implementation and capacity building support in IT related issues to ensure its sustainability and cost-effectiveness	0	30,000	30,000	30,000	30,000	UNDP	International consultant, DSA and travel, workshop and trainings	90,000
	2.3 Conduct feasibility study of combining data-collection for the civil registry with that of the voter registry	0	20,000	20,000	0	0	UNDP	International and local consultant, DSA and travel, south-south cooperation	40,000

¹² Operational Costs (Finance and Procurement), Common Service Charges, and UNDP Communication and Programme Finance.

	2.4 Review legislation and options for moving to a continuously updated and maintained electoral registry	10,000	10,000	0	0	0	UNDP	International Consultant	20,000
	2.5 Development and rollout of training for officials at the provincial level on electoral processes as it relates to voter registration processes	10,000	40,000	40,000	40,000	40,000	UNDP	International Consultant, National consultants, workshops, travel, DSA	130,000
	1.9 Effective technical advisory services and project implementation ¹³	22,000	88,000	88,000	88,000	88,000	UNDP	Staff Personnel and Office costs	286,000
	1.10 Direct Project Costs ¹⁴	5,000	5,000	5,000	5,000	5,000	UNDP	Operational costs and Service Charges	20,000
	Sub-Total for Output 2	67,000	213,000	183,000	163,000				626,000
Output 3									
<i>Ability to conduct voter education and raise public awareness</i>	3.1 Development of website as an online archive and information management system for the electoral office	0	30,000	10,000	5,000	5,000	UNDP	International and national consultants, DSA and Travel	45,000

¹³ Project Manager, Technical Advisor, includes technical advice to the reform process.

¹⁴ Operational Costs (Finance and Procurement), Common Service Charges, and UNDP Communication and Programme Finance.

<i>strengthened</i>	3.2 Conduct assessment broken down by province on civic understanding and how different communities prefer to access information	0	50,000	20,000	20,000	20,000	UNDP	Workshops, DSA Travel, consultant	90,000
	3.3 Build capacity of electoral office staff to train registration offices on voter and civic education	0	25,000	25,000	25,000	25,000	UNDP	Training, curriculum development, workshops	75,000
	3.4 Support the development of education and awareness strategies of the electoral office based on the electoral cycle and timeline around an electoral event	10,000	10,000	10,000	10,000	10,000	UNDP	Workshops, consultant	40,000
	3.5 Based on this strategy, support targeted awareness campaigns on the importance of voter registration and the exercise of voting rights in the referendum and elections, on inclusive political participation and gender related aspects.	0	40,000	40,000	40,000	40,000	UNDP	Workshops, travel, DSA, materials	120,000
	1.9 Effective technical advisory services and project implementation ¹⁵	22,000	88,000	88,000	88,000	88,000	UNDP	Staff Personnel and Office costs	286,000

¹⁵ Project Manager, Technical Advisor, includes technical advice to the reform process.

	1.10 Direct Project Costs ¹⁶										Operational costs and Service Charges	20,000
		5,000	5,000	5,000	5,000	5,000	5,000	5,000	5,000	UNDP		
	Sub-Total for Output 3	37,000	248,000	198,000	193,000							676,000
Evaluation (as relevant)	Lessons learned and final project evaluation completed							15,000				15,000
Total Project Costs												1,883,000
General Management Support	General Management Service (GMS) Fees 8%											150,640

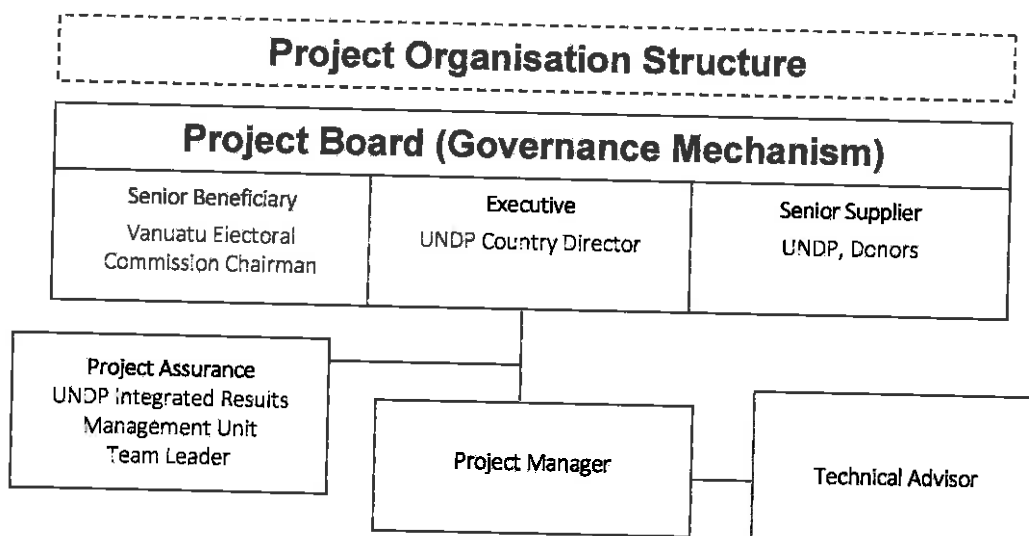
¹⁶ Operational Costs (Finance and Procurement), Common Service Charges, and UNDP Communication and Programme Finance.

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

Governance of the project is expected to be undertaken by the Project Board which will convene at least twice a year and more frequently if decided so by the Board. The Project Board is the group responsible for making by consensus, management decisions for a project when guidance is required by the Project Manager, including recommendation for approval of project plans and revisions. In order to ensure accountability, Project Board decisions should be made in accordance with standards that shall ensure management for development results, best value for money, fairness, integrity, transparency and effective international competition. In case a consensus cannot be reached within the Board, final decision shall rest with UNDP. In addition, the Project Board plays a critical role in UNDP-commissioned project evaluations by quality assuring the evaluation process and products, and using evaluations for performance improvement, accountability and learning. The Terms of Reference for the Project Board are annexed. The Project Board structure is provided in the diagram below.

On a day-to-day basis, the Project Manager has the authority to run the project on behalf of UNDP with the constraints laid down by the Project Board and in accordance with the UNDP Programme and Operations Policies and Procedures (POPP). The Project Manager is responsible for the everyday management and decision-making of the project. The Project Manager's prime responsibility is to ensure that the project produces the results (outputs) specified in the Project Document to the required standard of quality and within the specified constraint of time and cost. UNDP appoints the Project Manager, who is different from the UNDP representative on the Project Board. Project backstopping and quality assurance will be provided by the UNDP Asia-Pacific Electoral Advisor and the UNDP Pacific Office in Suva.

The UN Focal Point, through the EAD, should be notified in a timely manner when project revisions or extensions that fall outside the parameters of the original needs assessment are envisioned. After consulting with the Resident Coordinator the Focal Point will determine whether a needs assessment is required and, if so, whether to send a needs assessment mission or do a desk review. The Focal Point may also determine that some changes or extensions are not significant enough to warrant a new assessment, in which case the project will simply be amended and implementation will continue. Project extensions of limited duration alone will not trigger a needs assessment.



IX. LEGAL CONTEXT AND RISK MANAGEMENT

See Annex 5

X. ANNEXES

- 1. Project Quality Assurance Report (refer to attached)**
- 2. Social and Environmental Screening Template**
- 3. Risk Analysis.**
- 4. Project Board Terms of Reference**