

## Transitional Islamic State of Afghanistan

United Nations Assistance Mission in Afghanistan

United Nations Development Programme

Joint Electoral Management Board



## 2004 Afghan Elections Project

The Afghan Government has announced the holding of the elections for President and the Lower House of Parliament in September of 2004. These elections—and the process leading up to them—will make a very important contribution to the achievement of stability and democracy in Afghanistan. The prospect for peace and reconciliation in this diverse and war-torn country will be greatly enhanced by an electoral process whose legitimacy is recognized across Afghan society. Through President Karzai, the Transitional Islamic State of Afghanistan has requested the United Nations to assist in preparing and organizing the electoral process. With substantial donor support, UNAMA, UNDP, UNOPS and the Interim Afghan Electoral Commission (IAEC) have cooperated since August 2003 in a Voter Registration Project. The 2004 Afghan Elections Project aims to provide comprehensive support for the preparation and organization of the elections, building on the achievements of the Voter Registration Project. On an equitable and nonpartisan basis, the Project will facilitate the work of Afghan electoral authorities—particularly the JEMB Electoral Secretariat—in the following areas: 1/ Resource mobilization and donor coordination, 2/ Out-of-country (refugee) voting, 3/ Election management, 4/ Voter information and civic education, 5/ Media Monitoring and 6/ Facilitation of domestic and international electoral observation


## SIGNATURE PAGE

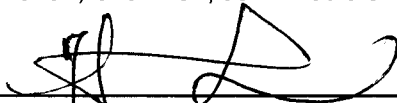
Country: Afghanistan


<b>Expected Outcome and Indicators</b>	<p><b>Expected Outcome:</b> Free and fair elections take place in Afghanistan in September 2004, and sustainable capacity for national management of future election is created</p> <p><b>Outcome Indicators:</b> Voter turnout; gender, ethnic, and regional balance of voter turnout; acceptance of election results by the Afghan public and political contestants; nature of the reports of election observation missions.</p> <p><b>Linkages with Country Programme and MYFF:</b> The Expected Outcome will be pursued in line with Principal Area of Cooperation (B), “<i>State building for social justice,</i>” in the UNDP Administrator’s Note to the Executive Board “UNDP Assistance to Afghanistan 2004-2005”; UNDP’s MYFF Goal 2, “<i>Fostering democratic governance</i>”; and MYFF Service Line 2.3, “<i>Electoral systems and processes.</i>”</p>
<b>Expected Outputs and Indicators</b>	<ol style="list-style-type: none"><li>1. Sufficient donor resources are mobilized—and allocated rapidly, effectively, and efficiently—to enable the preparation and organization of free and fair elections throughout Afghanistan. <i>Indicators: Extent to which funds are allocated toward the successful implementation of the workplan; donor attendance at coordination meetings; absence of duplication of electoral activities supported by donors; timeliness and accuracy of financial reports and progress reports provided to donors.</i></li><li>2. Afghan refugees living in Iran and Pakistan participate in the elections. <i>Indicator: Percentage of Afghan refugees who vote among those eligible.</i></li><li>3. The electoral process is effectively managed and conducted in accordance with international standards. <i>Indicators: Afghan electoral officers deployed to all constituencies; quantity and quality of electoral training provided to Afghan electoral managers and officers; availability to the JEMB Secretariat of the facilities and equipment needed to fulfill its responsibilities.</i></li><li>4. Voter information and civic education are provided to the Afghan public. <i>Indicators: Election Day turnout; percentage of ballots that are valid; number of people reached through voter and civic education programs.</i></li><li>5. An environment of equitable access to media is nurtured during the political campaign. <i>Indicators: Establishment of the media commission, mechanism to monitor the reporting and coverage of the electoral campaign.</i></li><li>6. National and international election observation is facilitated . <i>Indicators: provision of briefing packages to observer.</i></li></ol>
<b>Implementing partner</b>	United Nations Development Programme (UNDP) Afghanistan
<b>Other partners</b>	Joint Electoral Management Body (JEMB) Secretariat United Nations Assistance Mission in Afghanistan

Programme Period: 2004-2005 / 2006-2010
Programme Component: <u>MYFF Goal 1</u>
Project Title: <u>2004 Afghan Elections Project</u>
Project ID: <u>00036284</u>
Project Duration: <u>1 May 2004 - 31 December 2004</u>
Management Arrangement: <u>Direct execution (DEX)</u>

Budget	104,677,532
General Management Support Fee	3,140,326
Total budget:	107,817,858
Allocated resources:	
• Government	n/a
• Regular	n/a
• Other [including in-kind]:	
○ Donor	
○ Donor	
○ Donor	
• In kind contributions:	n/a
• Unfunded budget:	107,817,858

Agreed by  1. MAY. 2004  
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 Zakim Shah, Chairman, Joint Electoral Management Board

Agreed by  1. MAY. 2004  
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 Jean Arnault, Special Representative of the Secretary General, UNAMA

Agreed by  1. MAY. 2004  
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 Ercan Murat, UNDP Country Director, UNDP Afghanistan

## **Section I: Narrative**

### **Part I. Situation Analysis**

**Introduction.** The Afghan Government has announced the holding of the elections for President and the Lower House of Parliament in September of 2004. These elections—and the process leading up to them—will make a very important contribution to the achievement of stability and democracy in Afghanistan. The prospect for peace and reconciliation in this diverse and war-torn country will be greatly enhanced by an electoral process whose legitimacy is recognized across Afghan society.

Through President Karzai, the Transitional Islamic State of Afghanistan has requested the United Nations to assist in preparing and organizing the electoral process. With substantial donor support, UNAMA, UNDP, UNOPS and the Interim Afghan Electoral Commission (IAEC) have cooperated since August 2003 in a Voter Registration Project. By April 2004, 1.8 million had registered, and a massive registration drive throughout the country will aim to register the remaining eligible voters by the end of June. The Voter Registration Project also promotes civic education. Over time, responsibility has been broadened to Afghan staff in addition to international staff with a view to building long-term national capacity to manage electoral processes in the future.

**Legal and Institutional Framework.** The legal and institutional framework for elections in Afghanistan is still evolving. The IAEC is an independent national body tasked with advising the Government in all electoral matters and cooperating with the United Nations in voter registration. The Joint Electoral Management Body (JEMB), which consists of both IAEC Commissioners and UN appointees, has full responsibility for preparing, managing, and overseeing the 2004 elections process. The JEMB has passed regulations on the registration process and on the accreditation of contestants, and the electoral law should be adopted shortly. The new Afghan Constitution calls for an Independent Electoral Commission, which will be established at a later stage. The duties and authorities of the JEMB will end after the 2004 elections, whereas the current Electoral Secretariat of the JEMB will be reassigned to the Independent Electoral Commission. Capacity building within the Electoral Secretariat during the 2004 elections process therefore offers a promising opportunity to enhance long-term national electoral capacity.

**2004 Afghan Elections Project.** The 2004 Afghan Elections Project aims to provide comprehensive support for the preparation and organization of the elections, building on the achievements of the Voter Registration Project. On an equitable and nonpartisan basis, the Project will facilitate the work of Afghan electoral authorities—particularly the JEMB Electoral Secretariat—in the following areas:

- Resource mobilization and donor coordination
- Out-of-country (refugee) voting
- Election management
- Voter information and civic education
- Media Monitoring
- Facilitation of domestic and international electoral observation

**Intended beneficiaries.** The 2004 Afghan Elections Project aims to provide direct benefits to four groups of Afghans:

- The Afghan electorate—reflecting ethnic, regional, and gender balance and including internally displaced people, refugees, returnees, and nomads—who make well-informed choices in a free, fair, and transparent voting process.
- Afghan political contestants, who gain the knowledge needed for successful campaigning in the 2004 elections
- Afghan civil society organizations, including election observer groups, who build capacity to lead voter and civic education programs and to provide credible, unbiased election observation and reporting.
- Afghan electoral management authorities, who build the capacity to lead free and fair elections in 2004 and beyond.

- Other government institutions, such as the Ministry of Interior.

All Afghan people—and even the global community—will benefit indirectly as the Project provides a foundation for a peaceful, democratic society in Afghanistan.

## **Part II. Strategy**

The 2004 Afghan Elections Project will provide rapid and comprehensive support for the preparation and organization of Afghanistan's elections in September 2004. All Project activities will be carried out by the JEMB and Electoral Secretariat. This Part outlines the Project's Intended Outputs that will support the achievement of its Intended Outcome. The Intended Outcome—or the development change toward which the Project aims in concert with other actors, projects, and programs—is as follows:

**Intended Outcome:** Free and fair elections take place in Afghanistan in September 2004, and sustainable capacity for national management of future election is created.

The Intended Outputs of the Project that are expected to support the achievement of its Intended Outcome are as follows.

**Output A: Sufficient donor resources are mobilized—and allocated rapidly, effectively, and efficiently—to enable the preparation and organization of free and fair elections throughout Afghanistan.**

Generous donor funding has enabled progress in voter registration, yet substantial and rapid international support is needed for the final stages in the 2004 elections process and the conducting of the elections themselves. The Project will mobilize donor resources and allocate them rapidly, effectively, and efficiently to the different activities required for the preparation and organization of free and fair elections. The Project will also facilitate the coordination of donors and technical agencies involved in the electoral process, and it will ensure that the flow of information from the Project to the donor community is timely and thorough.

### **Activity 1: Mobilize and coordinate donor funding.**

The project will mobilize donor resources, establish and maintain a mechanism to channel donor funding in a cost-effective manner, facilitate donor coordination and provide donors with timely, accurate, and thorough information. Donor coordination meetings will take place as needed and requested; some will focus on particular areas of the elections process, such as election observation. Technical agencies involved in the electoral process will be included in the coordination meetings as appropriate. Donors will receive timely and accurate financial and progress reports, and JEMB website will be established for public access to information on the election process.

**Output B: Afghan refugees living in Iran and Pakistan participate in the elections.**

Having fled their homes during Afghanistan's years of conflict, millions Afghan refugees continue living abroad. The Transitional Islamic State of Afghanistan is committed to including these refugees actively in the democratic nation-building process. Accordingly, the 2004 Afghan Elections Project will enable Afghan refugees living in Iran and Pakistan to participate in the elections.

### **Activity 2: Register Afghan refugees and enable them to vote in the elections.**

This activity will take place in accordance with agreements reached between the relevant stakeholders and the host governments.

**Output C: The electoral process is effectively managed and conducted in accordance with international standards.**

Afghanistan's electoral managers and officers require additional training or experience with the electoral process. The Project will expand ongoing UN support for building national capacity to manage and conduct elections.

**Activity 3 Provide the JEMB Secretariat with operational support.**

The Project will make use of facilities provided through the Voter Registration Project and those transferred to the Project from the Constitutional Loya Jirga.. The Project will support the procurement of additional facilities and equipment, including electoral materials, office furniture, and communication and transportation facilities.

**Activity 4 Recruit, train, and deploy Afghan electoral officers throughout the country.**

The Project will pair the staff of the JEMB Secretariat with international experts for on-the-job training and will help the Secretariat to recruit, train, and deploy Afghan electoral officers throughout the country. A cascade training program will aim to reach almost 200,000 polling and counting officers.

**Activity 5 Provide a safe environment for a peaceful voting process.**

The project will assist the deployment of security forces countrywide in support of the voting process. Specifically the project will help the Ministry of Interior fulfill its duties and provide securities forces with materials, vehicles and will cover field service allowances.

**Output D: Voter information and civic education are provided to the Afghan public.**

The 2004 Afghan Elections Project will expand programs established under the Voter Registration Project to promote voter information and civic education. Public information messages and civic education materials—transmitted through a variety of media—will be clear and appropriate to the political and cultural realities and needs of the Afghan electorate. The Project will also help to synchronize voter information and civic education activities supported by different donors and NGOs. Every effort will be made to reach among others women, refugees, nomads, and population groups in remote areas.

**Activity 6: Develop, produce, pilot test, and disseminate voter information materials using a variety of media and reaching Afghans throughout the country, including support civil society organizations in providing voter and civic education.**

The Project will expand the Public Outreach unit under the Voter Registration Project and will help strengthen JEMB Public Outreach strategy, in the forms of public workshops, meetings, expanded media relations and other means of disseminating information, to address the basic principles of democracy.

The Project will also encourage the active engagement of civil society in this process in the following ways:

- Facilitating the coordination of donors and agencies engaged in voter and civic education
- Assisting national civil society organizations in preparing voter and civic education proposals and building implementation capacity
- Expanding the grant scheme launched under the Voter Registration Project to provide micro and medium-sized grants rapidly and effectively to Afghan community-based organizations that offer voter and civic education to their communities.

**Output E: An environment of equitable access to media through the support to the Media Commission.****Activity 7.1: Establish the Media Commission to monitor the reporting and coverage of the electoral campaign**

The functions of the Media Commission will include the following

- Monitor the reporting and coverage of the coverage of the electoral campaign.
- Advise on any breach of fair reporting and coverage and of any breach of the provision of the code of conduct Training the staff of political contestants on political communication

## **Output F: Domestic and international election observation is facilitated throughout the country.**

Effective domestic and international observation is important to enhance the legitimacy of the elections. The Project will facilitate national and international election observation throughout the country. It will not provide security or logistical support (such as transportation, accommodation, or secretariat facilities) to election observers. Further, it will remain neutral in the observation process; it will not endorse—or become involved in any way with—the judgments or conclusions reached by observers.

### **Activity 8.1: Establish an Observation Office to facilitate national and international election observation.**

The functions of the Office will include the following:

- Hosting meetings of national and international observers and other stakeholders working in the area of observation (e.g. NGOs, donors, and international agencies) to facilitate information exchange.
- Developing and disseminating briefing packages, including contact information, for national and international election observers
- Developing training materials for national election observers and providing them with training on objective observation practices.

## **Part III. Management Arrangements**

The UNDP-Afghanistan Country Office will directly execute the 2004 Afghan Elections Project (DEX modality) in accordance with UNDP's rules, regulations, and guidelines. UNDP will organize the flow of funds and be accountable for all aspects of Project management and financial reporting. The JEMB and the Electoral Secretariat will implement the Project activities with support from UNDP, UNAMA and the Electoral Assistance Division (EAD) of the UN Department of Political Affairs (DPA).

**Steering Committee.** A Steering Committee for the 2004 Afghan Elections Project will be established with representatives from the JEMB and the Electoral Secretariat, UNAMA, UNDP, and others as required. The Steering Committee will be responsible for providing strategic guidance and overall direction to the Project and for periodically reviewing the Project's implementation progress. The Steering Committee will also regularly review funding pledges, commitments, and Project expenditure.

**Project Staffing.** The 2004 Afghan Elections Project will build upon staffing structures established under the UNDP Voter Registration Project (AFG/03/020). The contracts of international and national staff funded through the Voter Registration Project will be transferred to the 2004 Afghan Elections Project and extended for several months to cover the voting process. Additional staff will be recruited, as required.

The Project will employ at least 4,748 core staff members, including 109 Internationals, 549 United Nations Volunteers (249 Internationals and up to 300 Nationals), 1,356 national support staff members, and 2,734 national professionals. It will financially support the appointment of 175,000 Afghan electoral officers for the voting and counting processes.

**Working Groups.** The Project may convene Working Groups of interested stakeholders to focus on specific areas of assistance, such as electoral management, civic and voter education, media monitoring, and/or electoral observation. To update the International Community on Project implementation, meetings will be held on a regular basis, followed by info-press conferences as requested or appropriate.

**Resource mobilization and financial arrangements.** UNDP support has been requested UNDP for resource mobilization and coordination. These activities are therefore integral parts of the 2004 Afghan Elections Project. This project will be financed using third-party contributions, with donors contributing financially and in-kind. Financial support can be channeled through cost-sharing agreements and contributions to an open UNDP Trust Fund.

**Audit.** In compliance with DEX auditing rules and in coordination with UNDP/OAPR, UNDP will contract an auditor in the post-election period to review the Project, including the effectiveness of

the use of funds for each activity undertaken. The results of the audit will be made available to donors and stakeholders.

**Contracts.** Standard UNDP contracts will be signed with suppliers, including suppliers of office space and other facilities required for Project implementation and suppliers of voter and civic education services. The grant scheme will be handled through simplified contracting procedures. Out-of country registration and voting activities may be subcontracted in accordance with UNDP rules and regulations.

**Equipment.** In compliance with UNDP rules and procedures, the assets of the UNDP Voter Registration Project (AFG/03/020) will be transferred to the 2004 Afghan Elections Project. The Project will procure additional equipment, as needed, including training and electoral materials such as procedures manuals, polling and counting kits, ballot papers, and polling booths. Air operations support and locally hired transport will also be required.

#### **Part IV. Monitoring and Evaluation**

Upon the completion of Project activities, the Project will recruit consultants to conduct a final Project evaluation. The final evaluation process will include consultation with Project stakeholders, a review of contract performance with service providers, and a review of contract performance with national civil society organizations. The evaluation will place a particular focus on lessons learned. The final evaluation report will be published and disseminated to all stakeholders and the press.

#### **Part V. Legal Context**

The project is signed between UNDP, UNAMA and the JEMB on behalf of the State of Afghanistan in accordance with:

- ◆ *Security Council Resolution 1383 (2001)* of 6 December 2001 endorsing the Bonn Agreement,
- ◆ *Security Council Resolution 1401 (2002)* of 28 March 2002 establishing the United Nations Assistance Mission to Afghanistan,
- ◆ *Security Council Resolution 1419 (2002)* of 26 June 2002 welcoming the establishment of the Transitional Administration of Afghanistan,
- ◆ *Security Council Resolution 249 (2004)* of 25 March 2004, extending UNAMA mandate and stressing the importance of holding credible national elections,
- ◆ The exchange of letter between President Karzai and UN Secretary General (February – March 2003)

The following types of revision may be made to this Project Document, with the signature of the UNDP Country Director only, provided he is assured that the other parties involved in the Electoral Assistance Programme have no objection to the proposed changes:

- ◆ Revision, which do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the re-arrangement or increase of inputs agreed by all parties or by cost increases due to inflation...etc.
- ◆ Mandatory revisions, which re-phase the delivery of the project inputs or increased experts or other costs or take into account expenditure flexibility.

All other revision will require the signatures of all parties to this Project Document.

**Section II: Results and Resources Framework**

<p><b>Intended Outcome:</b> Free and fair elections take place in Afghanistan in September 2004, creating a durable foundation for national management of free and fair elections in the future.</p>			
<p><b>Outcome indicators, baseline, and target:</b> The Outcome indicators are voter turnout; gender, ethnic, and regional balance of voter turnout; acceptance of election results by the Afghan public and political contestants; and the nature of the reports of election observation missions. The baselines are little public awareness of democratic principles and voting procedures; little national capacity to manage or observe elections, and little knowledge among potential contestants of campaign procedures. The target is free and fair elections in September 2004 with substantial voter turnout.</p>			
<p><b>Applicable MYFF Service Line:</b> MYFF Goal 2, Fostering democratic governance; MYFF Service Line 2.3, Electoral systems and processes</p>			
<p><b>Partnership Strategy:</b> The JEMB Secretariat will implement all Project activities with support from UNDP and in consultation with UNAMA. The Project will promote coordination and information-sharing among the JEMB, the JEMB Secretariat, donors, national and international civil society organizations (including election observers), and other stakeholders. The Project will outsource some activities to private contractors.</p>			
<p><b>Project title and ID:</b> 2004 Afghan Elections Project</p>			
	<b>Intended Outcomes</b>	<b>Indicative Activities</b>	<b>Inputs</b>
<b>A/</b>	Sufficient donor resources are mobilized—and allocated rapidly, effectively, and efficiently—to enable the preparation and organization of free and fair elections throughout Afghanistan.	1. Mobilize donor resources and establish and maintain a mechanism to channel donor funding in a cost-effective manner, facilitate donor coordination and provide donors with timely, accurate, and thorough information.	Resource mobilization and management US\$ 433,630
<b>B/</b>	Afghan refugees living in Iran and Pakistan participate in the elections.	2. Register Afghan refugees and enable them to vote in the elections.	Out-Of-Country Registration and Voting US\$ 37,608,980
<b>C/</b>	The electoral process is effectively managed and conducted in accordance with international standards in a peaceful environment.	3. Provide the JEMB Secretariat with operational support. 4. Recruit, deploy, and train Afghan electoral officers throughout the country. 5. Provide a secure environment to conduct a peaceful voting process	Operational Support US\$ 11,330,721 Polling US\$ 43,247,907 Security US\$ 12,030,400
<b>D/</b>	Voter information and civic education are provided to the Afghan public.	6. Develop, produce, pilot test, and disseminate voter information materials using a variety of media and reaching Afghans throughout the country, and support civil society organizations in providing voter and civic education.	Civic education and Voter Information US\$ 2,653,280

<p><b>E/</b> . An environment of equitable access to media through the support to the Media Commission .is nurtured.</p>	<p>7.1 Establish the Media Commission to monitor the reporting and coverage of the electoral campaign.</p>	<p>Political inclusiveness  <b>US\$ 256,470</b>                  In-kind contribution (equipment)</p>
<p><b>F/</b> National and international election observation is facilitated .</p>	<p>8.1 Establish an Observation Office to facilitate national and international election observation .</p>	<p>Observation facilitation  <b>US\$ 256,470</b>                  In-kind contribution (equipment)</p>

### Budget for Afghan Election - 2004 Project

Activity ID	Title	Budget Category	US\$
Activity1	Resource Mobilization & Management	International Personnel	263,250
Activity1	Resource Mobilization & Management	National Staff	7,750
Activity1	Resource Mobilization & Management	UNV	90,000
Activity1	Resource Mobilization & Management	Travel	10,000
Activity1	Resource Mobilization & Management	Service Contract	50,000
<b>Sub Total</b>			<b>421,000</b>
Activity2	OCR Registration & Voting	Service Contract	36,513,573
<b>Sub Total</b>			<b>36,513,573</b>
Activity3	Operational Support	International Personnel	2,000,000
Activity3	Operational Support	National Staff	654,400
Activity3	Operational Support	UNV	1,789,500
Activity3	Operational Support	Travel	5,000
Activity3	Operational Support	National Staff	361,250
Activity3	Operational Support	National Staff	1,072,750
Activity3	Operational Support	Service Contract	4,108,000
Activity3	Operational Support	Rent&Maint	644,800
Activity3	Operational Support	Equip	350,000
Activity3	Operational Support	Misce	15,000
<b>Sub Total</b>			<b>11,000,700</b>
Activity4	Polling	Service Contract	13,878,720
Activity4	Polling	Matl&Goods	28,109,539
<b>Sub Total</b>			<b>41,988,259</b>
Activity 5	Security Support	Service Contract	11,680,000
<b>Sub Total</b>			<b>11,680,000</b>
Activity 6	Civic Education & Information	International Personnel	202,000
Activity 6	Civic Education & Information	National Staff	690,000
Activity 6	Civic Education & Information	UNV	405,000
Activity 6	Civic Education & Information	Service Contract	500,000
Activity 6	Civic Education & Information	Supplies	779,000
<b>Sub Total</b>			<b>2,576,000</b>
Activity 7	Media Monitoring	International Personnel	150,000
Activity 7	Media Monitoring	National Staff	99,000
<b>Sub Total</b>			<b>249,000</b>
Activity 8	Observation facilitation	International Personnel	225,000
Activity 8	Observation facilitation	National Staff	24,000
<b>Sub Total</b>			<b>249,000</b>
<b>Total Implementation</b>			<b>104,677,532</b>
GMS (3%)		F&A	3,140,326
<b>GRAND TOTAL</b>			<b>107,817,858</b>

<b>Summary</b>			
Activity ID	Activity Title	Net	Total (Incl GMS)
Activity1	Resource Mobilization & Management	421,000	433,630
Activity2	OCR Registration & Voting	36,513,573	37,608,980
Activity3	Operational Support	11,000,700	11,330,721
Activity4	Polling	41,988,259	43,247,907
Activity 5	Security Support	11,680,000	12,030,400
Activity6	Civic Education & Information	2,576,000	2,653,280
Activity7	Media monitoring	249,000	256,470
Activity8	Observation facilitation	249,000	256,470
<b>Total</b>		<b>104,677,532</b>	<b>107,817,858</b>

**Budget chart**

