Support to the Electoral Cycle in Sierra Leone

2011-2014
United Nations Development Programme  
Country: SIERRA LEONE  
Programme Document

Programme Title: Support to the Electoral Cycle in Sierra Leone (2011-2014)
UNDAF Outcome(s): Governance and Human Rights practices have been advanced at all levels and enforcement arrangements are in place
Expected CP Outcome(s): Legislative and Electoral Support
Expected Output(s): See Results and Resources Framework
Implementing Partner: UNDP Sierra Leone

Since 2004, UNDP and its partners have supported the Sierra Leonian National Electoral Commission (NEC) to implement a strategic planning and reform process, as well as prepare for and administer the 2007 elections – the country's second national election since the end of the 10-year civil war in 2002, and the first without the supervision and major logistical support of the international community and UN peacekeepers. With the successful conduct of these elections, and local elections and by-elections held since, Sierra Leone has made important gains in the consolidation of its post-conflict democracy and towards self-sufficient administration of its own elections. Yet significant concerns remain going into the next electoral cycle. A fragile political situation featuring political polarization and regional and ethnic divisions could become exacerbated during the complex 2012 electoral process that envisages the conduct of presidential, parliamentary and local council elections with a possible presidential run-off election. This, combined with a weak economy including high levels of unemployment, particularly among the youth, could negatively impact on electoral disputes and conflict management around the electoral process. The potential for conflict related to the electoral process is of utmost concern to the Government and the international community. Both intend to focus their support on fostering an environment that is conducive to the holding of credible elections and strengthening mechanisms that administer and oversee the electoral process and party competition in that process. This Programme, managed by UNDP and implemented in close cooperation with UNIPSIL, is expected to contribute to these objectives. Specifically, by the programme's end, it is expected that the three main intended outcomes will be achieved, namely:
1) Electoral institutions have the capacity to administer technically sound, credible and sustainable elections (with progressively less international support); 2) Improved public confidence and participation in the electoral process; and 3) Election-related conflict managed for peaceful polls (before, during and after).

Programme Period: 2011-2014
Key Result Area (Strategic Plan): Inclusive Participation-Electoral Systems and Processes
Atlas Award ID: 
Start date: February 2011
End Date: December 2014
PAC Meeting Date: 3 February 2011
Management Arrangements: UNDP Implementation

Total programme budget: USD 45,125,887
Total pledged resources: USD 41,131,018
- DFID GBP 14,500,000
- EC EUR 7,500,000
- Irish Aid USD 441,018
- PBF and UNDP USD 7,000,000
- Germany EUR 325,000

For the Government of Sierra Leone:
Minister Samura Kamara
Ministry of Finance and Economic Development

Signature: [Signature]
Date: 11 February 2011

For UNDP:
Mia Seppo
Country Director

Signature: [Signature]
Date: 11 February 2011
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SECTION 1: SITUATION ANALYSIS

Background

Sierra Leone has made notable progress in consolidation of peace and democratic governance since the end of its civil war in 2002. This includes the successful administration of peaceful elections in 2007 with significantly less international involvement than in 2002, and the successful conduct of the 2008 local council elections and several by-elections through 2010. However, the gains made are not yet irreversible and the situation remains fragile with a growing political polarization marked by regional and ethnic divisions. The complex 2012 electoral process – presidential, parliamentary and local council elections with a possible presidential runoff is forecast to be very competitive.

The goal of electoral assistance is to build national capacities to administer elections credibly and sustainably with no international support. The UN’s electoral assistance approach embraces this goal through the use of the ‘electoral cycle’ approach. This provides support to a country’s institutions and processes over time in a sustained manner so that international support is reduced and eventually concluded, rather than provide significant support from scratch before each new election event. Electoral institutions in Sierra Leone – notably, the National Electoral Commission (NEC) and the Political Parties Registration Commission (PPRC) – have made some progress since 2007 but require some continued international assistance to function. In order to ensure the credibility of the NEC, particularly in view of continuing criticisms by the opposition, there are a number of critical measures that need to be taken to improve confidence in the electoral process. Among such measures, consideration should be given to decentralization of the tallying process and strengthening of the district offices of the NEC, simplifying and expediting the period for announcement of results, as well as undertaking an electoral legal reform.

Processes such as voter registration, results tabulation and transmittal, and electoral dispute resolution require updating and improvement. Overall, a conflict preventative lens is required to all electoral assistance in Sierra Leone to ensure that root causes and triggers of electoral violence are addressed well in advance of election day and well after. This requires engagement with political parties and their leaders, civil society organizations and the media, as well as those institutions directly involved in electoral security such as the Sierra Leonean Police and Office of National Security. The role of women in electoral processes – as voters, candidates and electoral administrators – needs to improve if the process is to be truly inclusive.

Finally, the cost of the elections and the sustainability of international support is a key issue to be addressed in future endeavors. While the Government of Sierra Leone has contributed to the cost of running its elections, the majority of expenses in previous elections were covered by international donors. Today, most donors see the 2012 cycle as a transition to more cost-effective, sustainable systems. The more limited availability of donor funding will have a direct impact on a number of critical decisions, including the timing of elections, the type of voter registration technology adopted and the implementation of the NEC and PPRC strategic plans.

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Prior electoral support

In December 2004, the NEC completed a seven-step electoral reform plan which was based on lessons learned process following the May 2004 local elections as well as recommendations pending since the 2002 national elections. The NEC’s 2004 plan provided the foundation for comprehensive electoral reform, which a UNDP project was put in place to support from 2005 to 2007.

That project of assistance addressed basic institutional weaknesses of the NEC, including in organizational structures and technical staff, and the reality and perception of the institution’s lack of independence. Eventually, this project of assistance evolved into support to the national elections of 2007 per se, and the local elections of 2008, via a basket fund with the support of DFID, the European Union, Irish Aid, Norway and Japan. The project was extended once again from January through June 2010 to consolidate gains made thus far and provide a basis on which to plan for the 2012 electoral cycle. A key element of the 2010 project extension was support to the strategic planning process of both the NEC and the PPRC.

While continuous project extensions ensured that activities were not suddenly stopped and engagement with electoral and political institutions and actors continued, it also had the effect of fostering a reactive approach to electoral support. Rather than design support for the electoral cycle, including the 2007 and 2008 elections, the UNDP project was forced to adapt and change depending on emerging priorities and shifting funding cycles. This meant unanticipated but necessary requests for funding of activities were constantly considered by the Steering Committee on an ad hoc basis, rather than planned into the design with a sense of intentionality.

Notwithstanding the above, the sustained multi-donor funded support from 2005 to 2009 has enabled the NEC and PPRC to build both capacity and independence, and to conduct the 2007 and 2008 elections without significant help from the UN peacekeeping presence albeit still with significant international support.

Lessons from 2007

The basket fund activities following the 2007 elections were informed in large part by a lessons learning exercise undertaken by the UNDP Sierra Leone Country Office and the United Nations Integrated Office in Sierra Leone (UNIOSIL) in late 2007. The report from that lessons learning exercise identified issues and recommendations in 43 distinct areas ranging from substantive content of capacity development to process-related issues of how to improve coordination.

The lessons learned report noted that the 2007 Presidential and Parliamentary elections “had an extraordinary and historical significance for the consolidation of the peace and democratization process of Sierra Leone.” The report goes on to state that “the advancements made through the intensive and, sometimes arduous, conduct of the 2007 elections could be summarized as follows: transparent and inclusive elections managed by a credible national electoral management body, produced a peaceful alternation of political power.”

At the same time, the lessons learned report cautions that the longer-term challenges faced in the consolidation of the democratic process in Sierra Leone have not been fully addressed and notes that “paradoxically, the needs to sustain the positive results achieved with the 2007 elections are even stronger than before.” The exercise concluded that if the lessons from the 2007 process are not fully absorbed and
followed up on, the 2012 process could backslide into a situation of low NEC credibility, loss of public trust, political instability and disputes that lead to renewed unrest and violence.

Specifically, the lessons learned exercise recommended that in order to keep up the momentum and capitalize from the outstanding gains achieved with 2007 elections, international assistance providers should avoid gaps in electoral assistance and an undesired and prolonged vacuum in the presence of the UN international advisors within the NEC. This conclusion was based on the proposition that the success of future elections in Sierra Leone heavily depends on the ability and determination of the NEC to continue to efficiently fulfill and gradually consolidate its mandated functions and role as an independent, credible and professional national electoral management body.

The four key strategic areas for future support identified by the lessons learned process are as follows:

1. Helping the electoral institutions deliver future elections with high degrees of professionalism and integrity so that they are accepted by all electoral stakeholders;
2. Helping the electoral institutions establish a positive, independent and credible public image;
3. Promoting high levels of participation in the electoral process; and
4. Encouraging an informed electorate.

2010 UN Needs Assessment Mission

On 3 December 2009, the Minister of Finance of the Republic of Sierra Leone sent a letter to the Executive Representative of the Secretary-General in Sierra Leone requesting financial and technical assistance for the upcoming 2012 elections to be organized by the NEC. These elections will include the presidential and parliamentary elections, if necessary a presidential runoff election, and the local council elections.

In line with the request and in coordination with UNIPSIL and UNDP, the Electoral Assistance Division of the Department of Political Affairs (EAD/DPA) dispatched an Electoral Support Needs Assessment Mission to Sierra Leone (NAM) from 22 February to 3 March 2010. The NAM included the participation of UNDP’s Bureau for Development Policy (BDP) and Bureau for Crisis Prevention and Recovery (BCPR). This programme document is intended to incorporate the findings and recommendations of the NAM.

The 2010 NAM addressed the political and technical context for the holding of elections in 2012. The NAM expressed the view that current political tensions along ethnic and regional lines may become exacerbated during the complex 2012 electoral process. The combination of a winner-takes-all electoral system and a weak economy including high levels of unemployment, specifically among the youth, are likely to make the 2012 electoral process more contentious than that of 2007. In light of this finding, the NAM recommended that the Government and international community focus their support on both fostering an environment that is conducive to the holding of credible elections and strengthening mechanisms that administer and oversee the electoral process and party competition in that process.

In that context, the NAM recommended that the following five major areas should receive priority attention as each of them will have a strategic impact on the political situation as Sierra Leone prepares itself for the 2012 electoral process:

- Reduce the level of political tension and promote a more conciliatory and consultative political and electoral process.
• International technical and financial support to critical institutions that manage political competition through constructive channels such as the NEC, Political Parties Registration Commission (PPRC), the Sierra Leone Police (SLP) and the Judiciary, i.e. the Electoral Courts.
• Training of staff in other important institutions such as the Judiciary, and the Sierra Leone Broadcasting Corporation (SLBC).
• Robust international and national observation of the electoral process.
• Active engagement in and support for a robust and highly integrated assistance programme of support that provides a long-term strategic vision and the development of country-appropriate system.

The NAM further recommended that UNIPSIL continue assisting in the resolution of serious political controversies and continue its advocacy for a coherent policy approach by the international community. The NAM recommended making effective use of the Peacebuilding Fund to strengthen political party participation in the electoral process and its outreach to other parties and their constituents.

SECTION 2: PROGRAMME STRATEGY

The electoral cycle approach

Support for sustainable institutional strengthening is by its very nature a long-term endeavour that requires a careful design, adequate levels of continuity and sustained nurturing over an extended period of time. This fact has led UNDP, together with a number of international partners, to adopt an electoral cycle approach to electoral assistance. 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. Using the electoral cycle helps implement electoral assistance within the broader framework of democratic governance with a pro-active approach. The ultimate goal of the electoral cycle approach is to render international assistance to electoral processes and institutions redundant.

The electoral cycle is broken up into three broad phases – pre-electoral, electoral and post-electoral. The post-electoral phase is the longest and perhaps the ripest opportunity for addressing systemic issues that impact on the electoral process and wider democratic governance per se, including electoral system reform, electoral management design, boundary delimitation, political party charters, media training, and so forth.

It is important to note that the electoral cycle approach does not neglect the importance of support to election events per se. Rather, the approach ensures that this support is no longer stand alone but provided within a framework of the overall cycle and integrated into the broader development and democratic governance agendas.

In the specific context of Sierra Leone, the current programme will address the pre-electoral, electoral and post-electoral periods. The time provided to finalize and begin implementation of the NEC and PPRC strategic plans before the 2012 elections offers a suitable timeframe for the long-term institutional and professional development initiatives, as well as engagement with other stakeholders such as political parties, media, the police, civil society organizations and the judiciary. That being said, election preparations will begin in earnest in 2011 during which time it will be difficult to address issues of capacity development or policy and legal reform. For this reason, the programme will extend its activities into 2014
to ensure sufficient engagement in the post-electoral period and follow up on lessons learned through the 2012 process.

**Strategy of the current programme**

The 2012 electoral cycle in Sierra Leone is likely to be the last that is heavily funded by the international community. There is therefore an urgent need to consolidate what has been achieved with substantial international financial inputs over the last eight years in particular and identify what remains to be done to ensure that in future the electoral management bodies are less dependent on international assistance.

The current electoral cycle therefore presents an opportunity to continue the shift, begun during the 2007 cycle, from a donor and UN-driven process to one that is led by GoSL and is nationally owned. This is important, not only to reflect what is already happening, but also to address perceptions and encourage the public to participate in a Sierra Leonean process.

The NEC in particular has demonstrated progress and capacity in a number of ways, which bode well for the eventual sustainability of electoral management in Sierra Leone.

The below table shows the sources and funding amounts, in US dollars\(^2\), during the previous electoral cycle:

<table>
<thead>
<tr>
<th>Source</th>
<th>2005</th>
<th>2006</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>GoSL</td>
<td>241,112</td>
<td>2,355,510</td>
<td>3,976,542</td>
<td>2,279,385</td>
<td>1,249,612</td>
<td>10,102,161</td>
</tr>
<tr>
<td>EBF</td>
<td>8,540,528</td>
<td>15,552,745</td>
<td>15,455,907</td>
<td>2,604,417</td>
<td>42,153,597</td>
<td>29%</td>
</tr>
<tr>
<td>Others</td>
<td>63,883</td>
<td>1,077,535</td>
<td></td>
<td></td>
<td>1,141,417</td>
<td>2%</td>
</tr>
<tr>
<td>Total/year</td>
<td>241,111</td>
<td>10,959,921</td>
<td>20,606,822</td>
<td>17,735,291</td>
<td>3,854,029</td>
<td>53,397,175</td>
</tr>
</tbody>
</table>

The overall funding provided by the Election Basket Fund (EBF) for the 2007 electoral cycle totalled $42 million and represented approximately 80% of the total cost. While the total cost of the 2012 electoral cycle will likely be more than 2007 (because there are more election events involved and because the institutional development of both the NEC and the PPC call for larger short- to medium-term investments), the total international donor contribution through the UN is expected to be reduced.

In addition to the trend in funding, and the assumption by the Government of Sierra Leone of more financing of the national electoral process, the NEC has demonstrated improved capacity which provides a building block for sustainability. In 2009, the NEC organized six by-elections without the involvement of any international technical advisory support. The financial support from the EBF was for ballot paper and furniture.

In the same period, the NEC held 40 Paramount Chieftaincy elections at a total cost of US $756,000 from which 41% were funded by the GoSL. One hundred and three village headmen elections were conducted at the GoSL's expense. From January to June 2010, two parliamentary and three local council by-elections were conducted by NEC. In the same period 49 village headmen elections (remainder from 2009 planning) were also conducted, again with no technical advisory or financial support from donors.

Advances in a nationally owned and driven process are not restricted to the NEC. In 2009, the EBF supported National Electoral Watch's (NEW) civic and voter education programme as well as their observation and monitoring of the Paramount Chieftaincy Elections. Overall, the NEW activities supported

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by the project in 2009 allowed for a rich dialogue between CSOs across the country and increased citizenry knowledge of good governance, democratic leadership and the importance of political tolerance in consolidating peace and security in Sierra Leone. From July to December 2009, NEW partnered with the National Commission for Democracy (NCD), the Human Right Commission of Sierra Leone (HRCSL) and the NEC to implement a civic education campaign.

In light of the recommendation of the NAM, efforts at reducing tensions and violence and promoting a peaceful environment for the election would be important elements of the electoral process. To that end, promoting inter-party dialogue, and strengthening the All Political Parties Youth and Women wings, as well as close collaboration with other non-state actors, such as the media, artists, academia, religious, traditional and indigenous groups and others will be critical activities. In Sierra Leone’s context, these groups have enormous political, social and cultural influence and their past engagements have proven to be very beneficial to promote political dialogue and reduce tensions.

Building on the gains to date, the principles to guide future electoral cycle support in Sierra Leone include a focus on sustainability and national ownership of the electoral process; cost effectiveness; use of capacity development to build professional institutions rather than replace capacity; timeliness of interventions; use of a coordinated approach; identification of risks and a mitigation strategy from the outset; and application of lessons from the previous electoral cycle.

The current programme document represents a joint GoSL-UN initiative that seeks to describe the total costs for the 2012 electoral cycle and breaks them down by what is estimated to be covered by the government and what will be funded by international contributions through the UN system via this programme or donor funding not channeled through the UN. This programme document seeks to clarify the respective roles and responsibilities of the GoSL, the EMBs, UN agencies and donors. In general, and going forward, there is a clear need for the NEC to establish and maintain better links with national ministries to ensure the budget provisions are considered in a timely manner and that the government demonstrates a clear longer-term commitment to the electoral institutions.

The current programme will take the Joint Vision for Sierra Leone of the United Nations Family and UNIPSIL’s Security Council mandate as a starting point and leverage UNIPSIL’s experience and political mandate for conflict prevention and resolution, and promotion of national reconciliation and unity; UNDP’s technical assistance and funds management experience and mandate; and the contributions of other offices specialized in gender, security, etc.

Based on the findings of the NAM and a follow-up formulation support mission, the programme will concentrate on three areas:

- **Institutional strengthening**: enhancing the institutional and management capacity of the NEC and PPRC, through the improvement of the electoral administration as a whole, including, among other key strategic areas of assistance, legal reform, strategic planning, voter registration, institutional strengthening, results management system, regional networking, electoral dispute resolution and management of electoral stakeholders.

- **Inclusive participation**: expanding levels of electoral/democratic awareness and participation prior to the next general and local elections, particularly for under-represented and disadvantaged segments of society (in particular, women, youth and people living with disabilities), and working through political and other stakeholders such as political parties, civil society and the media, reducing the level of political tension and promoting a more conciliatory and consultative political and electoral process.
• **Conflict management and electoral security:** improving the access to and administration of electoral disputes. Strengthening capacities of ONS and SLP to ensure peaceful elections.

The combination of these three elements is critical to the achievement of enduring enhancements in electoral management, increased democratic awareness and voters' participation, and peaceful management of electoral conflict in the next cycle of elections to be held in Sierra Leone.

In line with the areas outlined above, the current programme is expected to have contributed to the achievement of three main **outcomes** upon its completion in 2014, namely:

**Outcome 1:** Electoral institutions have the capacity to administer technically sound, credible and sustainable elections (with progressively less international support).

**Outcome 2:** Improved public confidence and participation in the electoral process, political tension and potentials for violence identified, prevented and resolved.

**Outcome 3:** Election-related conflict managed for peaceful polls (before, during and after).

Programme activities and their related outputs are described in more detail in the next section of this document.

**Programme components**

The current programme envisages clusters of outputs and activities grouped around the three outcomes above. The outcomes, and outputs and activities that contribute to them, are not intended to be airtight compartments, but rather to yield areas of multiple entry points and institutions with which the programme can collaborate. For example, political parties will be a key stakeholder in building the capacity of electoral institutions, as well as in increasing confidence in the elections and in managing conflict for elections. Similarly, civil society organizations have a role to play in all three clusters of activities.

More specifically, the programme consists of the following components, which are elaborated on further below and in the Results and Resources Framework:

<table>
<thead>
<tr>
<th><strong>Outcome #1:</strong> Electoral institutions have the capacity to administer technically sound, credible and sustainable elections (with progressively less international support)</th>
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<tbody>
<tr>
<td><strong>Output 1.1. The National Electoral Commission’s administration of elections is improved</strong></td>
</tr>
<tr>
<td><strong>Indicative Activities:</strong></td>
</tr>
<tr>
<td>• Support to the voter registration process, including procurement of equipment, technical expertise, sensitization, contract management, monitoring and oversight Regional/district office strengthening, including to provide decentralized results tally function</td>
</tr>
<tr>
<td>• Capacity development and specialized training (IT, election operations, training and procedures)</td>
</tr>
<tr>
<td>• Legal reform to consolidate electoral laws/regulations/procedures including results system</td>
</tr>
<tr>
<td>• Support to organization of all planned elections (Presidential, Parliamentary, Local by-elections and possible referendum) as well as follow up (e.g., boundary delimitation post election)</td>
</tr>
<tr>
<td>• Post-election evaluation of lessons learned</td>
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<tr>
<td><strong>Output 1.2. Political Party Registration Commission is able to maintain dialogue among political parties and promote their constructive, non-violent participation in the electoral process</strong></td>
</tr>
<tr>
<td><strong>Indicative Activities:</strong></td>
</tr>
<tr>
<td>• Capacity development and specialized training (with a focus on the new staff)</td>
</tr>
<tr>
<td>• Office space in the regions</td>
</tr>
</tbody>
</table>
- PPRC public outreach and research capacity
- Legal reform to consider widening the mandate of the PPRC, granting it authority to sanction violations of the Code of Conduct for Political Parties
- PPRC-sponsored political party training and inter-party dialogue (close linkages with output 2.2)
- District monitoring committees strengthening
- Review of policies and Constitution of Political Parties

**Outcome #2: Improved public confidence and participation in the electoral process; tensions, and potential conflicts identified, prevented and resolved (UNIPSIL led)**

**Output 2.1. CSOs are able to monitor the electoral process and promote broad civic and voter education**

**Indicative Activities:**
- Support for national election observation (long-term and short-term observers, with long-term serving as early warning mechanism); capacity building for quick count/parallel vote tabulation
- Civic and voter education initiatives with a particular focus on women and youth – tie in to conflict prevention activities
- Support to civil society led coordination of voter and civic education activities and observation, including with funding partners outside of the basket fund

**Output 2.2. Political parties and their women and youth wings play a constructive and informed role in the electoral process**

**Indicative Activities (all have strong linkage to PPRC training and dialogue element of output 1.2):**
- Training of party agents (done by NEC/PPRC, directly or via a third-party)
- Promotion of intra or inter party dialogue and commitment from political parties to constructive political discourse and peaceful elections
- Supporting the All Political Parties Youth Association (APPYA) to engage in promoting peaceful elections
- Work with women's wings of political parties to develop gender strategies, conduct constituency level sensitization and advocacy towards achieving a 30% quota for women and training of women leaders and candidates

**Output 2.3. Media monitoring and improved reporting standards**

**Indicative Activities:**
- Support the Independent Media Commission (IMC) to monitor and enforce the Media Code of Practice
- IMC training for journalists on professional reporting on electoral matters
- Support to radio-based news reporting (e.g. SLBC, others)
- Support dialogue with and among editors (Editors Guild) and Sierra Leone Association of Journalists on responsible reporting as well as the establishment of media code of conduct or other mechanisms to enhance the support to the media for a peaceful election

**Output 2.4. Promoting national cohesion and unity for peaceful elections**

**Indicative Activities:**
- Support to the inter-religious council to organize a national dialogue on diversity and politics and a peaceful political completion
- Support to artists for peace and musicians to spread the message of non-violence, ethnic tolerance and peaceful elections
- Support to traditional and indigenous groups to exercise neutrality and have positive influence in managing tensions and potential conflicts before, during and after the elections
- Enhancing coordination with learning institutions and academia in promoting national debate and dialogue on non-violence and participatory elections
- Promote non-violent amongst youth through sports
• CSO for violence prevention

Outcome #3: Election-related conflict managed for peaceful polls (before, during and after)

Output 3.1. The electoral dispute resolution mechanism is strengthened

Indicative Activities:
• Electoral Offences Court strengthened (temporary body)
• EOC/NEC/PPRC training to judges and magistrates
• Crisis management plan for electoral disputes
• NEC-led public education campaign on the role of the courts

Output 3.2. National Electoral Security Plan implemented and improved capacity of SLP to safeguard elections (UNIPSIL lead)

Indicative Activities:
• Provide support, including international expertise, to the Office of National Security
• Strengthen the institutional capacity, infrastructure, logistics and impartiality of the SLP
• Training SLP and Chiefdom Police, Fire Force, Prison and MACP Personnel on functions during elections, incl. role of electoral courts and sensitization on gender-based violence, as well as police role and responsibilities at polling centers and stations
• Provide UN assistance to the SLP through appropriate and timely deployment, particularly to safeguard voters and polling materials
• Provide crowd control training to SLP personnel to be assigned to election security duties

Below follows a description in greater details of the envisaged programme components.

Outcome #1: Electoral institutions have the capacity to administer technically sound, credible and sustainable elections (with progressively less international support)

The NEC and the PPRC are the two institutions in Sierra Leone with specific electoral mandates. The NEC is the public institution responsible for the organization, conduct and supervision of all public elections and referenda in Sierra Leone, including the related tasks of registering all eligible voters, demarcating constituency boundaries and making regulations related to the electoral process. Like the NEC, the PPRC is a constitutional body with electoral responsibilities. Yet while the Constitution seems to confine the commission’s responsibilities to “registration” only, the 2002 Political Parties Act adds a sweeping array of additional responsibilities, such as the supervision of conduct of political parties, monitoring of the accountability of parties to their membership, mediation of intra and inter-party disputes and conflicts and the promotion of political pluralism. PPRC is therefore expected to be a regulatory body, conflict-resolution mechanism and liaison with the parties to complement the work of the NEC.

Through the support of the UNDP basket fund project and its extension, both the NEC and the PPRC have developed strategic plans (the NEC for 2010 to 2014 and the PPRC from 2010 to 2013). As of the time this programme document was drafted, the NEC and PPRC strategic plans together added up to US$96.6 million, with a budget of $89 million for the NEC plan and $7.5 for the PPRC plan. However, discussions between MOFED and NEC are bringing the NEC strategic plan budget to more realistic levels and the final figure is expected to be closer to $50 million. The PPRC strategic plan budget for 2010 to 2013 is $7,544,859.
The current programme document will in no way fund the NEC and PPRC strategic plans in their entirety. Rather, this programme will fund only discrete aspects that are seen as critical to the objectives of the program and that are not funded by the GoSL.

The NEC’s strategic plan builds on the seven-point reform process underway since 2004 and includes a mix of election specific elements and longer-term institutional and process support. Within the budget for the $89 million plan, $38.7 million is allocated for all of the elections expected during the current cycle—that is, Presidential/Parliamentary elections (including a presidential run-off); local government elections; chieftaincy, village head and paramount chiefs; all by-elections and constitutional referendum.

The NEC Strategic Plan also includes $8.5 million towards an improved condition of service scheme for NEC staff; $1 million towards the completion of the new NEC premises; and $2.5 million towards the construction of regional offices and warehouses for the NEC. All of these budget items are to be funded in their entirety by the GoSL. Another $12.6 million is to go to general logistical support, supplies and consumables to support the electoral process; this is expected to be split between the GoSL and international donors. The rest of the strategic plan refers to capacity building, training, archiving, district warehousing and presence, civic and voter education, and other elements over the medium term.

A situational analysis done by the NEC found a lack of an affirmative gender policy in NEC operations. As a result, the Strategic Plan calls for mainstreaming gender in the operations of the NEC; organizing gender mainstreaming training for NEC officers to make them sensitive to issues of gender, when carrying out daily activities; and adopting affirmative action on the recruitment process. This programme will support these objectives of the Strategic Plan.

The NEC has embarked on a process of dissemination of the Strategic Plan by going around the country to sensitize the stakeholders and the Government of Sierra Leone (GoSL) on its content.

One of the biggest elements in the NEC Strategic Plan is voter registration which is discussed below.

The PPRC strategic plan spans a period of four years. The plan includes institutional capacity building of PPRC ($2.3 million), strengthening the capacity of political parties to be relevant to the electorate ($20,357.50), implementation of the core mandate of the PPRC ($150,000) training, meetings, publications and hardware, with the most significant costs being technical assistance to the PPRC ($2.1 million), and capacity building for women, youth and political parties ($1.1 million).

Given that sustainability of international assistance is a key principle of this programme, and the intended outcome is increased capacity of the electoral management bodies in Sierra Leone to manage elections well and credibly with progressively less international support, the programme will focus on those elements of the NEC and PPRC strategic plans that are seen as contributing to capacity and sustainability, while also advancing the other outcomes under this programme.

Output 1.1. The National Electoral Commission’s administration of elections is strengthened.

The level of capacity of the NEC has been on an upward trend since 2002 and much more so since 2007. Specifically, in terms of functional capacities, which include knowledge and substantive expertise in electoral administration, the NEC has developed its own operating procedures as well as mechanisms to provide for multi-stakeholder participation. Specifically, the NEC has translated its mandate from the constitution into a workable strategic plan with targeted international advisory support that mainly facilitated the process. The strategic thinking and planning came from within the NEC per se. While
stakeholder participation in such processes as strategic planning has improved, it could be better. The support in next cycle will therefore emphasize capacity building to promote strong client and stakeholder involvement.

The NEC has also been able to develop its operational capacity to the extent that it has delivered a number of election events (e.g., by-elections) in the previous electoral cycle with little or no international advisory support. This includes the paramount chieftaincy elections which were added to the NEC’s mandate. At the same time, mechanisms for operations in the NEC need to be formalized and capacity related to analysis and policy making remains weak. This is due to a lack of staff dedicated to this function within the institution and to the fact that the period from 2007 election to the present has been used by the NEC to better understand and deliver on its operational mandate.

Finally, the current material and logistic capacity, which has benefited from international support, includes the following:

- Logistic centre warehouse purchased in 2009
- Perimeter fence built at administrative HQ (the HQ building provided by GoSL)
- More than 20 vehicles in the fleet (since 2006)
- 14 motor bikes
- Power generators
- More than 50 desktops since (2007); 15 printers
- One property purchased for district office
- Rental of various offices

Taking into account the brief capacity assessment outlined above, this output will support the implementation of the NEC strategic plan for 2010-2014, but with an emphasis on specific areas.

Given that voter registration usually accounts for the single most costly element of any electoral process (usually around 50% of overall costs), innovations in voter registration processes can significantly reduce the cost of elections over time. Enhancing the accuracy of the voter register can also help to bolster public confidence and that of political actors in the electoral process. Any changes to the voter registration process, whether involving an upgrade in technology or otherwise, need to be carefully studied before a decision on methodology is made.

The specific context of Sierra Leone – including environmental factors, availability of IT expertise and retention of skill base, cost, availability of funds over the long term, credibility concerns and risks involved with maintaining or changing the system – required a careful study of the various options for voter registration. The study was informed by the positive and negative experiences of other countries that use low, medium and high tech solutions to conduct voter registration. Given the criticality of the voter registration to any electoral process, the current programme will provide support to the registration process in discrete ways described below. In addition, the programme will work with the NEC to disaggregate gender-based information from the register in order to determine turnout and voter education needs.

In view of the above concerns (including concerns over credibility of the eventual outcome of the electoral processes amidst a highly polarized political environment) and after a series of critical reviews of the three voter registration options (Enhanced Scanning Technology, Biometric System with mobile kits managed by NEC, and Biometric System for central database which would serve multiple purposes including central
registration and voter registration), and taking into account both the cost and sustainability of the technology and time lines for the elections, consensus has emerged that voter registration and civic registration will be done separately but with the aim to join the two processes in 2017. Therefore, identifying synergies between the civic registration and the voter registration in terms of cost and other added benefits to the country for future elections remains part of the concept. The NEC will be in control of the contract with the provider for the biometric system. The contract will define a pre-agreed disbursement plan against predictable and measurable benchmarks and performance targets.

In further discussions held between UNDP, donor partners and government counterparts (MOFED, NRS, NEC), it became clear that NEC needs capacity to oversee the implementation processes and sufficient IT expertise will be supported out of this programme. This will ensure that NEC, as a contract manager, has the capacity to ensure procurement of the right equipment, its timely delivery and roll-out, and overall quality control and timeliness in view of the electoral calendar.

Through the current programme, UNDP and members of the Steering Committee will be closely involved in the joint oversight of the contract including tight monitoring. This will be done through a sub-committee reporting to the Steering Committee (see Section 6 of this document).

Within this output, the programme will also help the NEC to strengthen its regional/district offices, which will also include the provision of a decentralized results tally function. In general, the NEC district-level structure requires support, particularly with regard to training, logistics, communication and reporting infrastructure. With respect to results, given the logistics challenges in Sierra Leone, it currently takes approximately two weeks for results of elections to be physically transported from polling stations to the national data center in Freetown. The NEC estimates that by decentralizing results tally centers to the regional level (or perhaps even to the district level as proposed by some political parties) the time between the polling and announcement of results could be cut by one-third. This would reduce the period of uncertainty between polling and the official results announcement during which electoral violence can erupt. The programme will therefore support the NEC in building centers at the regional level and in enhancing the capacity of a cadre of professionals at the district level who can be called on to administer future elections.

Despite significant advancements in its capacity, the NEC still requires specialized training in areas such as IT, election operations, training and procedures, boundary delimitations, and for oversight and monitoring of the voter registration exercise. The programme will include a capacity development package delivered through technical advisors who are teamed with their counterparts in the NEC. Contrary to previous election support, the programme aims to deploy fewer consultants but on repeat short-term assignments more targeted on areas where NEC requires expertise. Capacity development activities will be undertaken predominantly in the pre- and post-election phases with minimal engagement during election operations (this excludes the expert on voter registration who will be deployed in NEC until the voter registration is completed). In contrast to the planning for the 2007/2008 electoral cycle, the timeline for electoral support is beginning approximately one year earlier, which is expected to provide more time for capacity development activities rather than risk replacement of capacity as can sometimes happen in full electoral operations.

With respect to legal reform, the programme will also support electoral law reform. In general, and based on a recent assessment, the legal framework can be improved in all aspects of the electoral process, including the election system, representation of women, timing and announcement of elections, boundary delimitation, election administration, voter eligibility and registration, candidate eligibility and registration, campaign regulations and enforcement, freedom of expression, media access, voting, counting and
tabulation procedures, announcement of results, recounts and invalidation of ballots, election observation, electoral offences, and challenges to election results. Reform of the legal framework will ensure a sound basis for the conduct of democratic elections. Timing of electoral legal reform is crucial and in this respect, should be undertaken well in advance of elections to be held in 2012. The programme will build upon legal reform work undertaken under previous projects. Taking into account the NEC's advice, the programme will seek to use national legal consultants to the extent possible to deliver this output.

Finally, the programme will support to the organization of the election events in question, including support to operations, logistics and procurement of sensitive materials. Following the elections, the programme will support a boundary delimitation exercise in 2014. The programme will provide comparatively less material support to the elections as compared to 2007, while still recognizing that in the short term Sierra Leone needs international assistance to run its polls. Also, there is some uncertainty inherent in this component given that the calendar for elections is not yet fixed. It is currently anticipated that Presidential and Parliamentary elections will take place on the same day in the third quarter of 2012, and that Local elections (with a two-ballot system for councilor and mayor/chairperson) will take place on a separate day in the fourth quarter of 2012. This will have cost implications (not necessarily favorable) and heavy operational, logistics and voter awareness implications on the planning for elections.

Some of the elements in the NEC strategic plan — for example, security official training, civic and voter education, gender mainstreaming, and media sensitization — are included in this programme but under outcomes two and three.

**Output 1.2. Political Party Registration Commission is able to maintain dialogue among political parties and promote their constructive, non-violent participation in the electoral process.**

There is a sense within the PPRC and among national and international stakeholders that the Commission's capacity has not grown at the same rate as that of the NEC and that it has not benefited in an equal manner from international assistance — both technical and physical. With the restructuring of the PPRC, there is greater potential that the Commission will be able to fulfill its mandate. However, the PPRC is faced with a number of challenges. These include: inadequate resources, organizational weakness and the long-delayed appointment of its chair and permanent commissioners. As such, the PPRC's potential to mediate and negotiate in conflictive situations, not only in relation to electoral matters, remains largely untapped.

The PPRC's organizational capacity remains weak, reflecting both the level of national and international investment it has received and the shorter timeline of its existence. Support to PPRC began in 2008 in the wake of the Local Government elections. The material and logistics capacity is comprised of vehicles and IT equipment while the knowledge capacity remains low given that the staff of the commission was seconded from the civil service and that the GoSL's financial support was limited. The commission still has an acting chair and non resident commissioners.

This output will support implementation of the PPRC strategic plan for 2010-2013, focusing on particular areas. To address the capacity gap, the programme will include a large component on capacity development and specialized training, with a focus on the 16 new staff that PPRC has recently hired to replace the temporary staff it had used on loan from the Sierra Leone civil service. This output will aim to build a professional cadre of PPRC staff and retain them in their positions, as well as put in place internal administrative systems required in the areas of finance, accounting and human resources, among others.

Institutional capacity building of the PPRC will also include additional office space in the regions, which is part of the PPRC's operational plan and considered critical to its proper functioning. While co-location of
premises between the NEC and the PPRC in the regions has been explored, the office accommodations for the NEC in the regions are apparently only just sufficient and could rarely accommodate the addition of PPRC staff.

In light of the likelihood that the 2012 electoral process will be highly contentious, the risk of electoral violence should be managed through targeted interventions that encourage a climate of goodwill and that build mechanisms for managing tensions that do arise. The PPRC has a key role to play in this process. First, the programme will support the PPRC in its engagement with political parties which will include party training and political dialogue. The mandate of the PPRC is clearly set out in Section 34(4) of the Constitution as follows: “The Commission shall be responsible for the registration of all political parties...” The Constitution provides no other mandate to the PPRC and the name given to the commission, “Political Parties Registration Commission”, reflects that specific mandate. However, Section 6 of the Political Parties Act substantively expands the mandate of the PPRC, beyond registration of political parties, as follows:

(1) The object for which the Commission is established is the registration and supervision of the conduct of political parties in accordance with the Constitution and this Act.

(2) Without prejudice to the generality of subsection (1), it shall be the function of the Commission —

a) To monitor the affairs and conduct of political parties so as to ensure their compliance with the Constitution, this Act, and with the terms and conditions of their registration;

b) To monitor the accountability of political parties to their membership and to the electorate of Sierra Leone;

c) To promote political pluralism and the spirit of constitutionalism among political parties;

d) When approached by the persons or parties concerned, to mediate any conflict or disputes between or among the leadership of any political party or between or among political parties; and

e) To do all such things as will contribute to the attainment of the object stated in subsection (1).

According to the above extract of the legal technical advisory study done of the PPRC framework, there is no specific provision for PPRC to train political party leader and functionaries. Nonetheless, such trainings are included in the PPRC strategic plan as part of its role to help political parties comply with the law. The current programme will therefore support the element in the PPRC strategic plan to hold trainings for parties on leadership and policy formulation/implementation, conflict management, electoral processes, communication strategies/outreach programmes, campaign planning, voter education and candidate preparation. This output will also support political parties to engage in periodic PPRC-sponsored inter-party dialogue at national, regional and district levels on issues of national interest.

The programme will support the PPRC’s District Monitoring Committees (DMCs) to strengthen their ability to monitor the political party code of conduct and to serve as a decentralized conflict prevention mechanism. The DMCs would be present during election periods but placement farther in advance could address political or technical issues earlier in the process. Specifically, the programme will support DMCs in conducting pre-electoral perception studies on the elections. The results could serve an early warning purpose, with an accurate socio-geographical perspective. Work with the PPRC District Code of Conduct Monitoring Committees will begin as soon as possible after the current programme comes on line and will last through the programme’s duration. It is hoped that through concerted effort with the DMCs, including training of their members and the convening of a National Code of Conduct Monitoring Committee, the DMCs will transform into a more viable local peacebuilding mechanism. UNIPSIL staff in the three regional
capitals (Makeni, Kenema and Bo, and in Kono) will continue to work with the DMCs and provide support to this programme.

This output will also serve to improve the PPRC's public outreach and research capacity. Specifically, the programme will work with the PPRC to produce and disseminate an annual report on its activities and achievements, and to conduct research on the knowledge of, public attitudes towards and practice of political parties to inform institutional capacity development of political parties.

Lastly, the programme will offer services in legal reform to address the issue of widening the mandate of the PPRC. Currently, the PPRC has a rather narrow mandate without substantive authority to impose sanctions on violations of the Political Party Act of 2002. Reform would grant it the authority to sanction such violations.

Given its role in the area of political party engagement, UNIPSIL will play a role in helping to implement this output particularly as it relates to political party dialogue and in conjunction with output 2.2 where UNIPSIL has the lead. UNIPSIL’s engagement with the political parties through the PPRC and in output 2.2 will build on the 2 April Joint Communiqué which was endorsed by the diplomatic community in Freetown. In the context of the political tolerance required for the successful conduct of the elections, the centrality of the Joint Communiqué is important.

Outcome #2: Improved public confidence and inclusive participation in the electoral process; reduced tension and improved national unity and cohesion

While the first outcome of the programme focuses on the ‘supply’ of electoral management and related institutions and processes, the second outcome is more concerned with the ‘demand’ for democracy and credible, participative elections. Here UNIPSIL’s role will be key in providing the required capacities to the various institutions for effective performance. The Integrated mission will ensure the programme builds on existing capacities in the UN, thereby resulting in savings in staffing cost for the programme.

Voter turnout in the 2007 Presidential and Parliamentary elections was 76%; turnout for the 2008 Local elections was only 39%. People tend to vote when two factors converge: when they understand, on the one hand, their rights and responsibilities and have enough information to vote; and when they believe, on the other hand, that their vote will count and make a difference. Therefore, there is a dual need for civic and voter education combined with an enabling environment in which political parties, the media and civil society organizations contribute to a peaceful, inclusive and meaningful electoral process.

Political parties, including their youth and women wings, the media, traditional and religious groups, artists, the academia, and other non-state actors should all contribute their part to reducing tensions and promoting a spirit of national unity and cohesion to enable a peaceful and inclusive environment for credible and free elections in 2012. Although the media helps to shape public opinion, it requires support to play a more constructive role in political life in Sierra Leone. Given high illiteracy rates, large segments of the population rely on the radio for information. In preparing for the 2012 elections, there is consensus about the need both to monitor the media, particularly radio stations, to prevent provocative broadcasts, and to safeguard the impartiality of the Independent Media Commission (IMC) as well as of the future Sierra Leone Broadcasting Corporation (SLBC).

For these non-state actors to play an effective role in the electoral process, they would require a well coordinated support. In previous elections, these actors were involved in monitoring of the electoral process and their civic and voter education programmes, as well as mediation and conflict resolution.
interventions helped in reducing tensions and promoting political tolerance and non-violence. CSOs are also important actors in safeguarding the credibility and impartiality of the elections through early and comprehensive monitoring of the electoral process. While the NEC explains to voters ‘how to vote’, it is usually up to civil society organizations (and in many cases political actors and parties) to explain to voters ‘why to vote.’

Even more so than media and civil society, political parties are critical stakeholders in any political contest and can either help the process to be more peaceful and inclusive, or have the opposite effect. Parties are also a good means through which to engage youth and women, both as voters and as party members and future leaders.

This component of the programme will therefore aim to increase the public confidence in the electoral process by focusing on other stakeholders besides the electoral management bodies (such as political parties, media and civil society organizations) and well as extend participation to as many groups as possible, including women, youth and the physically disabled.

Output 2.1. CSOs are able to monitor the electoral process and promote broad civic and voter education.

This output of the programme will support civil society’s efforts to conduct national election observation over both the long-term and short-term, with the long-term observation effort (beginning about one year in advance of polling day) serving as an early warning mechanism for technical and political issues related to the elections. It will also include capacity development for civil society organizations to conduct a ‘quick count’ or parallel vote tabulation (PVT). A quick count, or PVT, differs from exit polls in that it involves observation of the actual voting and counting of ballots at a statistically significant sample of polling stations, collection of official polling station results and independent tabulation of these results, in parallel to the process undertaken by election authorities. Quick counts can be a determining factor in enhancing the credibility and acceptance of the results of a poll, particularly when the race is close and hotly contested.

Under this output will also be included civic and voter education initiatives with a particular focus on women and youth, which will also tie in to the conflict prevention activities described in more detail under outcome 3. In the 2007 elections, the number of invalid votes was relatively high (estimated at 4.4% of all votes cast), pointing to an issue in voter understanding of the procedures. If different elections (Presidential, Parliamentary and Local, with multiple ballots) are held on the same day, as is currently being considered, voter confusion is likely to increase. Any civic and voter education initiatives will need to draw on networks outside of Freetown in order that local communities are reached. Use of messaging in the local vernacular will be extremely important as well, particularly for grassroots communities and women. The mechanism employed by the programme to award CSOs grants for such activities will ensure that at least 20% goes to women’s groups that target women’s political participation. Civic education campaigns should focus inter alia on social cohesion during each of the three phases of the electoral cycle, and carry a strong human rights component.

In terms of civic education per se in Sierra Leone, thus far children in primary school have been overlooked and this would be a good strategic entry point for some civil society organizations. For example, the National Commission for Democracy (NCD) intends to establish “New Generation” clubs in primary schools nationwide. This would go beyond addressing the question of ‘why to vote’ and address benefits of citizen participation and citizen rights and responsibilities, from an early age. For democracy to function, a critical mass should understand and practice values of democracy such as rule of law and tolerance. As children are future voters, it is a good place to start particularly while they are more flexible to absorb ideas. Any
civil society organizations – NCD or otherwise – would need to develop full-fledged proposals and be selected through a competitive review process.

Given the multitude of actors involved in civil society support, coordination of efforts becomes critical and the current programme will seek to ensure better coordination of election-related civil society support. Sierra Leonean CSOs have pointed out that the regular meetings between the NEC and National Elections Watch (NEW) in 2007 did not continue through the 2008 elections. In the previous electoral cycle, the DFID-funded PIVOT programme served as a coordination forum but there were also other such fora convened around other funding partners. With the competition for resources and potential for fragmentation within CSOs, coordination will be key in the next electoral cycle and the programme will have dedicated capacity to support civil society led coordination of its activities on civic and voter education, election observation etc.

Output 2.2. Political parties play a constructive and informed role in the electoral process.

The needs of political parties in Sierra Leone, as in many developing countries, are significant and multifaceted. Parties want and need financial assistance, and some argue that such assistance is a necessary prerequisite to ‘leveling the playing field.’ However, the UN’s approach to political party work was so far to engage all parties to the extent possible and to focus on ‘soft’ assistance such as access to training programmes, as opposed to ‘hard’ assistance in terms of material or financial assets. While providing financial assistance may not be possible at this time, training of party agents will be an important component of the programme. Such training will enable them to understand the electoral process and their role on election day as observers. Activities of the programme will be open to the three political parties represented in the legislature, but space in trainings and other activities will also be made for smaller, registered parties.

Another important component of the programme will be to promote intra and inter party dialogue to reduce tensions and ensure agreement from the political parties to engage in a constructive and peaceful political competition and accept the results of the elections. Support to the youth (All Political Parties Youth Association) and women wings of political parties will be another important activity under this programme. While the support to the Youth Association of Political Parties is mainly aimed at preventing the involvement of youth in electoral violence, work with the women’s wings of political parties is designed to promote increased political participation of women through adoption and implementation of political party gender policy to ensure a 30% quota for women. UNIPSIL has thus far taken the UN lead on the above-mentioned activities and will continue to do so under this programme. The activities of this output will be closely coordinated with those of output 1.2. Whereas output 1.2 has the PPRC as the main beneficiary and political parties as the secondary beneficiary (that is, the PPRC’s capacity is built to engage with and train political parties), output 2.2 seeks to provide UN-sponsored training and dialogue in some sensitive or high-profile areas that might benefit more from direct engagement and sponsorship of the UN.

Youth leadership training programmes, such as those currently supported by UNIPSIL, will be an important lever in engaging youth constructively around elections as well as building the future leadership base of political parties. The concept of youth in Sierra Leone is relatively fluid. Officially, the definition captures 15 to 35 year olds, but in reality anyone contesting power or occupying a certain social position could be labeled a ‘youth’ and in practice youth wings include party members well into their 40s. This renders ‘youth’ a significant part of the population.

Given that youth unemployment is estimated in a range of 800,000, creative and constructive engagement of youth both inside and outside the political realm is critical, given the possible alternatives open to them
to act as security or other agents for the political parties. Work in the area of elections to engage youth in constructive endeavors must go hand in hand with simultaneous longer-term efforts at youth employment and economic development.

Activities related to women will eventually need to be followed up on with those women elected to public office, through parliamentary development and local governance initiatives that provide support to women caucuses and leadership development for elected officials. The use of networks such as IKNOW Politics (the International Knowledge Network of Women in Politics) will be a critical element of this component and will facilitate the peer networking of women across countries and regions. IKNOW Politics is an online workspace designed to serve the needs of elected officials, candidates, political party leaders and members, researchers, students and other practitioners interested in advancing women in politics. It is a joint project of UNDP, the United Nations Development Fund for Women (UNIFEM), the National Democratic Institute for International Affairs (NDI), the Inter-Parliamentary Union (IPU) and the International Institute for Democracy and Electoral Assistance (International IDEA).

The success of the elections will be determined in part by a successful communication and outreach strategy in which components of the electoral process are able to articulate their messages as well as their roles and responsibilities in support of the electoral process. Communication and outreach with various segments of the population as well as with the electoral institutions involved in the elections is critical. It is a cross-cutting issue that manifests itself in several areas covered by the project document including voter education, building support towards peaceful election and advancing a gender policy. Radio and television sensitization programmes will be used to highlights key aspects of the elections as well as disseminate the Joint Communiqué. Local community radio stations and town criers will be used to push vital election messages at the chieftain levels in areas concerning youth involvement; women; judicial mechanisms for the elections and other relevant areas.

**Output 2.3. Media monitoring and improved reporting standards.**

Stakeholders in Sierra Leone seem to agree that misinformation campaigns and politically led personal attacks launched by some media (newspapers, in particular) had a considerable impact on the security of the 2007 election environment, particularly on the sharp rise of the political tension and high-security risks experienced during the campaign period for the run-off of the Presidential elections. Accordingly, this programme outcome will also build the capacity of the media to report in a neutral and professional manner on electoral issues and bolster the capacity of Sierra Leonean institutions to monitor media effectively. In that regard, the programme will support ongoing efforts to establish and strengthen an “Editors Guild”, in order to build professionalism in the media as well as support media practitioners, and the Sierra Leone Association of Journalists to engage constructively in the electoral process.

Specially, the programme will also support the Independent Media Commission (IMC) to monitor and enforce the Media Code of Practice. The IMC is currently looking to enhance its capacity to monitor adherence to the Code of Practice and has retained a full-time staff member at headquarters to oversee monitoring efforts. There are also 25 monitors throughout the country. However, the Commission lacks the ability to deploy to the regions and districts periodically and to gather and analyze information in aggregate from the monitors. The IMC's media monitoring also provides an important conflict management function by addressing disputes between media and citizens, or between political leaders and the media.

In addition to media monitoring, the programme will seek to raise the journalist standards of media, including how women candidates are portrayed in the press. This includes training for journalists on
professional reporting on electoral matters and support to radio-based news reporting (e.g., SLBC, Cotton Tree Network, others) in particular given that radio is the predominant means to access information for both women and men. Broadcasting in local languages significantly increases the usability of radio for women in particular.

**Output 2.4. Promoting national cohesion and unity for peaceful elections**

The 2007 elections clearly demonstrated the country’s division along regional lines. This pattern has been even more palpable in 2008 local council elections and subsequent by-elections. Such division if exploited for politically motivated ends, and if not well managed, could present a challenge to the country’s unity and cohesion and lead to tensions and even violent confrontations that could derail the electoral process. In that regard, facilitating national dialogue on managing diversity for peaceful elections and political discourse, and promoting ethnic and religious tolerance and national cohesion need to be undertaken through outreach activities and support to traditional and indigenous as well as professional groups, such as inter-religious coalitions, traditional groups and authorities, academia, artists and musicians, and through sport. On various occasions through the peace process, the UN has worked successfully with these groups, including during the 2007 elections, and UNIPSIL will continue the lead in this important area.

Various civil society organizations played important roles in advancing a no-violence agenda in the country during the 2007 presidential and parliamentary elections as well as the 2008 countrywide local council elections. Youths constitute a significant percentage of the voting population and various incidents of political violence and intolerance that have occurred have unfortunately involved youths. A combination of youth unemployment and the lingering effects of ex-combatants potentially raise concerns about the adverse effects youths could have on the electoral process, if their aspirations and participation are not properly channeled. Police reports indicate the presence of numerous youth gangs modeled after urban gangs found in first world countries who pose a formidable threat to law and order. School sport competitions have also resulted in riots and attacks on the police. The programme will seek to engage and support youth groups and the National Youth Commission so that they play a positive role in contributing to a peaceful election.

**Outcome #3: Election-related conflict managed for peaceful polls (before, during and after)**

Finally, the programme will focus on creating an enabling environment for the peaceful conduct of elections in 2012 and beyond. The UN Joint Vision identifies peace as a key component of sustainable human development in Sierra Leone and 17 out of 21 programmes relate to the goal of peace. The potential role that peaceful elections can play in Sierra Leone's development should not be underestimated. To advance this end, a number of root causes of and triggers to electoral violence heed to be carefully factored into programming. These root causes and triggers include regional and other divisions based on historic differences in access to political, economic and social resources; marginalized youth; and low capacity of the state to deliver services.

The current programme is most concerned with technical assistance to Sierra Leone’s electoral and democratic governance institutions to run peaceful elections and to fostering a more inclusive electoral process that enjoys the trust of the electorate and broader citizenry. All three outcomes are designed to advance this goal, although the third outcome is more directly related to election-related conflict during the polls. At the same time, there is a range of activities that falls under the rubric of high-level political engagement with national stakeholders, and conflict risk mapping, that UNIPSIL will continue to lead. Consistent messaging from the United Nations and the larger international community to political leaders
throughout the electoral process to play by the rules of the game and hold their supporters accountable for their actions will be extremely important in managing electoral conflict as it arises.

**Output 3.1. The electoral dispute resolution mechanism is strengthened.**

During and after the 2007 elections, a number of electoral disputes went to court but were not addressed or were not addressed adequately. The Electoral Offences Court (EOC), which is a temporary body, is a division of the high court and has two branches – one of which handles criminal matters having specific reference to the offences prescribed in the Electoral Laws Act and the other of which handles civil petitions, mostly related to results. The EOC is designed to be a quick, fast track mechanism and cases brought to its attention must be solved in six months. However, according to the EOC's own judges, a number of electoral offences and petitions that should have been channeled to the EOC were in fact channeled by the Sierra Leonean Police (SLP) to the regular courts and magistrates where a heavy backlog exists.

For the 2012 electoral cycle, the EOC wants to look at pre-election offences and petitions as well that address issues of campaign and registration. Currently, the focus is disproportionately on complaints related to conduct on election day or to the results. One issue of particular relevance is the treatment of women candidates and whether they are intimidated more than their male peers. The programme will also seek to document electoral disputes and their resolution as related to gender-based violence or violence against women both as candidates and as voters which could later be compared to the rate of incidents of general disputes as an indicator of levels for different categories which will have a bearing on types of interventions to be put in place for future elections.

The current programme will support the judiciary broadly speaking and the EOC specifically to team up with the NEC and PPRC and train judges and magistrates; representatives of political parties; members of the bar association; prosecutors; civil society; and the Human Rights Commission on rules and procedures for processing electoral disputes in a timely manner in Sierra Leone. Training will also cover roles and responsibilities of judges and courts in electoral processes; domestic legislation on electoral offences and petitions; and comparative international practice in electoral dispute resolution. Timely resolution of electoral disputes is essential but it not always possible. Accordingly, the programme will support the preparation of a crisis management plan for the Electoral Offenses Court (EOC) in the event of serious or prolonged disputes that would threaten to escalate into violence.

The programme will also support the establishment of the EOC in Freetown and in the three provinces of Bo, Kenema and Makeni to ensure that complainants have access to the courts beyond the capital. The NEC will also be supported to lead a public education campaign on the role of the courts.

**Output 3.2. National Electoral Security Plan implemented and improved capacity of SLP to safeguard elections (UNIPSIL lead).**

The programme will also provide support, including international expertise, to the Office of National Security (ONS) to develop and implement the national electoral security plan. According to the ONS, security planning for the 2012 elections will begin in earnest a year before the elections. At that time, as in 2007, the chairs of the NEC and PPRC will be invited to participate in the National Security Group meetings. Even though official security preparations will begin mid-2011, the ONS and others are already beginning to think through electoral security for the 2012 cycle. Two lessons from 2007 that will be applied under this component are 1) that security coordination down to the district level is essential, and 2) that all stakeholders including civil society need to be brought on board in security planning from an early stage.
In addition, the programme will strengthen the institutional capacity, infrastructure, logistics and impartiality of the SLP to play its role before, during and after elections. The SLP has about 9,000 in its workforce, of which 7,000 are active police officers. The goal, however, is to increase the total workforce to 12,000 by the 2012 elections. For an electorate of 3.1 million, this would still be inadequate to keep the peace on election day, and usually other parts of the security sector – including local police, fire and military forces – are brought in to augment. All security forces will therefore receive training in how to remain non-partisan and act with professionalism with a view to building the trust and confidence of citizens in the security forces. Targeted training will address the SLP and Chieftain Police and their functions during elections, including preventing candidate and voter intimidation, as well as broader issues such as the role of the electoral courts, human rights norms and standards, and sensitization on gender-based violence. Support to the SLP will also include logistics for delivery and protection of ballots.

Specifically, the programme will support elements of the SLP’s own plan to develop training modules and materials for election security support agencies. The NEC has also voiced its endorsement of the proposed specialized training of the Chieftain Police personnel as part of the overall training of the SLP for elections security purposes, in view of the fact that the Chieftain Police structure is now recognized in the 2009 Chieftaincy Act. This is an area where the NEC’s strategic plan and the SLP security plan intersect; therefore, close collaboration between the NEC and SLP on the election security training will be encouraged through the programme.

Given UNPSIL’s lead role in interfacing with the ONS and the SLP, this output will be led by UN police staff already working with these institutions. The programme will build on the experience of the Security Working Group used in 2007 and facilitated by the Office of the Executive Representative of the Secretary-General (ERSG). This Group regularly brought together a wide number of key national and international actors with a role in the security sector, including UNPOL, various components of the UN mission at the time (such as its military liaison, security, peace and governance, public information sections), the SLP, the Military Police of the Republic of Sierra Leone Air Force, the ONS and others. The Security Working Group played a key role in the resolution of outstanding security problems and strengthening the capacities of the SLP.
SECTION 3: INDICATIVE PROGRAMME RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework: Inclusive participation strengthened

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:

Applicable MYFF Service Area: Inclusive Participation, electoral laws, processes and institutions

Partnership Strategy: Creation of a multi-donor basket fund. For partners who are non-contributors to the programme, every attempt will be made through coordination mechanisms to ensure information sharing and coordination of activities.

<table>
<thead>
<tr>
<th>INTENDED OUTPUTS</th>
<th>TIMEFRAME</th>
<th>INDICATIVE ACTIVITIES</th>
<th>RESPONSIBLE PARTIES</th>
<th>INPUTS (see detailed budget for breakdown)</th>
</tr>
</thead>
</table>
| **OUTCOME 1:** Electoral institutions have the capacity to administer technically sound, credible and sustainable elections (with progressively less international support) | Y1 Y2 Y3 Y4 | Basket Fund support towards implementation of the NEC strategic plan for 2010-2014 in specific areas, including:  
1.1.1 Support to voter registration process  
1.1.2 Regional/district office strengthening, including to provide decentralized results tally function  
1.1.3 Capacity development and specialized training (IT, election operations, and procedures)  
1.1.4 Legal reform to consolidate electoral laws/regulations/procedures including results system  
1.1.5 Support to organization of all elections (Presidential, Parliamentary, Local, by-elections and possible referendum) as well as follow-up (e.g., boundary delimitation post election)  
1.1.6 Post-election evaluation of lessons learned | NEC, UNDP | $24,906,491 |

Baseline:
Solid capacity of the NEC to administer elections, albeit still with significant international support and uneven capacity between HQ and districts; compared to previous NEC, high level of independence and credibility; need for immediate voter registration update and longer-term solution; slow results transmission system and need for electoral law reform

Indicators:
- International and national observers describe elections as peaceful and well administered
- % of people registered to vote
- % of voter turnout
- % of valid votes
- Successful quick count carried out
- % decrease in international technical assistance provided (as compared to 2007 cycle)
- Regional and district offices operational and tally of votes is decentralised
- # of days taken to publish the final elections results reduced (as compared to 2007 cycle)
- Reformed results transmission system and laws developed, amended and implemented by JAN2012

Output 1.2. Political Party Registration Commission is able to maintain dialogue among political parties and promote their constructive, non-violent participation in the electoral process

Baseline:
No permanent Chair; weak capacity of the PPRC; inability to fulfill functions without significant international support; conflict management potential not fully tapped

Indicators:
- Legislative framework for PPRC developed, amended and implemented include a mandate to sanction violations of the Political Party Code of Conduct
- PPRC staff and offices operating effectively in all regions
- % of political violence cases effectively solved/handled by the PPRC
- PPRC resource center used by all political parties (tie in to Output 2.2)
- # of requests of support to the PPRC

<p>| X | X | X | Basket Fund support implementation of the PPRC strategic plan in specific areas, including: 1.2.1 Capacity development and specialized training (with a focus on the new staff) 1.2.2 Regional office space secured 1.2.3 Public outreach and research capacity of the PPRC developed 1.2.4 Legal reform to consider widening the mandate of the PPRC, granting it authority to sanction violations of the Code of Conduct for Political Parties 1.2.5 PPRC-sponsored training of political parties and inter-party dialogue 1.2.6 District monitoring committees strengthening, including through pre-election perception studies 1.2.7 Review of policies and Constitution of Political Parties | PPRC, UNDP | $2,916,987 |
| UNIPSIL | UNIPSIL, PPRC | PPRC, UNIPSIL | PPRC, UNIPSIL | PPRC, UNDP, UNIPSIL | PPRC, UNIPSIL, Political Parties |</p>
<table>
<thead>
<tr>
<th>Outcome 2: Improved public confidence and participation in the electoral process</th>
<th>X</th>
<th>X</th>
<th>X</th>
<th>X</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Output 2.1:</strong> CSOs are able to monitor the electoral process and promote broad civic and voter education</td>
<td>2.1.1 Support for national election observation (long-term and short-term observers, with long-term serving as early warning mechanism); capacity building for quick count/parallel vote tabulation</td>
<td>CSOs, UNDP, UNIPSIL</td>
<td>$2,900,000</td>
<td></td>
</tr>
<tr>
<td><strong>Baseline:</strong> No real civic education completed in 2007 electoral cycle (focus on voter education/information); failure to craft specific messages targeted at women, youth; short-term domestic observation but weak long-term observation that focuses on voter registration, nominations, campaign period</td>
<td>2.1.2 Sub-grant facility to support civic and voter education initiatives with a particular focus on women and youth – tie in to conflict prevention activities; focus on primary and secondary education</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Indicators:</strong></td>
<td>2.1.3 Coordination of Civil Society activities. In particular substantive coordination between NEW and NEC/PPRC/ development partners and coordination between NEW and CSO partners</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>- # of civic and voter education media messages in local languages nationwide</td>
<td></td>
<td></td>
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<td></td>
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<tr>
<td>- Domestic CSO observation efforts extended into pre-electoral period</td>
<td></td>
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</tr>
<tr>
<td><strong>Output 2.2:</strong> Political parties play a constructive and informed role in the electoral process</td>
<td>2.2.1 Training of party agents (done by NEC/PPRC, directly or via a third-party)</td>
<td>Political Parties, UNIPSIL, UNDP, UNIPSIL, PPRC</td>
<td>$1,845,000 (PBF)</td>
<td></td>
</tr>
<tr>
<td><strong>Baseline:</strong> Highly contentious political environment; limited inter-party dialogue; low capacity of most political parties to develop messages, select candidates, mount campaigns and monitor polls; limited access of parties to resources and networks; inadequate focus by parties on youth and women in the ranks</td>
<td>2.2.2 Promotion of intra or inter party dialogue and flexibility to respond to needs in this area that may emerge during the programme's lifespan</td>
<td></td>
<td></td>
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</tr>
<tr>
<td></td>
<td>2.2.3 Youth leader training programmes, including support to inter-political party youth projects</td>
<td>UNIPSIL, PPRC</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.2.4 Work with parties to develop gender strategies, gender wings, and training of women leaders and candidates (follow up with those elected through parliamentary/local governance initiatives)</td>
<td>UNIPSIL, PPRC</td>
<td></td>
<td></td>
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</table>
and in leadership positions

<table>
<thead>
<tr>
<th>Indicators:</th>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>• # of political party agents trained in their roles and electoral process</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>• Youth leaders engage productively in the electoral process</td>
<td></td>
<td></td>
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<tr>
<td>• # of successful intra- and inter-party dialogue held on emerging issues</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• # of political party platforms that are issue based</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>• % increase of women candidates (as compared to 2007 cycle)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• # of youth associations involved in the electoral process (monitoring, etc)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• # of activities implemented by APPYA and APPWA implementing their strategic plans (such as joint outreach activities, etc)</td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>

Output 2.3. Media monitoring and improved reporting standards

Baseline:
Media frequently contributes to political tension rather than defusing it; low journalistic standards for reporting on electoral activities; particularly poor treatment of women candidates; dependence on most of the population on radio reporting

<table>
<thead>
<tr>
<th>Indicators:</th>
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</thead>
<tbody>
<tr>
<td>• # of monitoring visits by the IMC nationwide</td>
<td></td>
<td></td>
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<tr>
<td>• # of non-compliance cases with the Media Code of Practice documented and resolved</td>
<td></td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>X</th>
<th>X</th>
<th>X</th>
<th>X</th>
</tr>
</thead>
</table>

2.3.1 Support Independent Media Commission (IMC) to monitor and enforce the Media Code of Practice
2.3.2 IMC training for journalists on professional reporting on electoral matters
2.3.3 Support to radio-based news reporting (e.g., SLBC, Cotton Tree, others)
2.3.4 Support dialogue with and among editors (Editors Guild) and Sierra Leone Association of Journalists on responsible reporting as well as the establishment of media code of conduct or other mechanisms to enhance the support to the media for a peaceful election

| Media, UNDP, UNIPSIL | UNIPSIL, IMC | Media, UNDP, UNIPSIL | $1,180,000 |
| UNIPSIL, IMC | UNIPSIL, IMC | UNIPSIL, IMC | $340,000 (PBF) |
- # of monitors deployed nationwide to gather and analyse information and address disputes involving the media
- Gender biased reporting against female candidates is effectively addressed (as compared to 2007 cycle)
- # of radio-based reporting on the electoral process that are professional and unbiased and broadcast in local languages

**Output 2.4. National unity and cohesion for a peaceful election**

**Baseline:** Professional groups and associations, such as inter-religious coalitions, academia, artists and musicians, and traditional and indigenous groups have played constructive role in reducing tension and promoting national cohesion, but are fragmented and lack the necessary resources.

**Indicators:**
- # of peaceful, inclusive and non-violent political events organised
- % reduction in the number of ethnic and regional incidents of violence based on comparison with 2007 elections
- # of sensitization campaign on violence prevention conducted by the CSO
- # of artistic and sports events organized in the framework of peaceful elections
- # of ad hoc mediation activities conducted by traditional authorities.

<p>| | | | |</p>
<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>X</td>
<td>X</td>
<td>X</td>
<td></td>
</tr>
</tbody>
</table>

2.4.1 Support to the inter-religious council to organize a national dialogue on diversity and politics and a peaceful political completion

2.4.2 Support to artists for peace and musicians to spread the message of non-violence, ethnic tolerance and peaceful elections

2.4.3 Support to traditional and indigenous groups to exercise neutrality and have positive influence in managing tensions and potential conflicts before, during and after the elections

2.4.4 Enhancing coordination with learning institutions and academia in promoting national debate and dialogue on non-violence and participatory elections

2.4.5 Promote non-violence amongst youth through sports

2.4.6 Support to CSO for violence reduction to enable a peaceful election

| UNIPSIL, Inter-religious Council | UNIPSIL, Inter-religious Council |
| UNIPSIL, Artists for Peace | UNIPSIL, Artists for Peace |
| UNIPSIL and traditional groups | UNIPSIL and traditional groups |
| UNIPSIL, Forah Bay College, Njala University | UNIPSIL, Forah Bay College, Njala University |
| UNIPSIL, UNDP, Amputee’s Association | UNIPSIL, UNDP, Amputee’s Association |
| UNIPSIL, CSOs, National Youth Commission | UNIPSIL, CSOs, National Youth Commission |

$1,982,337 (PBF)$
### OUTCOME 3: Election-related conflict managed for peaceful polls (before, during and after)

<table>
<thead>
<tr>
<th>Output 3.1.</th>
<th>The electoral dispute resolution mechanism is strengthened</th>
</tr>
</thead>
<tbody>
<tr>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Indicators:</td>
<td></td>
</tr>
<tr>
<td>- Electoral disputes are effectively, timely and satisfactorily addressed</td>
<td></td>
</tr>
<tr>
<td>- Regional electoral dispute courts are operational</td>
<td></td>
</tr>
<tr>
<td>- % of cases brought to court and solved in an effective manner</td>
<td></td>
</tr>
</tbody>
</table>

| 3.1.1 | Electoral Offences Court strengthened (temporary body) to handle timely resolution of disputes |
| 3.1.2 | EOC/NEC/PPRC training to judges and magistrates |
| 3.1.3 | Crisis management plan for electoral disputes |
| 3.1.4 | NEC-led public education campaign on the role of the courts |

| Judiciary/EOC, UNDP | $655,000 |

<table>
<thead>
<tr>
<th>Output 3.2.</th>
<th>National Electoral Security Plan implemented and improved capacity of SLP to safeguard elections (UNIPSIL lead)</th>
</tr>
</thead>
<tbody>
<tr>
<td>X</td>
<td>X</td>
</tr>
<tr>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Baseline:</td>
<td>ONS lead on electoral security planning and positive experience of 2007 to draw on; low capacity of and public confidence in the SLP to play its role to secure the polls and voters; experience of SLP in 2007 generally positive</td>
</tr>
</tbody>
</table>

| Indicators: |                                                          |
| - Electoral security plan put in place at least one year ahead of 2012 polls and involving NEC and PPRC |
| - Reduced incidences of electoral violence |
| - # of electoral related offences and occurrences of violence effectively addressed by the SLP |

| 3.2.1 | Provide support, including international expertise, to the Office of National Security |
| 3.2.2 | Strengthen the institutional capacity, logistics, infrastructure and impartiality of the SLP |
| 3.2.3 | Training SLP, Chieftain Police, Fire Force, Prison and MACP personnel on functions during elections, incl. role of electoral courts, sensitization on gender-based violence; training to focus on other areas as well including human rights, roles and responsibilities when assigned to polling centers and polling stations |
| 3.2.4 | Provide UN assistance to the SLP through appropriate and timely UNIPSIL/UNPOL deployment, particularly to safeguard voters and polling materials |
| 3.2.5 | Crowd Control training to SLP personnel assigned public order responsibilities |

| ONS, SLP, UNIPSIL, UNDP | $1,054,140 |
- Presence of SLP in all elections registration and polling centres nationwide

### Programme Start up

<table>
<thead>
<tr>
<th>Output: PMU ensures well managed and well coordinated implementation of Election Programme as approved by LPAC and amendments approved by the Steering Committee.</th>
<th>X</th>
<th>X</th>
<th>X</th>
<th>Establishment of PMU; Regular Steering Committee meetings; Monitoring, evaluation and reporting; EAD/DPA monitoring mission; Audits; Final project evaluation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baseline: No running programme</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Indicators:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Core PMU staff in place by early 2011</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- PMU established and operational</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Regular minutes Steering Committee meetings held</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Strategic documents developed and implemented (AWP, operational plans, etc...)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Regular reports submitted</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Total** (includes 3% Technical Assistance for Unforeseen Capacity Gaps, 2% UNDP ISS and 7% UNDP GMS) | US$45,125,887 |

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Minister Samura Kamara  
Ministry of Finance and Economic Development

Mia Seppo  
Country Director
SECTION 4: INDICATIVE BUDGET SHEET

An indicative budget breakdown follows. To be able to respond to unanticipated needs that often emerge in the implementation of electoral support projects in post-conflict environments, a budget line for Technical Assistance for Unforeseen Capacity Gaps of 3% has been built into the overall budget. UNDP’s standard 2% ISS (direct costs to the project) and 7% GMS (indirect costs to the project) are also included.

<table>
<thead>
<tr>
<th>Programme Output</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
<th>2011-2014 Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 NEC’s administration of elections strengthened</td>
<td>$15,559,299</td>
<td>$5,697,191</td>
<td>$1,580,000</td>
<td>$2,070,000</td>
<td>$24,906,491</td>
</tr>
<tr>
<td>1.2 PPRC maintains dialogue among parties, etc.</td>
<td>$1,808,552</td>
<td>$474,926</td>
<td>$463,926</td>
<td>$169,583</td>
<td>$2,916,987</td>
</tr>
<tr>
<td>2.1 CSOs monitor, promote voter/civic education</td>
<td>$1,500,000</td>
<td>$1,000,000</td>
<td>$300,000</td>
<td>$100,000</td>
<td>$2,900,000</td>
</tr>
<tr>
<td>2.2 Political parties play constructive, informed role</td>
<td>$795,000</td>
<td>$1,050,000</td>
<td>$0</td>
<td>$0</td>
<td>$1,845,000</td>
</tr>
<tr>
<td>2.3 Media monitoring and improved standards</td>
<td>$585,000</td>
<td>$525,000</td>
<td>$275,000</td>
<td>$135,000</td>
<td>$1,520,000</td>
</tr>
<tr>
<td>2.4 Promoting national cohesion and unity</td>
<td>$1,075,000</td>
<td>$907,337</td>
<td>$0</td>
<td>$0</td>
<td>$1,982,337</td>
</tr>
<tr>
<td>3.1 Electoral dispute resolution improved</td>
<td>$230,000</td>
<td>$330,000</td>
<td>$95,000</td>
<td>$0</td>
<td>$665,000</td>
</tr>
<tr>
<td>3.2 National electoral security plan, security training</td>
<td>$335,967</td>
<td>$706,173</td>
<td>$6,000</td>
<td>$6,000</td>
<td>$1,054,140</td>
</tr>
<tr>
<td>Programme start up and implementation</td>
<td>$700,000</td>
<td>$769,000</td>
<td>$724,450</td>
<td>$831,423</td>
<td>$3,024,873</td>
</tr>
<tr>
<td><strong>Sub total</strong></td>
<td>$22,588,818</td>
<td>$11,459,627</td>
<td>$3,444,376</td>
<td>$3,312,006</td>
<td>$40,804,827</td>
</tr>
<tr>
<td>Technical Assistance for Unforeseen Capacity Gaps 3%</td>
<td>$677,665</td>
<td>$343,789</td>
<td>$103,331</td>
<td>$99,360</td>
<td>$1,224,145</td>
</tr>
<tr>
<td><strong>TOTAL PROGRAMMING COSTS</strong></td>
<td>$23,266,483</td>
<td>$11,803,416</td>
<td>$3,547,707</td>
<td>$3,411,366</td>
<td>$42,028,972</td>
</tr>
<tr>
<td>Direct Costs ISS (2%)</td>
<td>80,148</td>
<td>42,405</td>
<td>11,193</td>
<td>11,008</td>
<td>144,754</td>
</tr>
<tr>
<td>Indirect Costs GMS (7%)</td>
<td>1,634,264</td>
<td>829,207</td>
<td>249,123</td>
<td>239,566</td>
<td>2,952,161</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>$24,980,895</td>
<td>$12,675,029</td>
<td>$3,808,023</td>
<td>$3,661,940</td>
<td>$45,125,887</td>
</tr>
</tbody>
</table>
### SECTION 5: ACTIVITIES’ IMPLEMENTATION TIMETABLE

**Outcome 1: Electoral institutions have the capacity to administer technically sound, credible and sustainable elections (with progressively less international support)**

**Output 1.1: The NEC’s administration of elections is strengthened**
- Support implementation of the NEC strategic plan for 2010-2014 in specific areas
- Voter registration update and TBD
- Regional/district office strengthening, including to provide decentralized results tally function
- Capacity development and specialized training (IT, election operations, training and procedures)
- Legal reform to consolidate electoral laws/regulations/procedures including results system
- Support to organization of Presidential, Parliamentary and Local elections and follow up
- Post-election evaluation of lessons learned

**Output 1.2: PPRC is able to maintain dialogue among political parties and promote their constructive, non-violent participation in the electoral process**
- Capacity development and specialized training (with a focus on the new staff)
- Regional offices of the PPRC secured
- Public outreach and research capacity of the PPRC developed
- Legal reform to consider widening the mandate of the PPRC
- PPRC-sponsored training of political parties and inter-party dialogue
- District monitoring committees strengthening and pre-election perception studies
- Review of policies and Constitution of Political Parties

**Outcome 2: Improved public confidence and participation in the electoral process**

**Output 2.1: CSOs are able to monitor the electoral process and promote broad civic and voter education**
- Support for national election observation (long-term and short-term); quick count/PVT
- Sub-grant facility to support civic and voter education initiatives

**Output 2.2: Political parties play a constructive and informed role in the electoral process**
- Training of party agents (done by NEC, directly or via a third-party)
- Promotion of intra or inter party dialogue (UNIPSIL lead)
- Youth leader training programmes, including support to inter-political party youth projects
- Work with parties to develop gender strategies/wings, training of women leaders/candidates

**Output 2.3: Media monitoring and improved reporting standards**
- Support IMC to monitor and enforce the Media Code of Practice
- IMC training for journalists on professional reporting on electoral matters
- Support to radio-based news reporting (e.g., SLBC, others)
### Programme Activities/Activity Results

<table>
<thead>
<tr>
<th>2016-2018</th>
<th>Q1</th>
<th>Q2</th>
<th>Q3</th>
<th>Q4</th>
<th>Q1</th>
<th>Q2</th>
<th>Q3</th>
<th>Q4</th>
<th>Q1</th>
<th>Q2</th>
<th>Q3</th>
<th>Q4</th>
</tr>
</thead>
</table>

**Output 2.4: Promoting national unity and cohesion for peaceful elections**
- Support to the inter-religious council
- Support to artists for peace and musicians
- Support to traditional and indigenous groups
- Enhancing coordination with learning institutions and academia
- Promote non-violent amongst youth through sports
- Support to CSO for violence reduction to enable a peaceful election

**Outcome 3: Election-related conflict managed for peaceful polls (before, during and after)**

#### Output 3.1: The electoral dispute resolution mechanism is strengthened
- Electoral Offences Court strengthened (temporary body)
- EOC/NEC/PPRC training to judges and magistrates
- Crisis management plan for electoral disputes
- NEC-led public education campaign on the role of the courts

#### Output 3.2: National Electoral Security Plan Implemented and Improved capacity of SLP
- Provide support, including international expertise, to the Office of National Security
- Strengthen the institutional capacity, infrastructure and impartiality of the SLP
- Training of SLP, Chiefdom Police, MACP, Fire Force and Prison personnel
- Provide UN assistance to the SLP through appropriate and timely UNIPSIL/UNPOL deployment

#### Programme Set up and Running
- Retain international CTA and PMU staff
- Establishment of PMU
- Regular monitoring and reporting
- Steering Committee meetings
- EAD/DPA monitoring mission
- Audit
- Final project evaluation
SECTION 6: MANAGEMENT ARRANGEMENTS

Programme Management

This document is the result of widespread consultations held with the Government of Sierra Leone, the Electoral Institutions and a wide range of development partners during the Needs Assessment Mission (February 2010), the Project Formulation Mission (May 2010) and other strategic review meetings. These consultations have allowed to develop a comprehensive programme which takes into account lessons learned from previous electoral cycles and which has a particular focus on government ownership.

The programme represents one, integrated UN initiative of assistance to the electoral cycle in Sierra Leone. The current UNDP programme document thus includes the contribution of the UNIPSIL advisors (political, security, media, and gender and UN regional offices and staff), UN Women and the inputs of UNDP programme office and programme teams. As such, the programme serves as the overall substantive framework for the UN, with all actors contributing to the results as articulated regardless of where they sit organizationally. This will present a united front to national stakeholders as well as donors and facilitate coordination with and within the UN. It will also enhance the effectiveness of the assistance.

This programme will be directly implemented (DIM) by UNDP Sierra Leone in consultation with the programme’s beneficiaries and other programme partners. UNDP will establish a Programme Management Team headed by an international Chief Technical Advisor, and including expertise in operations and finance. The CTA will be responsible to the Steering Committee for overall implementation of the programme but some activities will be implemented directly by UNIPSIL, specifically:

- The women leaders activities will be implemented in close cooperation with UN Women, UNDP and UNIPSIL
- The police component will be implemented with the help of UNIPSIL’s Police and Security Unit
- The component with political parties, media and other non-state actors will be implemented with the help UNIPSIL’s Political Affairs and Peace Consolidation Section

Overall coordination of the programme will be done through the DEPAC. All outcomes will be coordinated through the Steering Committee. The Steering Committee will also have a representative of civil society. Within outcome 2, output 2.1 on civil society support, will have its own coordination mechanism. The National Election Watch (NEW) will be leading substantive coordination of CSOs within the framework of elections. This will be supported by a Civil Society Adviser that will facilitate NEW’s coordination amongst the CSOs and coordination with the NEC, PPRC and the development partners. The CSO coordination mechanism will also include funding partners who channel resources to CSO outside of the Basket Fund.

For the voter registration component, a sub-committee of the Steering Committee will be created to monitor implementation and provide oversight. This Sub-Committee on the Voter Registration will report to the Steering Committee, which serves as the overall decision making body.

The Chief Technical Advisor will be responsible for implementation of all programme activities established by this programme. The Chief Technical Advisor will be responsible for day-to-day
management and decision-making for the programme, as well as ensuring that the programme produces the outputs and results specified in this programme document, in compliance with the required standards of quality, within the specified limits of time and cost and in line with UNDP rules and regulations. He/she will be supported in this task by an Operations Manager and a Finance Associate. Together, these staff will make up the Programme Management Unit (PMU), which is headed by the Chief Technical Advisor.

Although the CTA will be responsible for the overall programme, given the role of other offices in the implementation of various components, he/she will concentrate day-to-day on the core assistance to NEC and the PPRC. It is expected that an integrated approach using existing UN staff will reduce overall costs and prevent potential conflicts between consultants and core staff of other units. To maintain a single communication and command line, however, it is important that the CTA remains the chief managing officer for the programme and technical aspects. The CTA will report to the Executive Representative of the Secretary-General (ERSG) through the UNDP Country Director.

One of the first tasks for the new CTA will be to delineate, in a participative and inclusive manner, the programme into more specific activities, including the elaboration of an Annual Work Plan and Monitoring and Evaluation Plan.

Within the framework of the programme, the Chief Technical Advisor will report to a Steering Committee, which comprises the following members:

- **Project Executive**: Executive Representative of the Secretary General in Sierra Leone;
- **Senior Supplier**: Representatives of Donors to the programme;
- **Senior User**: Representatives of the Ministry of Finance, NEC, PPRC, CSOs, SLP, ONS.

The Steering Committee is the group responsible for making — on a consensus basis — management decisions for the programme when guidance is required, including recommendations for UNDP approval of programme revisions. Such decisions must adhere to UNDP rules and regulations. Programme reviews by the Board should be made at regular intervals or as necessary.

Programme Assurance will primarily be provided by UNDP (the Business Development and Oversight Unit and the Governance Unit). Programme Support will be provided by the Operations staff of UNDP Sierra Leone.

On demand programme support will also be provided to implementation from a number of offices. First, the UN’s Electoral Assistance Division of the Department of Political Affairs (EAD/DPA) will provide political and technical advisory services in the implementation of the programme. EAD/DPA will also conduct a mid-term review of the programme, with the participation of UNDP (see ‘Monitoring and Evaluation’ below). UNDP’s Procurement Support Office (PSO) will be supporting the procurement of Voter Registration equipment and election materials where these are best procured internationally. UNDP Sierra Leone will liaise with the Bureau for Development Policy (BDP) and the Bureau for Crisis Prevention and Recovery (BCPR) for support as needed on substantive democratic governance, electoral assistance and conflict prevention and recovery expertise to the implementation of the programme. This will include implementation support missions, as well as support to the programme and country office in monitoring progress towards the three outcomes. In terms of BDP’s support, this will largely be provided through a dedicated electoral advisor based in the Dakar Regional Service Center. This advisor will provide policy and programming support to all of the countries in Western and Central Africa where
electoral assistance figures into the democratic governance portfolio, including Sierra Leone. Finally, the European Commission-UNDP Joint Task Force on Electoral Assistance (JTF) will provide support in implementation of the programme from the perspective of the planned partnership with the European Commission. This will entail help in drafting and monitoring implementation of the contribution agreement signed between the EC and UNDP. EAD/DPA, BDP, BCPR and the JTF can all be called on to support in sourcing expertise under the programme.

The programme management structure is illustrated as follows:

---

**Programme Management Unit (UNDP)**
- Chief Technical Adviser
  - Finance, Operations

**Programme Support**
- UNDP Sierra Leone, UNDP HQ, UN Secretariat (EAD/DPA)

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**Election Budget and Financial Arrangements**

This programme will use the basket fund modality whereby partners operationalize their contributions to the basket through third-party cost-sharing arrangements or trust fund agreements. Based on the principles of the Paris Declaration, this modality will ensure an increased degree of coordination amongst the contributing parties as well as a reduction in transaction costs through harmonised narrative and financial reporting. Donor contributions to this programme will be received into the basket fund via third-party cost-sharing arrangements negotiated at country level, or trust fund agreements approved at UNDP headquarters.

The total value of the programme is **US$45,125,887** and total programming costs are **$42,028,972**. Full implementation of all programme activities will hinge on the mobilization and timely contribution of funding through voluntary contributions by interested donors. A Technical Assistance for Unforeseen Capacity Gaps budget line of 3% has also been included to adapt to unexpected and emerging priorities as required. UNDP Sierra Leone will assess the normal Executive Board mandated 7% General Management Services (GMS) and 2% Implementation Support Services (ISS) fees as well as a 5% fee for support provided by the UNDP Procurement Support Office which is only applicable over the total value of voter registration equipment procured by said office.

Budget revisions will be processed when deemed necessary and at least quarterly to ensure financial monitoring effectiveness and accuracy in programme accounts.
Coordination arrangements

Donor coordination at the policy level will be done through a high-level donor coordination mechanism and at the programme level through the Steering Committee of this programme which is headed by the ERSG and which includes the participation of multiple national stakeholders. As noted above, there is also a Programme Management Unit (PMU) to handle day-to-day management of the activities of this programme, the head of which will be the Chief Technical Advisor, who reports to the Steering Committee. Finally, there is a need for a broader stakeholder forum, most likely convened by the NEC per se, which can bring together national and international actors to inform, exchange and address issues as they arise.

This means that the current programme will benefit from two management bodies and two coordination mechanisms as listed below. The first and fourth are properly characterized as coordination mechanisms, while the second and third are UNDP project management mechanisms.

1. **High-Level Coordination Mechanism.** Will act as a coordination mechanism that includes at Ambassadorial/High-level representation from donor agencies — both those contributing to the current programme and those contributing to the elections through bilateral or other means. This mechanism, convened and managed by the UN, meets periodically to discuss the evolving political environment, share plans and activities, deliberate issues of common concern, negotiate agreed responses, and analyze emerging needs and risks. This high-level forum is an important part of donor coordination, with the emphasis on high-level policy development, collaboration and information-sharing. Participants are Donors, MOFED, MIA, NEC, PPRC, UN and other stakeholders.

2. **Steering Committee.** Within the context of the programme per se, the Steering Committee provides a specific policy and decision-making mechanism. The Steering Committee will meet quarterly or more frequently if need be and is responsible for general oversight of programme activities, including financial oversight and approval of funding allocations within the overall budget as recommended by the PMU (see below). It should receive regular reports from the PMU and the electoral management bodies, approve major activities and expenditures, reach consensus and take decisions in any change in the programme work plan, provide ongoing risk analysis, and consider funding for emerging issues. It is facilitated by the PMU, which provides secretariat services. Representation will be at high-level Heads of Agency or senior technical level and participants include donors, MOFED, MIA, NEC, PPRC, NEW representative, UN and other stakeholders. It will be co-chaired by the Programme Executive and the UN’s Executive Representative of the Secretary-General or his representative. The reports of the Steering Committee will shared with all donors to the basket. Participants are Donors, MoF, MIALGRD, NEC, PPRC, NEW representative, other stakeholders.

3. **Sub-Committee for the Oversight of the Voter Registration Contract** is established as a sub-committee of the Steering Committee with the dedicated task to oversee and monitor the implementation of the Voter Registration contract. More specifically, the Sub-Committee will oversee and monitor the pre-agreed disbursement plan against predictable and measurable benchmarks and performance targets. This committee will report to the
steering committee, which has the overall decision making responsibility. Participants are largely the Steering Committee members and UN.

4. **CSO Forum** is the platform that will provide the umbrella organisation National Election Watch (NEW), the opportunity to provide two tier coordination. On one level, coordination will be done with the various NGOs that fall under the NEW umbrella to ensure nation wide coverage of voter and civic education and adequate monitoring of the electoral process. On the other level, coordination will be ensured with the NEC, PPRC and the development partners to enable ongoing dialogue about the role of the CSO sector in the electoral process. Participants will be NEW, national/international CSOs, development agency representatives and technical level advisers.

5. The **Programme Management Unit (PMU)** is the dedicated, technically staffed unit that administers, manages and monitors the overall election programme on a day-to-day basis. PMU staff will include experts in electoral management who have experience in the various components of the electoral assistance programme — for example, voter registration, civil society, the media, political parties, and/or electoral observation — and operations members will be familiar with UNDP procedures on recruitment, procurement and project execution modalities. The PMU is led by a Chief Technical Advisor and will include dedicated finance and administration officer to record, process, disburse and report income and expenditures on a regular basis. The finance officer will work closely with the UNDP Country Office’s finance professionals. The PMU can also serve a secretariat function for donor coordination and support as outlined under the Steering Committee functions noted above. Given the political sensitivities and donor partnerships involved in electoral assistance, there is a need for regular (fortnightly at minimum) briefings and debriefings with the UNDP senior management (Deputy Resident Representative, Country Director and/or Executive Representative of the Secretary-General), whose support is often critical when swift decisions/actions are necessary.
The table below summarizes the key features of these various mechanisms:

<table>
<thead>
<tr>
<th>High-Level Donor Coordination</th>
<th>CSO Forum</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Convened by ERSG</td>
<td>• Convened by NEW/CSO Adviser</td>
</tr>
<tr>
<td>• <strong>Participants:</strong> Donors, MoF, MIA, NEC, PPRC, other stakeholders; high-level / ambassadorial representation and UN</td>
<td>• <strong>Participants:</strong> NEW, national/international CSOs, development agency representatives; technical-level</td>
</tr>
<tr>
<td>• <strong>Frequency:</strong> every 1-3 months or as need be</td>
<td>• <strong>Frequency:</strong> Quarterly or as need be</td>
</tr>
<tr>
<td>• <strong>Function:</strong> Political issues</td>
<td>• <strong>Function:</strong> Substantive coordination and update on preparations</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Steering Committee</th>
<th>Project Management Unit</th>
</tr>
</thead>
<tbody>
<tr>
<td>• <strong>Chair:</strong> Convened by ERSG</td>
<td>• <strong>Day-to-day administration and management of project</strong></td>
</tr>
<tr>
<td>• <strong>Participants:</strong> Donors, MoF, MIA, NEC, PPRC, other stakeholders; high-level representation at Heads of Agency or senior technical level and UN</td>
<td>• <strong>Function:</strong> Serves as secretariat to Steering Committee</td>
</tr>
<tr>
<td>• <strong>Frequency:</strong> Quarterly or as need be</td>
<td></td>
</tr>
<tr>
<td>• <strong>Function:</strong> Project oversight and decision-making</td>
<td></td>
</tr>
</tbody>
</table>

Small, flexible technical committees could be developed for each of the outputs under the current programme, which would include the respective national counterparts (i.e., NEC, PPRC, CSOs, political parties, media, judiciary and security forces), programme staff and donor representatives. These could meet on a regular basis to follow implementation and make recommendations on key issues. They would also review the annual component work plan (including budgetary requirements) before approval by the Steering Committee. The technical committees should also help ensure the timely planning for the purchase of election-related commodities and coordination of activities within their sector.

Notwithstanding the contribution of the technical committees to day-to-day implementation and monitoring of progress under the programme, it is the Steering Committee’s role to determine whether the pace of progress of the programme is appropriate and whether decisions required for smooth implementation of activities are being taken (including decisions required by the GoSL that affect implementation). Such determinations will rely on adherence to the results and resource framework and annual work plans of the programme, as evidence by progress reflected through monitoring and
evaluation. The Steering Committee may decide to change the work plans or budget to reflect lack of progress or changing priorities.

The time frame for the implementation of the programme is from 2011 to 2014. Continued support beyond the 2012 elections aims at addressing any challenges identified during the electoral process and to ensure that these are rectified. However, as UNIPSIL’s mandate is likely to end sometime in 2013, the roles and responsibilities within the UN in terms of the programme may need to be clarified. Further, the Joint Vision Strategy has a 3 year time-span therefore contingency arrangements on funding structures after this period should be reflected accordingly.

SECTION 7: MONITORING AND EVALUATION

In terms of monitoring and evaluation, the programme will be subject to UNDP’s current monitoring and evaluation procedures and any additional policies and procedures agreed to by the implementing agents, the programme partners and UNDP.

The Programme will be monitored throughout its duration, reviewed substantively on an annual basis and evaluated in accordance with the requirements of the Steering Committee. The focus of M&E will be at the outcome level to understand the impact the programme has had on the electoral cycle. To ascribe the relevant importance to these processes and to facilitate synthesis and interpretation of progress and performance, the Programme will be guided by:

(i) A Monitoring & Evaluation Framework, which defines the baselines, impact, outcomes and outputs with associated indicators and means of verification as based on the Programme’s Results and Resources Framework. Specific attention will be given to monitoring and evaluating progress against well defined baselines and towards increased capacity of EMBs throughout the programme;

(ii) A Monitoring & Evaluation Plan, which schedules all major M&E activities

(iii) A Monitoring & Evaluation System that contains tools and templates. For example, assets and inventory control, financial and narrative reports formats, risk logs and field monitoring forms, and a common system for generating feedback and lessons. The M&E System will also clarify the monitoring, review and evaluation roles and responsibilities at the different levels of the Programme for internal monitoring, monitoring and review committees for external monitoring, and detail the principles of joint monitoring and evaluation. Some of the tools that will be used are described below:

a. Regular minuted Steering Committee meetings, which are a useful way of ensuring good planning, follow-up and results focus;

b. Annual Project Reports – both narrative and financial – that rate output to outcome progress and make decisions on policy issues;

c. Joint outcome or programme evaluations, which are time-bound, independent exercises to measure results and management of the programme; and

d. A mid-term (end of 2012) joint programme review

These documents will be produced within the first three months of the Programme by the Chief Technical Advisor for endorsement and approval by the Steering Committee.
All programme activities will be closely monitored by UNDP Country Office. To this effect, a Programme Officer from the Governance Unit will backstop the programme and support the Chief Technical Advisor in the attainment of the established programme outputs. The project shall be subject to the internal and external auditing procedures laid down in the Financial Regulations, Rules and directives of UNDP. A copy of the audited financial statements of UNDP issued by its external auditors shall be submitted to the European Commission’s Central Services by UNDP. Should a separate internal audit of the project be conducted, the European Commission may request for a summary of the key audit results. In such event, the European Commission will maintain confidentiality of the information received. In addition, UN staff working in the Joint UN Field Offices will be mobilised to provide monitoring functions at the field level.

Although only required when mandated by partnership protocols, an evaluation of the programme will be undertaken at the end of its period to learn lessons and apply these to possible follow-on assistance activities. This will be particularly important if the next round of elections are imminent as, given the electoral timetable, they may well be.

**SECTION 8: LEGAL CONTEXT**

This programme document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Sierra Leone and UNDP, signed on the 21st December 1977. Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP’s property in the executing agency’s custody, rests with the executing agency.

The executing agency shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the programme is being carried;
- b) assume all risks and liabilities related to the executing agency’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 executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Programme 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](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 Programme Document.
I. Post Information

Post Title: Chief Technical Adviser
Type of contract: FTA
Pre-classified Grade: P5
Assignment location: Freetown, Sierra Leone
Focal Point: http://jobs.undp.org
Duration: One year
Supervisor: Country Director
Deadline:

II. Organizational Context

Since 2004, UNDP and its partners have supported the Sierra Leonean National Electoral Commission (NEC) to implement a strategic planning and reform process, as well as prepare for and administer the 2007 elections – the country's second national election since the end of the 10-year civil war in 2002, and the first without the supervision and major logistical support of the international community and UN peacekeepers. With the successful conduct of these elections, and local elections and by-elections held since, Sierra Leone has made important gains in the consolidation of its post-conflict democracy and towards self-sufficient administration of its own elections.

Yet significant concerns remain going into the next electoral cycle. A fragile political situation featuring political polarization and regional and ethnic divisions could become exacerbated during the complex 2012 electoral process that envisages the conduct of presidential, parliamentary and local council elections with a possible presidential run-off election. This, combined with a weak economy including high levels of unemployment, particularly among the youth, could negatively impact on electoral disputes and conflict management around the electoral process. The potential for conflict related to the electoral process is of the utmost concern and the Government and international community. Both intend to focus their support on fostering an environment that is conducive to the holding of credible elections and strengthening mechanisms that administer and oversee the electoral process and party competition in that process. This UNDP Programme is expected to contribute to these objectives.

More specifically, the Programme seeks to support the sustainability of know-how and the development of the short and long-term capacities of NEC, PPRC, civil society organizations involved in electoral observation, communication and women’s participation in elections and politics, political parties, the media and security forces. At this stage of the implementation, UNDP is hiring the Chief
Technical Adviser.

Under the authority and supervision of the Country Director, the Chief Technical Adviser (CTA) will be responsible for implementing and administering the programme. She/he will work in close consultation with the UNDP programme unit, the Team Leader Governance Unit, the electoral management bodies and other stakeholders in order to promote the most credible and transparent electoral process possible. It is understood that instructions will only be taken from the United Nations.

Although the CTA will be responsible for the overall programme, given the role of other offices in the implementation of various components, he/she will concentrate day-to-day on the core assistance to NEC and the PPRC. It is hoped that an integrated approach using existing UN staff will reduce overall costs and prevent potential conflicts between consultants and core staff of other units. To maintain a single communication and command line, however, it is important that the CTA remains the chief operating officer for the programme and that all UN staff working on the programme report in terms of their electoral activities to the Chief Technical Advisor (either wholly or in a matrixed arrangement to UNIPSIL or UNPOL management). The CTA will in turn report to the Executive Representative of the Secretary-General through the UNDP Country Director.

III. Functions / Key Results Expected

1. Coordination: The CTA will be responsible for the implementation of activities as well as the supervision of the following:
   - Set up of the Programme Management Unit for the electoral cycle
   - Ensure with effectiveness the administrative and technical management of the Programme
   - Supervise and coordinate the actions and activities of the Programme including high level experts and personnel support
   - Ensure effective cooperation and coordination of all Programme Implementation Teams with various departments of the NEC, PPRC, other stakeholders and UN entities with direct implementation responsibilities under the programme, including UNIPSIL, UN Police and UN Women. Supervise activities of experts and support staff assigned to the Programme
   - Elaborate a work plan as well as an implementation plan of action of the different components of the Programme
   - Coordinate the organization of seminars and training or reinforce actors/ facilitators capacities building on the electoral process
   - Establish the means of collaboration with potential partners (all stakeholders including donors, etc.), resource mobilization system and appropriate operational partnership arrangements
2. Electoral Support:
- Provide technical advice to high-level actors/or mediators (in particular Ministers, NEC, PPRC, CSOs, media and security officials) on the electoral process
- Provide electoral and technical advisory support to UNDP staff: ERSG/RR, CD, DCD, programme officers involved in Governance Programme within UNDP Country Office
- Assist with the planning and the implementation of electoral activities throughout the different phases of the electoral cycle and programme, with a particular emphasis on outcomes 1 and 3
- Elaborate the Term of References and assure that all necessary support is provided for the foreseen consultations and monitoring missions
- Plan and assist periodic evaluation missions making sure to provide necessary assistance and support to the missions
- Ensure the permanent support and follow up of the programme activities
- Supervise the procurement process for electoral material and equipment and ensure their safe storage before their deployment
- Ensure in all circumstances that the Programme upholds the values of the UN System, the country’s interests and partners implicated in the process
- Provide all sensitive and targeted counselling to the electoral process
- Liaise and foster strategic cooperation with other partners to reinforce the dialogue between the stakeholders of the process

3. Reporting:
- Elaborate and submit periodic reports on the progress of the Programme to the UNDP and its Partners
- In collaboration with UNDP office, plan and coordinate meetings with partners to submit reports or documents in liaison with the electoral process

4. Fundraising/Resource mobilization:
- Contribute to the mobilization of funds with partners for additional resources to the electoral process
- Provide strong fundraising arguments to donors/or stakeholders
- Perform other relevant duties as required by the ERSG or Country Director of UNDP

IV. Impact of Results

The key results have an impact on the Programme management efficiency and success of the whole Electoral Cycle. In particular, the key results have an impact on the delivery of:

- UNDP’s credibility as the lead electoral assistance implementation agency of the UN system
- Host country’s effort to meet the MDGs
- Coordination of stakeholders’ effective support—participation to the electoral cycle
- Effective support of Programme electoral assistance
V. Competencies

### Corporate Responsibility and Teamwork:
- Serves and promotes the vision, mission, values, and strategic goals of UNDP
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability
- Plans, prioritizes, and delivers tasks on time

### Results-Oriented Development Effectiveness:
- Plans and produces quality results to meet established goals
- Ability to lead strategic planning, results-based management and reporting
- Ability to lead implementation, monitoring and evaluation of development programmes and programmes, mobilize resources
- Ability to formulate and manage budgets, manage transactions, conduct financial analysis and reporting

### Management and Leadership:
- Builds strong relationships with clients, focuses on impact and result for the client and responds positively to feedback
- Consistently approaches work with energy and a positive, constructive attitude
- Demonstrates good oral and written communication skills
- Demonstrates openness to change and ability to manage complexities
- Sets clear performance goals and standards; executes responsibilities accordingly

### Innovation and Judgment:
- Conceptualizes and analyses problems to identify key issues, underlying problems and how they relate
- Contributes creative, practical ideas and approaches to deal with challenging situation
- Strives for quality client-centered services (internal/external) when making decisions and taking action

### Job Knowledge & Expertise
- Demonstrates substantive and technical knowledge to meet responsibilities and post requirements with excellence
- Uses ICT and web-based management systems effectively as a tool and resource
- Is motivated and demonstrates a capacity to pursue personal development and learn

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VI. Recruitment Qualifications

<table>
<thead>
<tr>
<th>Education:</th>
<th>Master's in Political Science, International Relations, Social Sciences, Management, Administration, Law or related fields</th>
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</thead>
<tbody>
<tr>
<td>Experience:</td>
<td>At least ten years of professional experience in democratic governance with an emphasis on electoral assistance; Experience in electoral assistance advisory and programme management at the international level (with the United Nations System a strong asset); Good knowledge of the political environment, administration of developing countries particularly countries of the West African region;</td>
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</tbody>
</table>
- Good knowledge on the organization of elections in Africa;
- Good knowledge on the management of the electoral processes during and post conflict;
- Knowledgeable of different tasks relating to the electoral process;
- Ability to work under pressure in a multicultural and complex environment;
- Ability to produce reports and high-level political analysis;
- Capacity to dialogue with electoral and high-level political actors as well as donors from the international community;
- Previously experience as CTA in the framework multi donor programmes;
- Fair understanding of electoral processes in Sierra Leone, in particular of the state of electoral and wider governance reform, would be an advantage.

| Language Requirements: | Fluency in English mandatory. |
ANNEX 2. RISK LOG

Risks present themselves in terms of both the highly evolving and unpredictable security, political and electoral environments of the regions and programme countries in which the GPECS will work, and in terms of the prevailing conditions at the global level for programming. The following are potential risks associated with the implementation of the programme:

<table>
<thead>
<tr>
<th>Risk Description</th>
<th>Category</th>
<th>Probability</th>
<th>Potential Impact</th>
<th>Management</th>
<th>Response</th>
<th>Impact</th>
<th>Implications</th>
<th>Limitations</th>
<th>Mitigation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Programme start-up takes longer than planned, due to difficulties in securing</td>
<td>Operational</td>
<td>P=Medium I=Medium</td>
<td>The first quarter of the implementation phase of the programme (HQ 2010) will be focused on setting up the programme and the appropriate implementation structures and teams.</td>
<td>Programme Assurance</td>
<td>Programme Developer</td>
<td>Programme Inception</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>the appropriate expertise</td>
<td></td>
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<td></td>
</tr>
<tr>
<td>Full funding for the programme is not available</td>
<td>Financial</td>
<td>P=Low I=High</td>
<td>Based on current estimates of probable pledges from stable partners in electoral assistance, including DFID, the European Commission, Irish Aid and others, the current complement of programme activities looks fairly well covered.</td>
<td>Steering Committee</td>
<td>Programme Developer</td>
<td>Programme Inception</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The political situation in Sierra Leone becomes more divided and tense in the</td>
<td>Political</td>
<td>P=High I=High</td>
<td>UNIPSIL (the ERSG in particular), has an important role to play in ensuring that political issues are addressed, and there is constant engagement with political actors. Notwithstanding this, the programme will engage political actors in order to defuse tensions and manage conflict around the elections.</td>
<td>UN/UNDP Leadership: Programme Assurance</td>
<td>Programme Developer</td>
<td>Programme Inception</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>run up to the 2012 elections</td>
<td>Strategic</td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>No.</td>
<td>Description</td>
<td>Category</td>
<td>Priority</td>
<td>Impact</td>
<td>Action Area</td>
<td>Programmes/Provision</td>
<td>Implementer</td>
<td>Submission Date</td>
<td>Estimated Duration</td>
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<td>4</td>
<td>The electoral management institutions in Sierra Leone (NEC and PPRC) lose credibility with the political actors and/or public</td>
<td>Political/Strategic</td>
<td>P=Med/Low</td>
<td>I=High</td>
<td>It is an important benchmark for the programme's inception that the Chairs of both the NEC and the PPRC are appointed and in place. Having two permanent chairs that can see through the electoral process in 2012 is critical.</td>
<td>Steering Committee</td>
<td>Programme Developer</td>
<td>Programme Inception</td>
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<td>5</td>
<td>Needs for the 2012 election events are greater than anticipated in terms of material and financial assistance</td>
<td>Operational/Financial</td>
<td>P=Med/High</td>
<td>I=Med/High</td>
<td>If the needs are assessed as being realistic and necessary, the programme will endeavour to shift resources from other activities as well as to mobilize new resources from donors.</td>
<td>Steering Committee; CTA</td>
<td>Programme Developer</td>
<td>Programme Inception</td>
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<td>6</td>
<td>Violence makes the administration of the 2012 elections impossible</td>
<td>Political/Strategic</td>
<td>P=Low</td>
<td>I=High</td>
<td>The programme has a heavy emphasis on conflict prevention, from engaging political actors, to building the capacity of the PPRC, to bolstering the Electoral Offences Courts, to supporting the ONS and SLIP in providing election security. Implementation of technical would be delayed while engagement on the political side is pursued.</td>
<td>UN/UNDP Leadership; Steering Committee</td>
<td>Programme Developer</td>
<td>Programme Inception</td>
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<td>7</td>
<td>Elections are held but the results, or the aftermath cast doubt on their credibility</td>
<td>Political Strategic</td>
<td>P=Medium I=High</td>
<td>Given that the programme takes an electoral cycle approach, the focus is on building democratic and sustainable institutions over the long term. However, the credibility of those institutions and processes matters greatly. In addition to the technical complement included in this programme, there will be a heavy emphasis on preventive diplomacy, led by the ERSG and coordinated with high-level donor representatives. Particular attention will be paid to the period between the presidential election and any runoff.</td>
<td>UN/UNDP Leadership</td>
<td>Programme Developer</td>
<td>Programme Inception</td>
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<td>8</td>
<td>Expertise required for successful implementation of the programme teams is not identified</td>
<td>Operational</td>
<td>P=Medium I=High</td>
<td>The programme will rely on a range of expert selection methods, including use of the EAD/DPA roster, advertising, Dakar Regional Service Centre roster, and the JTF.</td>
<td>Steering Committee; CTA</td>
<td>Programme Developer</td>
<td>Programme Inception</td>
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