

United Nations Development Programme Afghanistan

Enhancing Legal and Electoral Capacity for Tomorrow (ELECT) Third Quarterly Progress Report, 2011



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ANDS Component:	Governance, Rule of Law and Human Rights
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Responsible Agency:	Independent Election Commission

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LIST OF ACRONYMS

ANA	Afghan National Army
ANDS	Afghanistan National Development Strategy
ANP	Afghan National Police
ANSF	Afghan National Security Forces
CPAP	Country Programme Action Plan
DFC	District Field Coordinator
EAD	Electoral Assistance Commission
ECC	Electoral Complaints Commission
ELECT	Enhancing Legal and Electoral Capacity for Tomorrow
EU	European Union
HR	Human Resources
HQ	Headquarters
IEC	Independent Election Commission
IFES	International Foundation for Electoral Systems
IRI	Independent Republican Institute
ISAF	International Security Assistance Force
LoA	Letter of Agreement
MoD	Ministry of Defence
MOI	Ministry of Interior
MP	Member of Parliament
SRS	Special Representation of the Secretary General
UN	United Nations
UNAMA	United Nations Assistance Mission to Afghanistan
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNOPS	United Nations Office for Project Services

EXECUTIVE SUMMARY

In 2010, the UNDP Enhancing Legal and Electoral Capacity for Tomorrow (ELECT) project supported Afghanistan's electoral management bodies to successfully plan and implement the *Wolesi Jirga* (Parliamentary) elections.

Building on this achievement, ELECT is now supporting Afghanistan's Independent Electoral Commission (IEC) to strengthen its capacity and establish itself as an efficient, independent and self-sustaining institution.

The 2014 Presidential election will occur just as Afghanistan assumes responsibility for its own security and institutional stability is critical. The election will serve as a significant indicator of the success of the transition from substantive security and complementary assistance to minimal international support.

With the IEC now entirely responsible for planning and conducting elections, a second-phase of electoral support (ELECT II, 2012 - 2013) is in preparatory stages. This project emphasises capacity development as a means to support the increasingly independent IEC throughout the entire electoral cycle – both preparatory and operational phases.

As a precursor, ELECT's key achievements in the third quarter of 2011 include:

- **Support the IEC to draft the IEC Strategic Plan (2011 – 2015)**

In keeping with the principle that Afghan electoral bodies should be responsible for both planning and implementation of elections, ELECT has supported the IEC to draft a strategic plan to guide 2011 – 2015 objectives. These are:

- Build trust among stakeholders and gain support for the IEC and the electoral process;
- Reduce electoral expenses through the development of professional capacity, building of infrastructure and better management of resources;
- Establish the IEC as a Centre of Excellence; and
- Conduct elections, according to the law.

This plan has been espoused by all stakeholders and – because sound institutions are precursor to peace and reconstruction – the IEC-led elections will be a flagship event in the process of transition of security from international to national forces.

- **Design Project Document, outlining future electoral support (ELECT II, 2012 – 2013)**

The overarching objective of ELECT II is to support the national electoral institutions to plan and conduct credible elections with minimal external support. To this end, ELECT II outputs and activities have been tailored to complement the IEC Strategic Document. In its first stage and in alignment with the electoral cycle, objectives and activities will emphasize the sustainability of electoral institutions. Specifically, ELECT II asserts to: Support the IEC to maintain and improve professional (electoral) skills of staff; sustain and develop electoral facilities, systems, and infrastructure; develop mechanisms to improve governance and administration of future elections; assist the IEC to establish a basis for a sustainable voter registry system; review electoral delimitation issues, and increase capacity of the IEC encourage democratic participation. These objectives will be achieved through the following outputs:

- Institutional, operational and technical capacity of the IEC is developed to ensure well organized, future Afghan-led electoral processes.
- The quality of the voter registry is improved to support future electoral operations.
- Capacity of the IEC to encourage broader democratic participation is strengthened.

- **Design a results-based reporting mechanism to ensure quality of subsequent support**

Based on the ELECT II Project Document (which has received unofficial consensus of all major stakeholders), ELECT staff worked very closely with the Department for International Development (UK) to produce a corresponding “log frame” matrix. With the support of stakeholders, this matrix will serve as the primary tool through which ELECT will communicate project toward its output areas. According to the matrix, each Output has been matched with corresponding activities, baselines, indicators and milestones.

The matrix will also serve as a tool to ensure optimum transparency and maintain trust among stakeholders who will be immediately aware of both successes and challenges. It will accompany quarterly and annual donor reports.

- **Assist the IEC to identify the most viable means to improve Afghanistan’s voter registry**

In the third quarter, a Senior Elections Specialist worked closely with the IEC to consider options for voter registration and to determine a way forward on planning. An enormous store of data has been accumulated through the various phases of voter registration, since 2003; an approximate 17 million voter cards have been issued and the IEC has agreed that this data should form the basis of a longer term programme of “purification” and geographic data-cleaning. This will be carried out through direct contact and a permanent district-level IEC presence and the establishment of voter registration as an on-going process – rather than as a project or by employing highly technical means that are, by nature, unsustainable. Ultimately,

this should lead to a practical voter register before the next election and also create boundaries necessary to implement district-level elections.

In addition, this presence would dramatically increase the ability of the IEC in both registration and election activities and also provide a local focal point for dissemination of education materials throughout communities.

- **Establish as a regular practice, self-assessment and revision of IEC standards and practices**

Each department defined its own functions and responsibilities and identified its strengths and weaknesses. They then found ways to improve future performance and listed the tools required to achieve their stated goals. Each person also completed an individual questionnaire to assess personal training and capacity building for professionals within a given department.

In the meantime, one may note that the act of participation in these workshops has encouraged reflection among staff members. Notably, male and female staff of all professional levels were able to cooperate and discuss roles and responsibilities together productively. Participant feedback illustrates the ability of staff to transcend hierarchies and to conceive of themselves as a team, in which each player is important:

Understanding your own responsibilities and looking at your own role... You can see the importance of your own hard work and the part you play in the success of the team and the organization.

We recommend that training workshops shall be conducted for the support staff (drivers, carpenters, plumbers, guards and others) in their respective areas of work. This shall give them a sense of responsibility and will also build their capacity for work.

It has also been interesting to note that when male and female staff members assess their performance as a team, male members are more amenable to finding ways to support their female colleagues:

Due respect for the IEC female staff, and positive discrimination shall be given to them in regard to the transportation facilities.

- **Support the IEC to identify its own needs and design a capacity development plan**

In this quarter, capacity assessments have been conducted across all IEC departments and staff. Each department defined its own functions and responsibilities; identified its strengths and weaknesses; and found ways to improve performance in the future.

A preliminary examination of departmental outputs has established some common developmental needs: Structured planning processes; improved coordination and communication across departments; and a better understanding of human resource, financial and procurement rules and procedures. The process will continue in each Provincial Office and results will be incorporated to the Headquarters summary report. The first of 34 Provincial Office workshops has already been held in Kabul.

Closer analysis of these workshops will inform the training and capacity building plan for the IEC; and contribute significantly to the IEC Strategic Plan for the period 2011 to 2015.

- **Streamlining of internal UNDP practices to increase efficiency and better support the IEC**

Over the past several months, one major challenge to the ELECT project has been the recruitment of staff. Aside from finding individuals who possessed the skill and experience to contribute substantively to the ELECT project, it has been difficult to attract them to Afghanistan – an unaccompanied duty station in which living conditions are basic.

According to a new pilot project in which ELECT is taking a lead, project staff has been trained to assume duties normally assigned to Country Office staff: Advertising positions and issuing contracts. Effectively reducing the process by two stages (and keeping administration in a single locus), is anticipated to accelerate recruitment and allow ELECT to bring professionals to the field more swiftly and efficiently, where needed.

CONTEXT

In 2010, UNDP ELECT supported Afghan electoral management bodies to organize and conduct the *Wolesi Jirga* (Parliamentary) Elections in a context of unprecedented violence and insecurity. In so doing, ELECT had largely completed two of its three core objectives.¹

While these elections were widely recognized to have been better than those held previously, they were not without considerable flaws. When the new Parliament finally was inaugurated, a Special Tribunal was established by the Attorney General's Office, to investigate alleged fraud among winning candidates.

This Special Tribunal was considered illegal by experts; some asserted that it was unconstitutional and it was not recognised by the IEC. Nonetheless, the tribunal forcefully entered the IEC, seized all voter ballots and conducted a recount of votes. It later made public² its decision that 62 members of Parliament³ should be removed.

On 10 August, the Office of the President issued a public directive,⁴ simultaneously charging the IEC with "finalising the legal aspects of the issue... as soon as possible"⁵ while also terminating investigations.⁶

In response, on 21 August, the IEC agreed to the replacement of 9 – instead of 62 – MPs,⁷ who were swiftly sworn into Parliament.⁸ The decision was endorsed by both President Karzai and by UNAMA; and the move put a swift end to tensions that could have had dire effects for the IEC and been a major setback in the establishment of an electoral institution in Afghanistan.

Proponents of the concession point to the fact that, ultimately, decisions rested with the IEC. This fact, - along with the President's public statement – serves to underscore the legitimacy and sovereignty of the IEC as an institution.

¹ First, support to the IEC to conduct a limited voter registration top-up as required for the 2010 election; and capacity-building through the provision of technical and operational assistance for the 2010 election; and, second, capacity-building through technical and operational support to the ECC, to manage its responsibilities in the conduct of the 2010 election.

² On 23 June

³ Of 249-member Lower House (*Wolesi Jirga*)

⁴ Press Release, Office of the President, Islamic Republic of Afghanistan, 10 August 2011

⁵ "...according to Articles 33, 86 and 156 of the Constitution, Articles 62, 63 and 64 of the Electoral Law and ruling (#22) of the Civil Court and decisions of the Kabul Province Appellate Court..."

⁶ "With the issuance of this order, all issues related to the 2010 parliamentary elections that are under process or investigation by every other source except for the IEC is considered as finished."

⁷ On 21 August

⁸ On 3 September

Moreover, only a fraction of the MPs cited were actually replaced, leaving the structure of the Parliament intact while also overcoming a stubborn political impasse.

Addressing the UN Security Council, UN SRSG Staffan de Mistura acknowledged the “very courageous and wise decision by President Karzai” and explained to members that:

...the Independent Electoral Commission was recognised as the final authority on electoral issues, like in any part of the world where democracy is moving in the right direction. And therefore we have now come to the conclusion of a difficult- but probably useful – journey related to the electoral process and I believe that we will be going in a much smoother direction to the next elections, because recognising that the Independent Electoral Commission is the final authority is a very good starting point for future elections and for the democratic process of separation of powers in Afghanistan. So, good movement in the right direction, nothing is perfect anywhere...⁹

ELECT is currently supporting the IEC to develop its capacity to plan and conduct the next provincial, parliamentary and Presidential elections, which will coincide with the completion of the transition from international to national security forces.

Spokesman for Afghanistan’s Ministry of Foreign Affairs, Janan Mosazai, has told *Al Jazeera* that “transition is not solely about the transfer of security responsibilities.” Rather, he explains, “The overall goal of the transition process is the security and stability and long-term peace of Afghanistan” and specifically cited as achievements “a fledgling democracy, more rights for women, establishment of a dignified society for the people of Afghanistan.”¹⁰

UNDP ELECT operates on the assumption that strong government institutions and credible leadership are preconditions for security, peace and development. To this end, ELECT does not only support the IEC at the time of election *events*, but throughout the entire electoral cycle. According to the *World Development Report*:

“To break cycles of insecurity and reduce the risk of recurrence, national reformers and their international partners need to build the legitimate institutions that can provide a sustained level of citizen security, justice and jobs – offering a stake in society to groups that may otherwise receive more respect and recognition from engaging in armed violence than in lawful activities, and punishing infractions capably and fairly.”¹¹

⁹ Statement to the Security Council, Staffan de Mistura, Special Representative of the Secretary-General for Afghanistan, New York, 29 September 2011

¹⁰ *Al Jazeera*, 23 July 2011

¹¹ *World Development Report*, The World Bank, 2011

Ultimately, the IEC should be a self-sufficient national institution, operating independently of international support.

RESULTS AND IMPACT

Having supported Afghanistan's Independent Election Commission to plan and conduct voter registration and elections in 2010; and having supported the independent Electoral Complaints Commission to investigate and identify cases of fraud; UNDP ELECT has largely completed its objectives. Subsequent electoral support will focus on the development of the IEC as a permanent national institution.

In the interim, ELECT is supporting the IEC through maintenance, capacity development and planning for future electoral support.

I. Maintenance

Financial Support

ELECT continued to pay all maintenance and operational costs of the IEC.

The Government of Afghanistan is fully responsible for the salaries of a limited number of IEC staff. However, these staff members are too few and, therefore, ELECT remunerates other core staff as a means to ensure that essential functions are fulfilled.¹² This arrangement ensures that core staff is retained, sustaining institutional memory and contributing to an institution that will eventually be self-sustaining.

With a view to long-term sustainability, the IEC is being mentored through financial processes, normally conducted on their behalf, by ELECT. In this quarter, ELECT has continued to employ Letters of Agreement as a way for the IEC to assume greater responsibility for financial planning, management, quality assurance and accountability. At present, the IEC produces budgets and work plans and this forms a basis for funding. Ultimately, the IEC will be completely financially responsible; and accountable in future audits.

¹² Temporary staff, hired to accommodate peak work levels throughout the election, have since been terminated and no longer require remuneration.

Human Resources

ELECT currently supports the IEC by matching professional departments with international Technical Advisors, who are able to offer advice and experience, whenever it is needed. Presently, ELECT supports IEC through the provision of Technical Advisors in operations, logistics, procedures and procurement. In the third quarter, ELECT recruited Technical Advisors in finance, voter registration, and capacity development.

A Monitoring and Evaluation Advisor has since joined the office; and this will be critical in supporting the IEC to achieve its third strategic objective of establishing a *Centre of Excellence*.¹³ While no such mechanism has previously been in place, the IEC has cited the importance of establishing an effective monitoring and evaluation system and informing internal and external audiences accordingly.

Currently in stages of recruitment are: one Chief and two Senior Technical Advisors; one Advisor in Information and Communication Technology; one Advisor in Public Outreach; one Advisor in External Relations; one Advisor in Gender; and one Assets Associate.

Reduced Bureaucracy/Greater Efficiency of the ELECT Project

ELECT is the pilot project for the new practice of delegating recruitment for national posts. Traditionally, upon the request of a project, the UNDP Country Office advertises a national post, then ELECT arranges interviews and collects documents, then after the selection process and confirmation of credentials and health, the Country Office issues a contract.

With a view to reducing the stages – and by extension the time between citing staffing needs and satisfying them, ELECT has now been given the authority to advertise positions immediately when required and, once medical and other forms of clearance are received, issue contracts directly to national project staff.

While the Country Office retains oversight and responsibility for the process, ELECT project staff has been trained and is able to assume this duty, as part of a strategy to delegate greater control to UNDP projects. Depending on the success of this pilot, the practice will be implemented in other projects as well.

¹³ Value-based management

I. Capacity Development

The next Afghan elections are scheduled to occur in rapid succession: Provincial elections in 2013 (although these could potentially be deferred to 2014); Presidential elections in 2014; and Parliamentary elections in 2015. There will be no interim period in which substantive training or other strengthening can occur, and little time in which to make substantive changes or improvements. The IEC must prepare for not one, but three elections, and with less external support than before.

Reduction of international support

By 2010, Afghan electoral management bodies were responsible and accountable for the entire electoral process, including all key policy and strategic decisions. Evidencing a need for less support than before, ELECT reduced the number of international staff from an approximate 155 in 2009 to fewer than 85 in 2010. This, in turn, led to a USD 39 million decrease¹⁴ in the cost of implementing elections. The IEC continues to operate according to a Letter of Agreement with UNDP ELECT, whereby the IEC is responsible for the disbursement and appropriate accounting of funds. The IEC is now developing its own strategic plans, defining its own vision and goals, identifying areas for capacity building, and designing plans to organise and implement the 2014 Presidential elections. In addition, IEC leadership have been serving as both national and international spokespeople, making independent statements, briefing the media and providing international stakeholders with regular information updates.

IEC Staff Capacity Assessment

ELECT supported and assisted the IEC Training and Capacity Building Department to conduct a capacity assessment across all IEC departments and staff. The assessment will form the basis of the training and capacity building plan for the IEC; and contributes significantly to the IEC Strategic Plan for the period 2011 to 2015.

A series of 11 two-day workshops¹⁵ amassed information based on department-wide discussions and self-assessment questionnaires, completed by each staff member. This information will indicate training needs and will also contribute to a review of the IEC institutional structure and internal procedures.

Specifically, each department defined its own functions and responsibilities and identified its strengths and weaknesses. They then found ways to improve future performance and listed the tools required to achieve their stated goals. Each person also completed an individual questionnaire to assess personal training and capacity building for professionals within a given department.

¹⁴ In 2009, the Presidential election cost USD 169 million, compared with the 2010 Parliamentary elections, which costs USD 130.

¹⁵ Separate workshops were held among each of the 10 departments of the IEC and one for the support staff of the IEC.

Results of all workshops are currently being analysed and will form the basis of the IEC training and capacity building plan for the coming 3 years.

As the outcome of each workshop is analysed, the Training and Capacity Development Manager will confirm with the Department Head that departmental responsibilities and development needs have been understood correctly and any issues requiring clarification will be addressed through this meeting.

Following on from these one-on-one meetings, the Training and Capacity Development department will facilitate an interdepartmental workshop to resolve any duplications and omissions in the revised functions identified through the workshops. This will be the final review of the consolidated training plan and review of existing structures and functions before submission to the Senior Management of the IEC.

A preliminary examination of departmental outputs has established some common developmental needs: Structured planning processes; improved coordination and communication across departments; and a better understanding of human resource, financial and procurement rules and procedures.

The process will continue in each Provincial Office and results will be incorporated to the Headquarters summary report. The first of 34 Provincial Office workshops has already been held in Kabul.

Procedures

Significant work has been carried out with the Procedures and Planning section, using revision of election procedures as a vehicle for capacity development. Although the election processes have remained substantially the same, discussion within the section has resulted in major revisions of the polling and counting procedural manuals. The District Field Coordinator guidelines have been substantially revised, both in content and form, with the aim of providing a detailed manual for the DFCs, incorporating input from the Training and Field Operations sections. It is intended that during the next quarter the procedures for provincial intake of results and for the national tally centre will be revised. Revision of the electoral forms would then complete the process for the election-specific procedures.

Voter Registration

The quarter saw the commencement of strategic planning with the IEC for the conduct of the voter registration programmes in preparation for the critical elections to be held in 2014.

A senior elections specialist was deployed to work with the IEC on voter registration options and planning.

The UNDP view is that voter registration is a major factor in Afghan elections and should not be treated as a separate exercise but as a part of the whole conduct of elections by the IEC.

In the past, disproportionate weight has been attached to the use of centralised technical solutions to voter registration difficulties.¹⁶ However, a positive outcome is that an enormous store of data has been accumulated through the various phases of voter registration, commencing in 2003 and continuing until 2010. In fact, some 17 million voter cards have been issued and this data should form the basis of a longer term programme of “purification” and geographic data-cleaning as a means to produce a register by 2014 and create the boundaries necessary to facilitate district elections.

Reviews have considered both registration and conduct of elections with the goal of extending the integration of the IEC to a local level of the Afghan society by establishing a full time IEC presence in population centres. Such a presence would dramatically increase the ability of the IEC in both registration and election activities and would also provide a local focal point for dissemination of education materials into communities.

Agreements need to be obtained before detailed planning can commence and the full features of the IEC and UNDP discussions finalised.

Polling Centre Verification

As a necessary precursor to the voter registration exercise, a major verification initiative has been developed and initiated for the polling centres used in the past. In the past 8 years, there has been no time in which to confirm the location of polling centres or the number of voters that each polling centre covers. To this end, verification should produce a complete set of geographical, logistical, operational and population information for each polling centre. In future exercises, the database will also include previous turnout, fraud levels, and security indicators.

Scheduled for completion by end November 2011, the polling centre verification is being conducted by 400 teams of two District Election Officers, travelling locally and actually visiting each PC, filling in questionnaires, getting agreement with local stakeholders. The District Election Officers will return to the provincial office and enter the data into a web based database.

It is also an important chance to rectify existing problems with locations and populations leading to complaints during previous elections. For example, after a trip to Bamyan, one USAID official shared with the IEC the fact that:

One comment raised frequently by people we met with was concern that there were not enough polling stations for the last elections with some people having to walk up to 6 hours to cast their ballot.

¹⁶ There has also been a long-standing desire to link a voter registry to a civil registry. While this remains a long-term possibility, it has been widely acknowledged that to produce such a registry could take almost a decade and is therefore not a plausible option to accommodate elections in the near future.

In preparation for the verification project, an operational plan has been designed, financing secured and a database prepared. Trainings were conducted for the Provincial Election Officers and field staff has been hired.

Initial planning indicates the possibility to visit 78% of 6969 polling centres safely.

Permanent IEC Field Offices

Critical to establishing the IEC as a permanent government institution and contributing to future elections is the provision of low maintenance provincial offices and warehouses.

Obtaining land in each of the 34 provinces is a priority; and options include the allocation of land at UNDP regional centres, government land and possibly military land.

To date, the IEC has secured land in: Daikundi, Farah, Herat, Jawzjan, Kandahar, Kabul, Kapisa, Laghman, Parwan, Nangahar, Saripul, Takhar, Wardak, Samangan, Kunduz, Balk, Zabul and Bamyan.

Facilities have been established in Kandahar, Nangahar, Kunduz and Bamyan. Notably, however, these will require considerable upgrades in order to reach any degree of operational capacity. An office will be constructed in the old UNDP regional centre in Herat; and, in Kabul, an office will be constructed in the grounds of IEC HQ – alleviating considerable costs which would have been incurred by establishing a separate office.

II. Future Electoral Support

ELECT II

Building on the progress made within the ELECT project period, subsequent electoral assistance (ELECT II) will comprise long-term assistance to the IEC, focusing on institutional strengthening and capacity consolidation. The overarching objective of ELECT II is to support Afghanistan's national electoral institutions to plan and conduct credible future elections with minimal external support.

In keeping with the trend toward full Afghan responsibility, ELECT II is specifically designed to support the IEC in achieving the goals that it sets for itself. According to a draft Strategic Plan, the IEC has cited four strategic objectives:

1. Build trust amongst stakeholders, gaining support for the process and the IEC.
2. Reduce electoral expenses by building professional capacities, infrastructure and better resource management.
3. Establish the IEC as a Center of Excellence.
4. Conduct elections, according to Afghanistan law.

To support the IEC in reaching these goals, ELECT II has adopted a set of complementary output areas:

- Output 1 Institutional, operational and technical capacity of the IEC is developed to ensure well organised, future Afghan-led electoral processes.
- Output 2 The quality of the voter registry is improved to support future electoral operations.
- Output 3 Capacity of the IEC to encourage broader democratic participation is strengthened.

These outputs have been well received by stakeholders and the draft ELECT II Project Document unofficially endorsed with a view to commence operation in January 2012. In the meantime, ELECT has been working closely with the Department for international Development (DFID UK) to design a mechanism for monitoring and evaluation of progress. This mechanism is agreeable to all stakeholders and is designed to ensure focus of support to Afghanistan's electoral institution.

Table 1: Maintenance, capacity building and future electoral support to Afghanistan's Independent Election Commission

Maintenance, Capacity Building and Future Electoral Support to Afghanistan's Independent Election Commission		
Maintenance	Financial Support	<ul style="list-style-type: none"> • Payment of IEC staff salaries, technical advisors and operational costs • Conduct of on-site audit for 2010 fiscal year, including auditors, members of ELECT and the UNDP Country Office Oversight Unit • Increasing use of Letters of Agreement as a means for the IEC to assume greater responsibility for financial planning, management, quality assurance and accountability
	Human Resources Support	<ul style="list-style-type: none"> • In-person support of 8 International technical Advisors, based at the IEC and available to advise and support IEC staff, on demand. These advisors include professionals in: Human Resources, Field Operations, Logistics, Procurement, Assets, Procedures, Capacity Development, and Communications. • Provision of interpretation and translation services • Advisors recruited in the third quarter: Monitoring and Evaluation, Finance, Voter Registration • Currently recruiting: Chief Technical Advisors (3), Gender Advisor, Information and Communications Technology Advisor, Public Outreach Advisor
	Construction/Maintenance of IEC Infrastructure	<ul style="list-style-type: none"> • Police accommodation, to be complete in October • 4 warehouses for storage purposes, to be complete in October • Parking lot to be complete in October

		<ul style="list-style-type: none"> • South Western road, to be complete in November • Eastern gate, to be complete in December
	Assets	<ul style="list-style-type: none"> • USAID Final Report (2008 – 2010) submitted: Total assets cost USD 8,226,277.09 • EU Final Inventory Report (2010) submitted: Total assets cost USD 87,491.21 • Physical inventory verification complete in 34 provinces (30 July, 2011)
	Efficiency of UNDP Support	<ul style="list-style-type: none"> • Reduction of ELECT recruitment process by 2 steps, ultimately intended to reduce recruitment time and serve as a model for other UNDP projects
Capacity Development	Capacity and Training Needs Assessments	<ul style="list-style-type: none"> • 83 regular staff and 61 support staff attend 11 workshops for Training Needs Assessment at IEC Headquarters • 13 participants attend the first of 34 provincial workshops, held in Kabul
	Training Materials	<ul style="list-style-type: none"> • BRIDGE modules (<i>Introduction to Electoral Administration</i>, 500 pages) translated from English into Dari and Pashto
	Procedures	<ul style="list-style-type: none"> • IEC Procedures and Planning department supported/advised through a revision of election procedures • Major revisions of polling and counting procedural manuals • District Field Coordinator guidelines substantively revised in content and form, incorporating input from Training and Field Operations departments
	Voter Registration	<ul style="list-style-type: none"> • Senior elections specialist deployed to work with

		<p>the IEC, to assess options for voter registration and relevant planning</p> <ul style="list-style-type: none"> • Strategic planning for the conduct of voter registrations for 2014 elections commenced, in collaboration with the IEC
	Polling Centre Verification	<ul style="list-style-type: none"> • Polling Centre Verification operational plan designed • Finance secured • Database designed • Provincial Electoral Officers trained • Field staff hired
	Establishment of Permanent Provincial IEC Offices	<ul style="list-style-type: none"> • Land secured in 18 provinces • Facilities established in 4 provinces • Offices scheduled for construction in 2 provinces
Future Electoral Support	Strategic Planning	<ul style="list-style-type: none"> • Draft IEC Strategic Document complete • Draft ELECT II Project Document complete • ELECT II Project Document supported by key stakeholders • Draft document is revised, according to stakeholder inputs • Specifically, the draft document is expanded to include a specific approach to voter registration, as agreed by the IEC and an ELECT international voter registration expert consultant • Points of action on gender inclusiveness are further elaborated within the draft text • ELECT collaborates with DFID to design a corresponding progress “log frame” matrix to cite goals and milestones; and measure progress toward them

IMPLEMENTATION ARRANGEMENTS

At the request of President Hamid Karzai in 2010, the UN Security Council mandated UNAMA to provide technical assistance and mobilize international players providing international electoral assistance to Afghanistan. Within this framework, UNAMA coordinates with political entities to ensure smooth delivery of international electoral assistance while UNDP ELECT provides national electoral bodies with technical and operational support. The UNAMA mandate was renewed in March 2011.¹⁷ However, the Afghan Minister of Foreign Affairs stipulated that:

While the Government of Afghanistan is committed to the electoral reform process as reflected in the Kabul Communiqué, we emphasise that the implementation of this reform is the responsibility of the Afghan Government, and therefore it is not necessary to make references to electoral reform in the new UNAMA mandate.¹⁸

In accord with the Government policy of *Afghanisation*¹⁹ or the international context of transition, UNDP has played a support role, while its government partner, the IEC leads planning and implementation of electoral activities. Accountability for results is provided through the Project Board and Technical (donor) Group; and overall responsibility for administration of funds is vested in UNDP.

The ELECT project was originally intended to conclude in the first quarter of 2011. However, the IEC is a nascent institution and requires additional capacity-building in order to become sustainable and self-sufficient. To this end, planning for a second phase of electoral support has commenced and key stakeholders donors have expressed their will to continue support to electoral authorities through a UNDP-managed basket-fund and an associated UNDP-led electoral assistance project. The IEC has also welcomed this initiative and a second phase of the existing project (ELECT II) is to commence in 2012.

In the interim, the ELECT project continues to sustain the IEC through financial support and continues to develop staff and institutional capacity, in anticipation of future initiatives and the elections scheduled to occur within the next four year period.

¹⁷ Unanimously adopted by the UN Security Council as Resolution 1972 (2011), 23 March

¹⁸ Dr. Zalmay Rassoul in a letter to the UN Secretary General

¹⁹ Kabul Conference Communiqué, Kabul International Conference on Afghanistan, 20 July 2010

CHALLENGES AND RISKS

Challenges affecting this reporting period include:

Loss of momentum after the conclusion of Special Court activities

Prior to the third quarter, a lengthy process of investigation by the Special Court²⁰ had affected momentum at the IEC. In an ostensible non-operational phase of the electoral cycle, some stimulus had been necessary to inspire and provide an impetus for planning and action.

In this respect, the collaborative effort between the IEC and ELECT voter registration was invaluable. It was agreed that, in order to be sustainable, future exercises would need to be less reliant on technology but would demand hard work and a permanent IEC presence throughout the provinces. The decision pointed both to the scale of staff effort required to achieve future success; as well as the urgency to plan and implement as a matter of priority. Having concrete direction has provided staff with a sense of purpose, raised morale, and been a catalyst for action.

Replacement of Parliamentarians undermines the electoral process

Politically, the decision of the IEC to replace 9 Parliamentarians has been criticized. Thomas Ruttig at the Afghan Analysts Network explains, “It is a compromise that also compromises law and practically, it leaves a lot of people on both sides — MPs now in parliament and those outside who claim they have won — dissatisfied.”

More pointedly, one MP has stated:

...the IEC has made two decisions in the same time that are in contradiction with each other. Now the IEC should answer which one of the two decisions is in compliance with the law?

What began as a diplomatic move has become a matter of legality, ethics and – since one of the ousted MPs has embarked on a hunger strike – one of quasi-morality. In recent *Wolesi Jirga* proceedings, attention was drawn to human rights organizations (including the United Nations) and their failure to take action to resolve the issue.

Moreover, residual debate surrounding the original vs. eventual election results may be seen to validate a lack of public trust in both the IEC and the electoral process. Overcoming negative public perception will be a critical area of focus in the ELECT II project.

²⁰ An approximate six months, concluding in June.

Long-Term Risks

Long-term risks, relevant to the next quarter are outlined in Annex I.

LESSONS LEARNT

Voter Registration

In their consultations, the ELECT Voter Registration Expert and the IEC considered available options for voter registration. They observed that while past practice has assumed technology as the best way to ensure accuracy of data, this has not been the case in reality. Moreover, technology is not sustainable within the Afghan context.

Considering the best way forward both in the immediate and long-term future, they concluded that the best solution is low tech but high effort: Existing data is not perfect but can be “purified” through a permanent IEC presence throughout the provinces. Voter registration should not be regarded as a project but rather as a process. Information will never be perfect, but it can indeed better reflect Afghan populations and serve its intended purpose. “Elections are not a science; they are an art.” To accommodate the practical nature of elections, it is better to be realistic than idealistic.

Provincial infrastructure critical to the sustainability of the IEC

Permanent provincial IEC offices will be critical to sustainability. It has long been recognised that negotiations with landlords (who are aware of the shortage of suitable land), typically high rental costs, the inconvenience of moving offices, and expenditure wasted on repeatedly establishing and/or improving security all contribute to disproportionately high costs that are both imprudent and unsustainable. In addition, ELECT has discovered a number of ways to decrease the cost of establishing permanent offices – for example, by using UNDP, PRT or government properties that is no longer being used for their original purpose.

As a long-term modality, it should also be recognised that in establishing permanent facilities for use by the Government of Afghanistan, responsibility for maintenance and improvements will also belong to the government and – regardless of capacity – this is a necessary condition since, ultimately, the goal of ELECT is that the government should assume full responsibility.

Since voter registration is now regarded as an on-going process (and not a temporary project), it is all the more critical that offices should be permanent and not merely an *ad hoc* consideration.

Capacity development needs assessment illustrates desire to improve interdepartmental communication

Gathering IEC staff to conduct personal and interdepartmental needs assessments revealed both the need for greater communication as well as a genuine desire to engage in collective evaluation exercises. Many staff explained that they had not previously been aware of the work done in other departments or how they, personally, contributed to the overall process in their own capacity. Understanding roles and responsibilities of the larger collective helped them to appreciate their own significance and the importance of carrying out tasks well and in a timely manner.

IEC strategic plan demands monitoring, evaluation and reporting systems

The IEC strategic plan was a major achievement. However, without monitoring, evaluation and reporting systems (identified in the strategic plan), it will be difficult for the IEC to see these plans through to their conclusion. ELECT has hired a Monitoring and Evaluation Advisor, who should now work closely with relevant individuals, designated by the IEC and dedicated to regular and accurate tracking of progress and challenges, careful analysis and documentation – and translation of analysis into concrete action areas for consistent improvement and attainment of goals.

FUTURE PLAN

Several important shifts in paradigm will inform future plans – and indeed have defined this period linking ELECT to its successor, ELECT II. These shifts generally indicate movement toward sustainability and long-term vision. They include:

- **Transition context**

Thinking less about what is possible with the support of the international community, the project is now asking, “What will be sustainable in the absence of international support? What will be possible without the support of ELECT?” Whatever is established needs to be sustainable by Afghans, for Afghans. Financial resources are likely to drop significantly after 2014 and while the UN has and will operate in Afghanistan for the long-term, all projects must bear in mind this reality.

- **Less technology; more hard work**

“Elections are not a science; they are an art.” Voter registration can neither be perfect nor quick. Technology is fallible and it is not easily sustained within the context of conflict and low development levels. There is no easy way forward and, in recognition of this, future election activities will demand people power.

- **Project to “process”**

Elections should not be conceived as an event but rather as a cycle. Each part of the electoral cycle contributes to its overall success and for this reason, all activities should receive due attention and support. Moreover, with capacity development as a primary output area, goals are being achieved at every stage of the planning and implementation process.

Elections in any country are imperfect and expectations of Afghanistan should be no different. Each electoral cycle should be better and more acceptable to the Afghan people, who should also determine the method and means.

With this in mind, the IEC has stated its goals and drafted an outline of its strategic activity areas. As a support mechanism only, ELECT has designed its own Project Document to serve as a direct complement. This demonstrates a critical shift in which a balance has tipped toward Afghans and away from international supporters who are no longer guides but who are *guided*. The focus now is a genuinely Afghan electoral process.

FINANCIAL INFORMATION²¹**Table 1: Expenditure by donor, period ending 30 September 2011**

Name	INCOME		EXPENDITURES			BALANCE	REMARKS
	Total Commitment (a)	Total Received (b)	Total Cumulative Expenditures as of Dec 2010 (d)	Total Expenditure Jan to Sept 2011 (e)	Total Expenditures f= (d+e)	Total Received minus Total Expenditures g=(b-f)	Remarks
Australia - Aid	4,210,257	4,210,257	4,209,091	1,166	4,210,257	0	
Belgium	1,404,494	1,404,494	1,404,494		1,404,494	0	
CIDA	22,687,541	22,687,541	14,571,036	2,381,179	16,952,215	5,735,326	
CROATIA	50,000	50,000	50,000		50,000	0	
Denmark	5,140,441	5,140,441	3,622,543	1,517,898	5,140,441	0	
DFID (UK)	19,207,852	19,207,852	17,145,649	2,062,203	19,207,852	0	
ESTONIA	40,000	40,000	39,755	245	40,000	0	
EU	47,500,000	47,500,000	47,318,175		47,318,175		*
Finland	1,042,383	1,042,383	1,042,383		1,042,383	0	
France	472,304	472,304	472,304	-	472,304	0	
Germany	27,000,000	26,999,950	25,860,640	1,139,310	26,999,950	0	
India	1,000,000	1,000,000	1,000,000		1,000,000	0	
Irish Aid	65,876	65,876	65,876		65,876	0	
Italy	15,279,057	15,279,057	10,656,517	978,721	11,635,238	3,643,819	
Japan	56,161,540	56,161,540	50,841,339	5,320,201	56,161,540	0	
Luxembourg	105,485	105,485	105,485		105,485	0	
Netherlands	11,168,441	11,168,441	11,094,282	74,159	11,168,441	0	
Norway	13,272,145	13,272,145	13,141,197	130,948	13,272,145	0	
Republic of Korea	1,000,000	1,000,000	195,859		195,859	804,141	
Sweden (SIDA) (v)	8,055,143	8,055,143	5,341,545	2,196,142	7,537,687	517,456	
Spain	1,943,005	1,943,005	1,916,611	26,394	1,943,005	0	
Switzerland (SDC)	1,305,483	1,305,483	1,288,625	16,858	1,305,483	-	
Turkey	5,000,000	5,000,000	2,973,110		2,973,110	2,026,890	
United Kingdom	10,041,985	10,041,985	10,014,056	27,929	10,041,985	0	
UNDEF	320,379	320,379	320,379		320,379	0	
USAID	122,842,427	122,842,427	112,560,841	3,786,317	116,347,158	6,495,269	**
UNDP-Core Fund	1,268,374	1,268,374	1,268,374		1,268,374	0	
Grand Total	377,584,612	377,584,562	338,520,166	19,659,669	358,179,835	19,222,903	

Note:

i) Income received in currency other than USD is approximated to USD based on UN exchange rate.

ii) * The un-spent balance (USD 917) of EU has been depleted, from the above statement due to EU. Agreement expired in Dec-2010, and balance will return to EU upon receipt of debit note from EU.

iii) ** US Dollar 657K decreased, from the above statement for USAID commitment due to the Grant no. 306-G-00-08-00507-00 has been expired.

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Table 2. Expenditure by Major Outputs (2011)

Budget Category	Budget Item	Output	Output Description	AWP Budget 2011	Expenditure * Jan-Sept. 2011	Balance
Wolesi Jirga Elections	Temporary Staff Cost & Travel	Output 1	Support IEC - VR & Capacity-Building	4,698,735	2,521,684	2,177,051
		Output 1	Support IEC - VR & Capacity-Building	495	495	-
	Technical Assistance	Output 1	Support IEC - VR & Capacity-Building	2,865,845	805,772	2,060,073
	Rent, Transport, Machinery, Assets	Output 1	Support IEC - VR & Capacity-Building	10,622,399	8,728,881	1,893,518
	Training	Output 1	Support IEC - VR & Capacity-Building	562,299	139,001	423,298
		Output 1	Support IEC - VR & Capacity-Building	252	252	-
	Security IEC	Output 1	Support IEC - VR & Capacity-Building	2,836,418	112,836	2,723,582
	External Relations	Output 1	Support IEC - VR & Capacity-Building	21,936	-	21,936
Obligations	Output 1	Support IEC - VR & Capacity-Building	5,504,536	1,989,273	3,515,263	
	Output 1	Support IEC - VR & Capacity-Building	-	(76)	76	
Wolesi Jirga Elections Total				27,112,915	14,298,118	12,814,798
ECC	Temporary Staff Cost & Travel	Output 2	Support ECC - Capacity Building	534,294	326,933	207,361
	Operations and Transport cost	Output 2	Support ECC - Capacity Building	352,463	29,164	323,299
	Public Outreach	Output 2	Support ECC - Capacity Building	11,075	-	11,075
	Training/Workshop	Output 2	Support ECC - Capacity Building	207,459	135,064	72,395
	Security ECC	Output 2	Support ECC - Capacity Building	365,901	354,335	11,567
ECC Total				1,471,192	845,496	625,696
IEC Electoral Reform	Training	Output 3	Support IEC - VR & Capacity-Building	553,763	27,098	526,666
	Travel	Output 3	Support IEC - VR & Capacity-Building	12,903	-	12,903
				566,666	27,098	539,569
PM & TA	PM National Staff	Output 4	Project Management Support	832,592	652,337	180,256
	PM International Staff	Output 4	Project Management Support	1,795,071	1,483,498	311,572
	Infrastructure & Security (PM)	Output 4	Project Management Support	374,328	239,115	135,213
		Output 4	Project Management Support	139	139	0
	Operational cost	Output 4	Project Management Support	1,059,073	737,692	321,381
				4,061,203	3,112,781	948,422
Sub Total before GMS				30,712,150	18,283,492	14,928,485
			GMS 7%	2,499,826	1,376,177	
Grand Total				33,211,976	19,659,669	14,928,485

Table 3: Expenditure by budget category, period ending 30 September 2011

Donor	Output	Output Description	ACTIVITY	Budget (AWP) 2011	Expenditure to Jan to Sept. 2011	Delivery Rates
CIDA	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.1		84,761	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		1,280,034	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.3		50,044	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.6		148,246	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		8,321	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.1		(689)	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.2		51,014	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.4		49,184	
	Output 4	PMU Security	ACTIVITY 4.3		5,822	
	Output 4	Project Management Support	ACTIVITY 4.5		517,751	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.12		20,009	
		GMS			166,682	
CIDA 00550 Total				3,654,620	2,381,179	65
Denmark	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.12		12,720	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		9,622	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.1		431,108	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.2		420,382	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.4		24,225	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.5		288,052	
	Output 4	Project Management Support	ACTIVITY 4.2		140,901	
	Output 4	Project Management Support	ACTIVITY 4.5		84,636	
	GMS			106,253		
DEN 00095 Total				1,517,898	1,517,898	100
DFID (UK)	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.12		72,750	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		1,628,865	
	Output 3	Support IEC - VR & Capacity Building	ACTIVITY 3.1		27,098	
	Output 4	Project Management Support	ACTIVITY 4.1		16,812	
	Output 4	Project Management Support	ACTIVITY 4.2		167,973	
	Output 4	Project Management Support	ACTIVITY 4.5		4,350	
				144,354		
DFID 00551 Total				2,062,203	2,062,203	100
Italy	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.1		16,751	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		858,881	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.3		88,957	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		104,628	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.2		(57,768)	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.1		(101,238)	
	GMS			68,510		
ITA 00137 Total				6,438,119	978,721	15

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Donor	Output	Output Description	ACTIVITY	Budget (AWP) 2011	Expenditure to Jan to Sept. 2011	Delivery Rates
Japan	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.1		1,256,261	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.11		495	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.12		605,939	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		1,353,109	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.4		252	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		279,165	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.2		78,225	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.4		61,655	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.5		66,283	
	Output 4	Project Management Support	ACTIVITY 4.1		135,527	
	Output 4	Project Management Support	ACTIVITY 4.2		883,909	
	Output 4	Project Management Support	ACTIVITY 4.3		237,363	
	Output 4	Project Management Support	ACTIVITY 4.4		139	
	Output 4	Project Management Support	ACTIVITY 4.5		(10,536)	
		GMS			372,414.09	
JPN 00141 Total				5,320,201	5,320,201	100
Sweden (SIDA) (v)	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		1,917,928	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		36,738	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.2		1,030	
	Output 4	Project Management Support	ACTIVITY 4.5		86,715	
			GMS			153,730
SIDA 00555 Total				1,999,892	2,196,142	110
USAID	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.1		1,231,338	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.12		95,633	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		1,399,717	
	Output 1	Support IEC - Security	ACTIVITY 1.6		(34,910)	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		511,026	
	Output 4	Project Management Support	ACTIVITY 4.1		495,647	
	Output 4	Project Management Support	ACTIVITY 4.2		288,101	
	Output 4	Project Management Support	ACTIVITY 4.3		1,780	
	Output 4	Project Management Support	ACTIVITY 4.5		(1,323)	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.2		(463,719)	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.1		(2,017)	
		GMS			265,042	
USAID 1048 Total				10,718,452	3,786,317	35
EST - 00105	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		245	
Germany	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		698,491	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		8,318	
	Output 4	Project Management Support	ACTIVITY 4.1		4,350	
	Output 4	Project Management Support	ACTIVITY 4.5		348,400	
			GMS			79,752
GER 00117 Total				1,139,311	1,139,310	100

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Donor	Output	Output Description	ACTIVITY	Budget (AWP) 2011	Expenditure to Jan to Sept. 2011	Delivery Rates
Netherlands	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		(15,618)	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		91,477	
	Output 4	Project Management Support	ACTIVITY 4.3		(5,850)	
	Output 4	Project Management Support	ACTIVITY 4.5		464	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.1		(1,505)	
			GMS			5,191
NET 00182 Total				91,501	74,159	81
Norway	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		(4,561)	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		131,114	
	Output 4	Project Management Support	ACTIVITY 4.2		2,614	
			GMS		1,781	
NOR 00187 Total				131,125	130,948	100
Spain	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		24,546	
					1,848	
SPN 00220 Total		Total		26,395	26,394	100
Switzerland (SDC)	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.1		(65,922)	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		81,600	
					1,180	
SWI 00232 Total				82,780	16,858	20
United Kingdom	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.2		(169)	
	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		26,143	
					1,955	
UK 00248 Total				28,214	27,929	99
00131	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		22	
AusAID	Output 1	Support IEC - VR & Capacity Building	ACTIVITY 1.9		296	
	Output 2	Support ECC - Capacity Building	ACTIVITY 2.1		767	
			GMS		82	
AusAID 11234 Total		Total		1,265	1,166	92
		Grand total		33,211,976	19,659,669	59

Table 4: Total income and expenditure, period ending 30 September 2011

Annex I: Risk Log²²

Outputs and Indicative Activities	Description of Risk	Likelihood of Occurrence	Impact on Planned Results	Lead Entity and Mitigation Measures
Output 1 Institutional operational and technical capacity of the IEC is developed to ensure well organised, future Afghan-led electoral processes	The existing senior leadership of the IEC is replaced.	<p>Likely</p> The tenure of some IEC Commissioners will expire shortly and it is likely that some or all will be replaced by the President. <p>In addition, it is possible that senior members of the secretariat may leave, for reasons of career development.</p>	<p>Low to Moderate</p> The IEC is not in a critical decision-making phase of elections. This will allow time to adapt to changes. <p>At the same time, this could compromise the independence of the institution and, by extension, the integrity of the democratic process.</p>	<p>ELECT</p> Work in collaboration with new Commissioners, continuing capacity-assessments and other planned activities.
	Turnover in personnel results in loss of skills acquired through IEC staff training and institutional memory.	<p>Likely</p> Due to the politically sensitive nature of work with the IEC, staff can be subject to external pressure and this can lead to a lack of motivation.	<p>Major</p> Loss of technical capacity within the IEC will have administrative, operational, and financial implications for implementing the scope of work envisaged under	<p>Donors</p> Appeal to government to respect the institutional and operational independence of the electoral body. <p>IEC</p>

²² This log is not exhaustive. It considers risks to long-term objectives, which may be affected in the immediate term. Selected risks are those considered most imminent and this explains the exclusion of Output 2.

			ELECT II. This will also wear down overall coordination, morale and performance within the various departments of the IEC.	Maintain appropriate wage- and non-wage incentives to motivate and retain IEC staff.
	An expert engineering firm is recruited too late to oversee foundational works, or is incapable of comprehensively discharging its oversight function.	<p>Unlikely</p> <p>Previous experience has indicated that UNDP managed procurements sometimes fail to align with the speedy operational demands of electoral work</p> <p>Once recruited, the expert engineering firm may be constrained by the deteriorating security situation and be unable to perform on-site management, as required.</p>	<p>Major</p> <p>Failure to provide timely or adequate engineering oversight will compromise construction quality standards.</p>	<p>UNDP</p> <p>Sign a Letter of Agreement with the IEC, under which the IEC procures construction companies, and UNDP provides international oversight on design, procurement and construction.</p>
	Government fails to allocate ample, suitable land on which to construct IEC provincial offices and warehouses.	<p>Likely</p> <p>As of September 2011, only 18 out of 34 provinces had acquired land for IEC office and warehouse construction.</p>	<p>Major</p> <p>Ample, suitable land is a cardinal prerequisite for construction. Without it, the IEC's planned infrastructural development activities will</p>	<p>IEC</p> <p>Continue to appeal for high-level political support; and engage local authorities for the provision of land.</p>

		At the request of the IEC for assistance, President Karzai has issued a decree for all governors to provide land to the IEC.	stall.	
	The Gender Unit is not integrated within the permanent IEC structure and operations; or is integrated too late to allow the unit to perform its gender mainstreaming and capacity-building role.	Likely While there has been commitment at the highest levels to integrate the Gender Unit within the permanent structure of the IEC, administrative bureaucracy within government has slowed down the transition.	Major As a temporary, ad hoc structure, the IEC Gender Unit will not be assigned permanent staff; and will perhaps lack the necessary institutional mandate to influence the work of other permanent units.	IEC Lobby government to recognise and expedite the integration of Gender into IEC structure; hold accountable to pursue its own stated goals ²³ to increase the role of women in the civil service and society. Prioritise hire of ELECT Gender Advisor.
Output 3		Likely	Major	UNDP

²³ According to the Afghan Constitution (3 January 2004), Article 22, "...the citizens of Afghanistan, both men and women, have equal rights and responsibilities." Article 83(6) states that, "The elections law shall adopt measures to attain, through the electorate system, general and fair representation for all the people of the country, and proportionate to the population of every province. Afghanistan is signatory to the UN Convention on the Elimination of All Forms of Discrimination against Women (ratified 5 March 2003) and has therein committed itself to "take all appropriate measures to eliminate discrimination against women in the political and public life of the country." Women are included the Afghanistan Millennium Development Goals (AMDG, 2004); and The Afghanistan National Development Strategy (ANDS, 2008) and cites "improved participation of women in governance" as one of its goals. In 2009, it established the Gender Directorate within the Civil Service Commission to increase the percentage of women government employees to 30% by 2013.

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<p>Project Management and IEC Technical Assistance</p>	<p>UNDP is unable to recruit and retain key international advisors to the IEC</p>	<p>UNDP has at times faced difficulties attracting international specialists to work with the IEC. Some selected staff have turned down offers, due to concern for safety and because benefits are not proportionate to the personal and professional risks they face.</p>	<p>A lack of advisory support to the IEC will diminish the effectiveness of the capacity building role of the UNDP.</p> <p>Preparations for the next electoral operations will be negatively affected.</p>	<p>Continue active recruitment process and make use of EAD rosters and vacancy announcements.</p> <p>Approach known experts in the field.</p>
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