



**QUARTERLY PROJECT REPORT [Q1, 2008]**

**United Nations Development Programme  
Afghanistan  
Enhancing Legal and Electoral Capacity for Tomorrow (ELECT)  
01-10-2006 – 01-10-2008**



Construction on interior road and sidewalks at the IEC, January 2008

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**Project ID:** 00050324  
**Duration:** 2 years (01/10/06 – 01/10/08)  
**Component (MYFF):** Goal 2 / Service line 2.1  
**Total Budget:** 4,907,593 US\$  
**Implementing Partners/Responsible parties:**  
Independent Election Commission of Afghanistan

**TABLE OF CONTENTS**

**TABLE OF CONTENTS.....2**

**I. IMPLEMENTATION PROGRESS .....3**

**II. PROJECT IMPLEMENTATION CHALLENGES.....7**

**UPDATED PROJECT RISKS AND ACTIONS .....7**

**UPDATED PROJECT ISSUES AND ACTIONS .....8**

**III. FINANCIAL STATUS AND UTILISATION .....9**

**ANNEXES .....11**

## I. IMPLEMENTATION PROGRESS

### **OUTPUT 1: IEC's Institutional Capacity Further Built To Carry Out Its Mandate as An Independent Constitutional Body**

#### **IEC Human Resource Capacity Development:**

**Ongoing Technical Advisory Services:** During the first quarter of 2008, ELECT provided a wide range of specialist and ongoing support to the IEC in relation to the development of human capacity of IEC staff and management.

- **Logistics Advisor:** working with the Head of the Logistics Department of the IEC, the ELECT Logistics advisor worked on a wide range of human capacity building activities including warehouse management and planning, design of secured warehouse space, inventory control skills development and logistics planning. As a result of his support, the capacity of the logistic department has enhanced.
- **Voter Registration Advisor:** located within the IEC Field Operations Department, the Voter Registration Advisor provided technical support and advisory services on a wide range of activities related to the development of the voter registration conceptual framework. Specific tasks included: the development of a comprehensive listing of all previous polling center locations utilizing the standardized place names and spellings developed by the Central Statistical Office for use in the upcoming census; ongoing development of preliminary procedures for voter registration, preliminary design of voter registration forms and development of procurement specifications, and support for operational planning for voter registration.
- **Administration Advisor:** working with both the Administration and Logistics Departments of the IEC, the Administration Advisor completed drafting a guide for the IEC on how to recruit and hire temporary contract workers. This guide covers the applicable clauses of the Afghan labor code, rules of the Civil Service Commission, includes a draft labor contract, salary schedule and position titles.
- **Chief Electoral Advisor:** working primarily with the Chief Electoral Officer and the Deputy Chief Electoral Officer of the IEC, the Chief Electoral Advisor provided technical advice on a range of ongoing election management issues including the conceptual framework for voter registration, the design of procedures, security planning, forms design, operational planning and staffing.
- **Language Services:** with the addition during the reporting period of a highly experienced translator/interpreter, the ability of the ELECT Project to efficiently interact with the IEC and other Afghan stakeholders was greatly increased. This reduced the burden on the IEC related to the preparation of English translations of documents (draft legislation, regulations, letters, reports, etc.) prepared or received by the IEC in Dari or Pashtu. This service greatly enhanced the ability of technical advisors to assist the IEC in a timely fashion.

**Specialist Technical Consultant Services:** In the area of specialist services, a number of short-term consultants were fielded to assist with the development of a conceptual framework for voter registration including linkages to polling operations.

- Voter Registration/Election Administration Expert: provided added direction and support to the development of a conceptual framework for voter registration as well as timeline planning for national voter registration.
- Senior Voter Registration/Election Administration Expert: reviewed all planning to date, validated assumptions and finalized the conceptual framework document. This short-term advisor also conducted a desk study reviewing all project documentation and analysis of the CVR Pilot Project and prepared an external review of the pilot. Lastly, this advisor laid the groundwork for voter registration security planning efforts.
- Election Administration/Public Outreach-Training Expert: conducted an analysis of the capacity of the IEC Public Outreach and Training and Capacity Building Departments support needs for voter registration. She participated in the review of the voter registration conceptual framework and validation of assumptions and assisted in reviewing forms designs.
- Records and Assets/Procurement Expert: provided ongoing support for records and assets process development for the IEC and the ELECT Project as well as support for procurement and the securing of donations of equipment to the IEC by UNOPS and other UN agencies/UNDP Project

### **Enhancing the IEC's Operational Capacity**

#### **City Electrical Service & Generator Fuel Supplies:**

With the completion and commissioning of the city power transformer substation at the IEC in March 2008, responsibility for power costs (city electricity as well as generator fuel) transferred from ELECT to the IEC. It is anticipated that ELECT-funded deliveries of diesel generator fuel will cease at the end of April 2008.

#### **Regional Electoral Offices:**

Discussions between ELECT and the UNDP/Afghan New Beginnings Project (ANBP) regarding the possibility of handing-over seven of ANBPs eight regional operating compounds to ELECT for the purpose of supporting IEC election and voter registration activities were initiated during the period. These discussions focused on operational considerations and administrative requirements of both projects to implement this hand-over.

While these discussions between the two projects and the IEC were ongoing at the end of the quarter, this plan to allow ELECT to take-over the ANBP compounds which are located in the same cities as the IEC Regional Offices, would provide the IEC with ready-build operational platforms – including donations of vehicles, equipment and the potential transfer of national staff -- for its operations during the period thru the end of 2010. Under the plan being discussed, ELECT would take over the compounds and operate them on behalf of the IEC thru the close-out of the current electoral cycle. Substantial savings in time and money will be realized if this plan is able to move forward.

In order to move these discussions forward, joint planning trips were planned by the IEC, ANBP and ELECT during the upcoming quarter.

#### **IEC Headquarters Compound, Kabul:**

Ongoing discussions with UNOPS regarding their hand-over of the remaining 2/3 of the IEC Headquarters Compound on Jalalabad Road in Kabul gathered momentum and came to an agreement during the first quarter of 2008. With the completion of the auction of assets from the 2004 – 2005 Elections Project necessitated by the operating deficit incurred by UNOPS, preparation and exchange of official requests and other supporting documents between UNOPS, the IEC and ELECT related the hand-over of parts B and C of the compound were being finalized at the end of March 2008.

The IEC currently occupies part A of the purpose-built compound which includes three permanent Quonset hut-type buildings containing offices for the IEC Commissioners, Secretariat core staff, training, temporary media and IT facilities. In addition, part A contains three temporary Rubhall-type warehouses, a parking area and a staff canteen. The handover of parts B and C will mean that virtually all of the compound will be under IEC control (in agreement with UNOPS, a small area will remain in their control for the time being). Facilities being handed over include a K - spine Warehouse, additional Rubhall-type temporary storage facilities, a vehicle maintenance unit and two office buildings.

#### **Inventory and Disposal of Unneeded Equipment and Supplies from Previous Elections:**

In February/March the IEC Logistics Department with support from ELECT developed a plan to conduct a complete physical inventory of consumable supplies and equipment from the 2004-2005 elections which had been stored in two of the three temporary Rubhall-type storage facilities in the main compound. The purpose was to clear-out and dispose of all broken/spoiled materials, compile a complete inventory of reusable items and re-organize the temporary warehouses for easier access to materials and supplies. Items contained in these storage facilities included different types of ballot boxes, plastic tables and chairs, tents, stationary and other materials.

#### **Removal & Destruction of Hazardous Materials from Previous Elections:**

As a part of inventory process of registration and election assets and materials, IEC requested that all expired indelible ink used during last Presidential and Parliamentarian Elections in 2004-2005 which was stored in IEC temporary storage be removed and destroyed. Since the indelible ink used to prevent multiple voting is, in quantity, both flammable and hazardous, it was decided that a specialty disposal service would be needed. IEC Logistics working with ELECT was able to identify two hazardous waste disposal companies operating in Afghanistan with government certification. After an inventory of the ink, the total volume of indelible inks was estimated at 13,000 kg.

#### **City Power Transformer Sub-Station:**

ELECT Project started construction work from the end of December 2007 and finished at the end of March according to the work plan. After completion of Sub Station construction works ELECT Project will use money saved from the generator service and maintenance as well as fuel supply for other capacity building activities.

#### **Internal Road & Sidewalks:**

In January 2008 ELECT Project finished construction of an internal road and sidewalks at IEC Headquarters Compound on Jalalabad Road in Kabul. After completion of this work IEC will have capacity to take simultaneously a number of trucks for loading/unloading that will save time and money during preparation and fulfilling of National wide Voter Registration Project and Presidential and Parliamentary Elections in 2008-2010. Construction of Main Entrance Road with driveways and footpaths will have impact for all IEC logistics activities during the preparation and conduct of nationwide voter registration as well as elections in 2009-2010.

#### **Security Improvements to IEC HQ Compound and Guard Service Contract:**

Due to ongoing general security concerns and the increasing visibility of the IEC as the electoral season approached, the ELECT Project in collaboration with IEC and with the advice of the UNDP Security Office undertook a number of physical security improvements at IEC Compound. During the first phase of these improvements (February – March 2008) construction was completed to better secure the main entrance and the external wall of the IEC premises (Compound A). This included the rehabilitation of watchtowers and the main security building at the entrance to the compound as well as the addition

of a vehicle inspection area. In addition, in accordance to a long-standing agreement with the IEC, ELECT contracted for a uniformed security service for the IEC Compound. From April 1<sup>st</sup> Saladin Security Company Started to provide unarmed security guards with checking and verification of ID cards of IEC employees and international personnel entering the compound, the handling and processing of visitors, as well as the physical inspection of entering vehicles.

It is anticipated that additional work will be required when the handover of parts B and C of the compound from UNOPS to the IEC are completed in April/May 2008. In addition, the uniformed guard services contract will be expanded to provide coverage of the entire compound.

**VHF Radio Network:**

IEC is going to use during national wide voter registration (2008) and Presidential and Parliamentarian Elections in 2009 – 2010 state VHF network in all Afghanistan. ELECT Project assisted IEC to install VHF Repeater on the top of TV Hill in Kabul and VHF Antenna at IEC Compound to monitor IEC vehicles inside Kabul city. As a benefit of VHF equipment installation IEC received official State Certificate for using VHF frequency in all 34 provinces of Afghanistan.

**Creation of Secured Storage in the Temporary Warehouse:**

In February 2008 IEC requested ELECT Project to help IEC to create Secured Storage Space in Rub Hall to keep properly sensitive assets and materials. As IEC will need to start preparation of Warehouses for receiving voter registration assets and materials for the 2008 national wide voter registration and elections in 2009 the ELECT Project helped IEC to get a Metal Work Contractor to do Secured Storage space.

**Donations of Property from UNOPS to IEC:**

After the completion of the auction of assets from previous elections undertaken by UNOPS to help cover the remaining operating deficit from the 2004 – 2005 elections, a number of items remained unsold. After discussions with UNOPS, the IEC conducted detailed inspections of these items and requested the donation of substantial quantities back to the IEC for use in the upcoming electoral cycle. Items requested for donation included: computers, monitors, vsat equipment, photocopiers, printers, Russian-built jeeps and other vehicles. In addition, equipment purchased for use in the vehicle maintenance unit under the previous elections project was also donated to the IEC. The total estimated value of donated property is between \$100,000 and \$200,000.

**OUTPUT 2: Effective legal and institutional environment in place to enable the IEC to execute its responsibilities.**

Work under this output was minimal during the period as the main pieces of draft legislation developed by the IEC had been moved through the Cabinet and to the National Assembly in January.

Other legal framework issues such as regulations for voter registration were delayed due to the lack of a legal mandate for the Board of Commissioners.

**OUTPUT 3: Joint voter and civil registration pilot project designed and implemented leading to the design of a national project to establish a permanent civil and voter registry with a single national identity document**

While the major efforts to conduct and review the CVR Pilot project were completed in 2007, one final activity an external review of the entire process was delayed into 2008 due to the availability of a suitable consultant. With this final action, the CVR Pilot was concluded.

However follow-on actions related to the design of a national voter registration campaign were implemented during the first quarter of 2008 with the collaborative development of a conceptual framework for voter registration and support for operational planning by the IEC.

## II. PROJECT IMPLEMENTATION CHALLENGES

Many of the same issues which have faced The Independent Election Commission (IEC) and the ELECT Project from the projects inception, continued to pose challenges to project implementation during the reporting period. The ongoing uncertainty over the election schedule and timing of the elections continued throughout the reporting period. Progress was made in that the draft Election Law was finally passed from the Cabinet to the National Assembly for consideration. In addition work on the draft Law on the Structure and Functions of the IEC was also passed from the Cabinet to the Assembly for consideration.

A consultative process among key Afghan stakeholders was conducted by the President beginning late in 2007 and stretching throughout the first quarter of 2008. These consultations looked specifically at the question of the timing and schedule of upcoming Presidential, Provincial Council, Wolesi Jirga and District Council elections. The crucial question centered on the sustainability of the Afghan electoral process, the desire to conduct more cost effective elections and the need to abide by Constitutional provisions. The Government, the National Assembly, political parties, Jihadi and traditional leaders all participated in this process and the IEC provided technical advice to the discussions. After several meetings, no decisions had been reached by the end of the reporting period.

Planning for the conduct of national voter registration began in earnest during this reporting period. Expert short-term advisors were fielded in January and February to assist in this difficult and detailed process. By early February, a conceptual framework document had been drafted, discussed with the heads of Departments at the IEC, reviewed in detail with the Chief Electoral Officer and agreed as the way forward to plan for voter registration. This document was also shared with UNAMA and key donors.

### **Updated Project Risks and Actions**

#### **Revision of the Election Law:**

The draft Election Law prepared by the IEC and submitted to the Cabinet in the fall of 2007, was finally cleared by the Cabinet at the end of 2007 and was presented to the National Assembly for inclusion in their 2008 Legislative Calendar. During the reporting period, the IEC and the Chief Electoral Advisor of ELECT provided background technical information to the Assembly in order to facilitate their understanding of the draft legislation.

#### **Law on the Structure and Function of the IEC:**

Draft legislation regarding the structure and function of the Independent Election Commission was approved by the Cabinet for submission to the National Assembly as a government bill in January 2008. As of the end of quarter 1, no action had been reported by the Assembly.

#### **Constitutional Provisions Regarding the Schedule and Timing of Elections:**

At the end of the reporting period, wide-ranging consultations were ongoing however no decision was agreed. The impact of this ongoing discussion on IEC planning and operations is substantial and it is hoped that decisions can be reached expeditiously.

**Mandate of IEC Commissioners:**

The legal mandate of the IEC Commissioners described in Decree 21 of 2005 expired on 17 January 2008. Although this issue was flagged to the Government prior to the expiration, by the end of the reporting period no action had been taken by President Karzai to either renew the mandate of the current board of Commissioners or to appoint a new Board.

**Planning for Voter Registration:**

Due to an ongoing lack of clarity related to the Cabinet decision in late June 2007 regarding the separation of voter registration from civil registration and the national ID card, continued debate and discussion on whether or not to pursue voter registration as a separate issue continued thru to the end of 2007. In early 2008, however it was clarified within the IEC that the only way to move forward in a timely manner was to focus on stand alone voter registration. Once this decision was taken, planning for voter registration immediately began.

**Updated Project Issues and Actions**

**Project Content:**

The pace of project implementation moved into high-gear during the reporting period. Capacity building efforts of the ELECT Project continued to focus on infrastructure capacity/sustainability issues of the IEC and training and capacity building to support planning for upcoming voter registration.

Actions:

Additional long and short-term advisors were fielded during the first quarter of 2008 in order to support the increasing need for support to the IEC and the increased pace of activities. Recruiting for additional technical advisors and project support personnel was started during the reporting period and is expected to continue throughout the year.

**Cooperation with other organizations working with the IEC:**

Continued progress in forging closer cooperation with a number of bi-laterally funded organizations providing direct support to the IEC was made during the first quarter of 2008. Groups working with the IEC during this period included: IFES, The Asia Foundation (TAF), GardaWorld Security and the Canadian Embassy Strategic Advisory Team (SAT).

Actions:

A weekly meeting of international advisors was instituted at the end of the reporting period to facilitate the exchange of ideas and information and promote collegiality and mutual support.

**Planning for Security in Support of Voter Registration:**

At the initiative of USAID, GardaWorld Security was contracted to assist the IEC with the planning of security for voter registration by conducting a logistics and operations assessment. This assessment was begun in February and will be completed by mid-April and involves the deployment by GardaWorld of security/logistics advisors to 32 of 34 provinces. This activity serves to spur a variety of other activities related to security for voter registration.

**Actions:**

The IEC requested that a member of the Canadian SAT team be deployed to the IEC to advise the IEC on security issues related to voter registration. In addition, weekly security planning meetings at the IEC involving actors from the Ministry of the Interior (Afghan National Police and the National Directorate of Security), the Ministry of Defense (Afghan National Army), ISAF and other international military forces began during the period. These meetings, chaired by the IEC have proven instrumental in developing understanding and collaborative planning strategies and mechanisms.

**Substantial Revision of the ELECT Project Document:**

With the commencement of the 2008 – 2010 electoral cycle, it became evident that the ELECT Project document would require substantial revisions in order for the project to remain relevant to the IEC. These changes are needed in order to provide sufficient specialized support to the operational aspects of the IEC as it approaches and then conducts electoral operations. The first such operation is the design and implementation of nationwide voter registration exercise in 2008.

**Actions:**

Work began on the re-drafting of the ELECT Project Document. Actions to finalize these revisions will be taken early in the second quarter of 2008.

**III. FINANCIAL STATUS AND UTILISATION****FINANCIAL STATUS****Table 1: Contribution Overview [01.10.2006 – 01.10.2008]<sup>1</sup> Status 31.03.2008**

ex: USAID		1,100,000	
ex: Canada/CIDA	4,935,834	862,069	4,073,765
Denmark	671,505	671,505	
Italy	681,376	681,376	
<b>TOTAL</b>	<b>6,625,282</b>	<b>3,651,517</b>	<b>4,073,765</b>

**FINANCIAL UTILIZATION.** The figures in this section (budget, expenditure, and balance) can refer only to the reporting period (i.e. one year).

**Table 2: Quarterly Expenditure by Activity [1 January – 31 December]****Table 2: Quarterly Expenditure by Activity [1 January – 31 December]**

Activity	Budget 2008	Expenditures (Jan - Mar 2008)	Balance	Delivery
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Activity 1 Capacity building	708,813	313,571	395,242	44%
Activity 2 Legal Support	370,800	-	370,800	0%
Activity 3 CVR Pilot Project	212,253	20,443	191,811	10%
Activity 4 Project Running costs	378,472	32,329	346,143	9%
UNDP GMS 5 - 7%	123,953	27,119	96,834	22%
<b>Grand Total</b>	<b>1,794,292</b>	<b>393,462</b>	<b>1,400,830</b>	<b>22%</b>

Table 3: Quarterly Expenditure by Donor [start date – end date of quarter]

Donor	Activity	Budget 2008	Expenditures (Jan - Mar 2008)	Balance	Delivery
Denmark	Activity 1 Capacity building	266,850	-	266,850	0%
	Activity 4 Project Running costs	318,472	-	318,472	0%
	UNDP GMS 7%	44,057	-	44,057	
<b>Denmark Total</b>		<b>629,379</b>	<b>-</b>	<b>629,379</b>	<b>0%</b>
Italy	Activity 1 Capacity building	307,293	8,132	299,161	3%
	Activity 3 CVR Pilot Project		82	(82)	
	Activity 4 Project Running costs		1,874	(1,874)	
	UNDP GMS 7%	23,130	759	22,370	
<b>Italy Total</b>		<b>330,423</b>	<b>10,847</b>	<b>319,576</b>	<b>3%</b>
CIDA	Activity 1 Capacity building	134,670	305,439	(170,770)	227%
	Activity 2 Legal Support	370,800	-	370,800	0%
	Activity 3 CVR Pilot Project	134,000	231	133,769	0%
	Activity 4 Project Running costs	60,000	30,456	29,544	51%
	UNDP GMS 7%	52,648	25,300	27,348	
<b>CIDA Total</b>		<b>752,118</b>	<b>361,425</b>	<b>390,693</b>	<b>48%</b>
UNDEF	Activity 3 CVR Pilot Project	78,253	20,130	58,123	26%
	UNDP GMS 5%	4,119	1,059	3,059	
<b>UNDEF Total</b>		<b>82,372</b>	<b>21,190</b>	<b>61,182</b>	<b>26%</b>
<b>Grand Total</b>		<b>1,794,292</b>	<b>393,462</b>	<b>1,400,830</b>	<b>22%</b>

**ANNEXES**

**Annual Work Plan**