



QUARTERLY PROJECT REPORT [Q2, 2008]

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



Preparation of Distribution Materials for Voter Registration, June 2008

Project ID: 00050324
Duration: 51 Months (01/10/06 – 31/12/10)
Component (MYFF): Goal 2 / Service line 2.1
Total Budget: 101,473,289 US\$
Implementing Partners/Responsible parties:
Independent Election Commission of Afghanistan

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I. IMPLEMENTATION PROGRESS

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

1.1 Improve IEC's Internal Administration and Working Capacities

During the second quarter of 2008, ELECT provided a wide range of technical advisory services to the IEC in relation to the development of human capacity of IEC staff and management. Capacity building efforts of the ELECT Project continued to focus on institutional strengthening and empowering the IEC to prepare for upcoming voter registration.

Recruiting for additional technical advisors and project support personnel was started during the reporting period and is expected to continue throughout the year to support the IEC plan and manage the increasing portfolio of electoral activities. These would add to the long and short-term advisors who were fielded during the first quarter of 2008

1.2 Develop IEC's Operational Capacity to Conduct Future Elections

- (a) **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 concluded during the period. The official handing over of these compounds will take place in the third quarter of the year. The handing over of these compounds will allow IEC regional offices to co-locate and will result in savings in time and money as new and secure compounds will not need to be sought.
- (b) **IEC Headquarters Compound, Kabul:** In late May the IEC was able to take over the previous UNOPS warehouse with all vehicles (Russian Jeeps and White Fleet).

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.

- (c) **Security Improvements to IEC HQ Compound and Guard Service Contract:** The project sought to revamp existing security arrangements at the IEC compound by developing and seeking to award a guard service contract. Procurement of more armoured vehicles was ushered into the pipeline to meet MOSS compliance requirements for international advisors travelling to and from the compound. In addition, a secured storage was created in the warehouse while a roll-out plan for the VHF and HF Networks was completed. The 2nd stage of security measures was initiated during the reporting period. In addition, the guard contractor was instructed to initiate a new

security assessment on the expanded compound taking into consideration future operations.

- (d) **Logistical Support 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.

Activities implemented by IFES.

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

3.1 Design and implement a joint voter and civil registration

General consensus on the need to de-link the civil registry and voter registry was established towards the last quarter of 2007 owing to lack of capacity within the MOI and the complexity this would create. However, the possibility of linking the two processes once again became the object of much contention during the reporting period. A cabinet decision of 11 May suggested the two processes be linked. IEC, UN agencies and donors consequently discussed the feasibility of this process and whether timelines could be met. Based on these discussions, a final decision to de-link the two processes and move forward with a voter registration was finally made in June.

Upon receipt of this decision, and due to the timelines falling through and various other issues which were considered as fundamental to the type of registration the IEC was to plan for, a decision was made and endorsed by the International Community to undertake an update of the former registry; building into it various components which can/will ensure the sustainability of a future register. These components include allocating polling stations to each new registrant and ensuring that registrants do not register twice by using two types of biometrics which will be able to detect those who have registered more than once.

II. PROJECT IMPLEMENTATION CHALLENGES

The second quarter suffered many set backs and delays due to the re-introduction of the possibility of conducting a civil registry at the same time as the voter registry. Many weeks of

discussions surrounding this contentious issue resulted in immeasurable delay in the planning process for voter registration, including public outreach, recruitment and procurement of goods. It has also put enormous pressure on the project with regards to funding mobilization as the operational concept which was due to be shared with all donors on the 13th May had to be practically re-written and revised constantly due to the indecision as to whether to hold civil and voter registry together or to completely de-link the process.

The delay in mobilizing resources could heavily impact on the timeline deliveries for all aspects of the upcoming voter registration as many of the activities such as procurement, recruitment and public outreach require substantial amounts of money being available in order to carry out these activities.

During this period the project also went through a transition in leadership, as the previous project manager/chief technical advisor left and was replaced by a new person in this role. While the transition went fairly smoothly, with the assistance of some key short term staff including assistance from the Electoral Assistance Division of the UN Secretariat, inevitably there were some challenges as the handover was effected and the new team got up to speed.

Updated Project Risks and Actions

- (a) **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 presented to the National Assembly for inclusion in their 2008 Legislative Calendar. However, the draft law had not yet been approved by end of the reporting period.

Actions: 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.

- (b) **Law on the Structure and Function of the IEC:** Whereas the 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, it had not been fully discussed and approved as end of quarter 2. As for the election law, the delay in the promulgation of this law imposed severe impediments on the planning for elections, staffing and procurement actions.

During the reporting period, several pieces of draft legislation earlier developed by the IEC were still subject to debate by parliament during the reporting period. As of 30 June, at least 10 articles out of over 70 had been approved.

Actions: Throughout the reporting period, IEC and ELECT project sustained dialogue and discussion with political leaders with a view to exploring options to expedite the legislative process.

- (c) **Final Decisions Regarding the schedule and type of registration:** During the reporting period, there was a lot of contention regarding whether civil and voter registration should be jointly conducted, or whether the two processes should be de-linked from each other. A cabinet decision of 11 May suggested the two processes be

linked. IEC, UN agencies and donors consequently discussed the feasibility of this process and whether timelines could be met. Based on these discussions, a final decision to de-link the two processes and move forward with voter registration was finally made in June.

Actions: IEC and the ELECT Project convened and facilitated discussions to discuss the merits and demerits of joint CVR vis a vis the de-linked processes.

- (d) **Mandate of IEC Commissioners:** The legal mandate of the IEC Commissioners described in Decree 21 of 2005 expired on 18 January 2008. The President announced the new IEC Commissioners on 15 May 2008.

A Presidential Decree was issued on 18th May announcing five members of the Independent Elections Commission. These were:

- (i) Chief Justice, Ayoub Asil as Deputy, effective as of 1386/10/30
- (ii) Momena Yari, as member, effective as of 1386/10/30
- (iii) Mastoura Setankazi, as member as of 1386/10/30
- (iv) Judge Solaiman Hamed, as member, effective from date of decree
- (v) Professor Muhammad Hossein Garziwani, as member, effective from date of decree

General Lodin, the chairman of the IEC and Mr. Manawi had earlier been appointed to the Commission by the President.

However, the National Assembly was not consulted as to the appointment of the Commissioners and this may arise as an issue during the debate on the IEC structure Law.

Actions: None.

- (e) **Planning for Voter Registration:** Due to the long standing lack of clarity within government regarding voter registration, civil registration, and national ID cards, the planning for voter registration progressed slowly. This controversy however ended towards the end of the reporting period when the government affirmed that civil registration and voter registration should be de-linked.
- (f) **Security for Voter Registration:** The general security situation in the country remained unstable during the reporting period. Uncertainties over the security were a cause of concern and were likely to impact on the planning for voter registration activities.

Actions: IEC and ELECT planned to conduct a detailed risk assessment to critically identify likely threats and their corresponding mitigation strategies. It was envisaged that a detailed risk mitigation plan would be drawn up, implemented and closely monitored starting with the next quarter.

Updated Project Issues and Actions

- (a) **Revision of the ELECT Project Document:** Following agreements reached at the June 2008 Paris Conference at which the International Community underlined the

importance of holding elections in 2009 and 2010 and the need to broaden support to electoral programming for 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.

Actions: During the reporting period, the ELECT project planned to conduct, starting as early as the beginning of next quarter, a series of intense discussions with different stakeholders to align the Project with the additional electoral programming thrusts envisaged during forthcoming electoral cycle.

- (b) **Coordination of International Electoral Support:** Lessons learnt from the 2004 – 2005 Presidential and Parliamentary elections highlighted the need for increased coordination among the various UN entities and other partners providing support to the electoral process in Afghanistan. Lack of coordination had resulted in duplication of effort, hampered communication flow, and reduced efficiency and accountability. In view of this, the United Nations Security Council resolution 1806 extended the mandate of UNAMA, specifically tasking it to play a lead role in coordinating international electoral assistance through the Afghan Independent Electoral Commission and other government bodies. However, an appropriate Electoral Support Framework to enable UNAMA fulfil its electoral coordination role was lacking as of end of the reporting period.

Actions: The UN, working through the UNDP/ELECT and under the political guidance of UNAMA planned to convene discussions at the start of next quarter to establish coordination and information dissemination mechanisms between UNAMA, UNDP, IEC, and other stakeholders such as IFES, TAF, and donors. It was envisaged that such mechanisms will eventually mainstream political parties, civil society, election observers and the general public.

III. FINANCIAL STATUS AND UTILISATION**Table 1: Contribution Overview [01.10.2006 – 31.12.2010] Status as of 30.06.2008**

DONOR NAME	CONTRIBUTIONS		CONTRIBUTION BALANCE
	Committed	Received	
Denmark	657,194	666,108	(8,914)
Italy	681,376	499,376	182,000
Canada/CIDA	5,767,069	862,069	4,905,000
UNDEF	336,567	336,567	-
UK	1,980,198	1,996,008	(15,810)
USAID	15,000,000		15,000,000
TOTAL	24,422,404	4,360,127	20,062,276

Table 2: Summary of Expenditure for the period of 1st April- 30 June-08 by activity

ACTIVITY NAME	BUDGET 2008	EXPENDITURES			AVAILABLE FUNDING	DELIVERY RATE
		Q1 (Jan - March 2008)	Q2 (Apr. - June 2008)	TOTAL		
Activity 1 - Capacity Building	1,229,063	313,571	380,128	693,699	535,364	56%
Activity 2 - Legal Support	558,668	-	49,729	49,729	508,939	9%
Activity 3 - Joint Civil & Voter Regis Exer.	943,620	20,443	248,496	268,939	674,681	29%
Activity 4 - Project Mgt & Tech. Support	795,276	32,329	553,393	585,722	209,554	74%
GMS	263,673	27,119	99,789	126,908	136,765	48%
Grant Total	3,790,300	393,462	1,331,535	1,724,997	2,065,303	46%

Table 3: Summary of Expenditure for the period of 1st April- 30 June-08 by Donor

DONOR NAME	ACTIVITY	BUDGET 2008	EXPENDITURES			AVAILABLE FUNDING	DELIVERY RATE
			Q1 (Jan - March 2008)	Q2 (Apr. - June 2008)	TOTAL		
Denmark	ACTIVITY 01- Capacity Building	266,851	-	46,252	46,252	220,598	17%
	ACTIVITY04 - Project Mgt & Technical Support	318,472	-	155,367	155,367	163,105	49%
	UNDP GMS 7%	44,057	-	16,411	16,411	27,646	37%
Total Denmark		629,379	-	218,030	218,030	411,349	35%
Italy	ACTIVITY01 - Capacity Building	131,910	8,132	7,184	15,316	116,594	12%
	ACTIVITY03 - Joint Civil & Voter Regis Exer.	173,367	82	160,156	160,238	13,129	92%
	ACTIVITY04 - Project Mgt & Technical Support	2,017	1,874	860	2,734	(717)	136%
	UNDP GMS 7%	23,130	759	13,692	14,451	8,679	62%
Total Italy		330,424	10,847	181,891	192,738	137,686	58%
Canada / CIDA	ACTIVITY01 - Capacity Building	411,802	305,439	77,097	382,536	29,266	93%
	ACTIVITY02 - Legal Support	93,668	-	49,729	49,729	43,939	53%
	ACTIVITY03 - Joint Civil & Voter Regis Exer.	134,000	231	47,653	47,884	86,116	36%
	ACTIVITY04 - Project Mgt & Technical Support	60,000	30,456	25,200	55,656	4,343	93%
	UNDP GMS 7%	52,648	25,300	16,253	41,553	11,095	79%
Total Canada		752,118	361,426	215,932	577,358	174,760	77%
UK	ACTIVITY01 - Capacity Building	418,500	-	249,596	249,596	168,904	60%
	ACTIVITY02 - Legal Support	465,000	-	-	-	465,000	-
	ACTIVITY03 - Joint Civil & Voter Regis Exer.	558,000	-	22,461	22,461	535,539	4%
	ACTIVITY04 - Project Mgt & Technical Support	414,787	-	371,966	371,966	42,821	90%
	UNDP GMS 7%	139,721	-	52,421	52,421	87,301	38%
Total UK		1,996,008	-	696,443	696,443	1,299,565	35%
UNDEF	ACTIVITY03 - Joint Civil & Voter Regis Exer.	78,253	20,130	17,791	37,921	40,333	48%
	UNDP GMS 5%	4,119	1,059	1,449	2,508	1,611	61%
Total UNDEF		82,372	21,189	19,239	40,428	41,944	49%
TOTAL		3,790,300	393,462	1,331,535	1,724,997	2,065,303	46%