The EC and UNDP Partnership on Electoral Assistance and the Joint Task Force

Fabio Bargiacchi
Senior Electoral Assistance Advisor

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The EU and the UN are natural partners. They are united by the core values laid out in the 1945 Charter of the UN, and the 1948 Universal Declaration of Human Rights.

Member States and the EC are the largest contributors to the UN system. A total of 1.3 billion euros was approved by the EC to be channelled to the UN in 2006.

2001 EC’s communication: "Building an effective partnership with the UN", and 2003 EC’s Communication: “EU-UN relations: The choice of multilateralism“.

To facilitate programmatic cooperation between the EC and the UN, an updated Financial and Administrative Framework Agreement (FAFA) was agreed in 2003.
The FAFA agreement provides a single shared legal, financial and administrative framework for all programmatic cooperation between the EC and the UN.

FAFA has made cooperation more efficient, ensuring faster start-up of activities and ensuring administrative consistency across operations.

In June 2004, the UNDP and the EC entered into a Strategic Partnership Agreement (SPA) through the signature of a MoU to set out and better define the relational focus between the two institutions.

The MoU focuses on governance (including elections, parliament and governance indicators), conflict prevention and post conflict reconstruction.
First serious engagement were the first multiparty elections in Russia, 1993 and first multiracial elections in South Africa, 1994.

“Ad hoc” support remained the rule until 2000. COM 191/200 was the watershed, financed through EDF.

Definition and distinction of complementary roles between assistance and observation.

New Approach from 2006 with the publication of the EC Methodological Guide.

Leading actor in the provision of electoral support.
EC, UNDP and International IDEA at the forefront of a new approach in electoral assistance. Main triggers:

- 2000 UNDP 10 years evaluation
- Accrued EC-UNDP Collaboration on Electoral Assistance (2004, DRC)
- Paris Declaration 2005
- EC and IDEA joining forces in 2005 to analyse electoral assistance processes across the board and develop new training tools, first training for EC officials in 2005

The paradigm shift

- The Manila UNDP 2004, Brussels EC 2004 and 2006 Ottawa CIDA-IDEA Conferences: shift from event-driven support to process and demand-driven
- EC UNDP IDEA Conceptualization of the electoral cycle
- Establishment of EC-UNDP Joint Task Force
- EC-UNDP-IDEA Joint Training on Effective Electoral Assistance
- Global Training Platform on Electoral Assistance
inter-election period

sustainable electoral support

election period

pre-election period

post-election period

electoral event

electoral calendar

period in-between elections

3, 4 or 5 years
event-driven electoral support

what could the consequences be if no follow-up assistance is provided during the post-election period?

PERIOD “IN BETWEEN ELECTIONS”

- loss of capacity and know-how
- loss of institutional memory
- lack of incentives, demotivation
- duplications and gaps
- building of local capacity
- provision of electoral support
process-driven electoral support

PERIOD “IN BETWEEN ELECTIONS”

YEAR 1 YEAR 2 YEAR 3 YEAR 4 YEAR 5

elections

building of local capacity

provision of electoral support
IDEA offers the knowledge developed also in collaboration with all the other major actors in the field through the unique global knowledge tools on Electoral Assistance such as ACE and BRIDGE.

The EC and UNDP, via rationalizing their field experiences and illustrating the best practices with the EC Methodological Guide and UNDP Implementation Guide offer the practical expertise from the implementation side.

EC-UNDP-IDEA Collaboration via the ACE project: The Electoral Knowledge Network
Electoral Assistance is the Legal, technical and logistic support provided to electoral laws, processes and institutions.

By “Effective Electoral Assistance” we mean all the initiatives and activities that are intended to improve the quality and impact of electoral assistance to partner country electoral institutions.

Part of the wider democratic development of the partner country, in accordance with the five key principles of “ownership, alignment, harmonisation, managing for results, and mutual accountability” that inform the 2005 Paris Declaration on Aid Effectiveness.

Management of all the complex set of interactions among Government, EMBs, International Organizations, Political Parties, CSOs, Services Providers and Media.
EC - UNDP Partnership

- Challenges of the 2004 project in support of the DRC electoral processes
- Negotiated & Formalized at HQ level the “de facto” partnership the EC and UNDP had at field level
- Agreement on a Joint Training Initiative
EC – UNDP Operational Guidelines
Signed on 21.04.2006 in Brussels

- Joint Formulation Missions
- UNDP Project Document and EC Financial Proposal
- UNDP Pre-financing and EC retroactivity clause
- EC Participation in the steering of the Projects
- Selection of Experts
- Agreed Performance Indicators
- Agreed Reporting Requirements
- Procurement of Specific Election Material
- Collaboration on Production of Electoral Assistance Content
- Collaboration on Training and Practice Meetings
A marriage?
• 2 partners
• Written consentment
• Trust
• Commitment, common project

• Not based on love…
• Not an exclusive relation…
A business deal?

- 2 parties
- Written agreement
- Aiming for improved effectiveness
- Financing issues involved

- Not comfortable with this terminology
  EC – banker / UNDP – service provider ...
A strategic alliance?

“Formal relationship formed between 2 or more parties, to pursue a set of agreed upon goals, while remaining independent organisations. The alliance is a collaboration or a cooperation which aims for a synergy.”
EC/UNDP partnership
Operational Guidelines on El. Assistance

Why now?

- Ongoing *de facto* relationship on the ground
- Paris Declaration on Aid effectiveness
- Conjunction of institutional aspects – good understanding between services
- Shared strategy on electoral assistance
EC/UNDP partnership
Operational Guidelines on El. Assistance

Aim

• To clarify, tighten up and improve EC collaboration on electoral assistance ...

• ... better and more timely planning, formulation and implementation of activities ...

• ... promote the effectiveness of EA initiatives

NB – EC/UNDP partnership not imposed.
Op. Guidelines are to be used when EC and UNDP choose to work together in EA
30 months later...

- Five joint trainings, ACE, global training platform
- More than 15 joint formulation missions and projects
- Two follow-up missions
- 1st review of the Op. Guidelines being finalized
- Further concentration on the articles of the operational guidelines
- Same issues to be confronted
- Different Nature, Different Mandate, Different Way of Working
- Attitude of Beneficiary Country
- Nature of Electoral Assistance
Decision to strengthen the quality support mechanisms available at HQ levels

Aim at increasing the overall efficiency and adherence to the projects at the common EU/UN approaches of the electoral cycle jointly developed. See report of the SG

Coordinated from Brussels within the premises of the UN/UNDP Brussels Office

EC-UNDP Staff and advisors from Brussels, New York and Copenhagen and Mexico City

Focus on Identification, Formulation, implementation support and monitoring of all the EC-UNDP projects whenever demanded from EC Delegations and/or UNDP Country Offices

Pool of Part Time Expert

Lessons learned feed in to joint training and ACE
Total Values EC-UNDP contracts

EC Contribution to UNDP 1997-2006 (in MEUR)
EC electoral assistance funds per region
1992-2007

Total: 612,073,304 €

Sub-Saharan Africa, 435,986,191 €, 72%

Western Balkans and Candidate Countries 4,803,664 €, 1%

Asia 44,093,668 €, 7%

Caribbean, Pacific 20,083,249 €, 3%

Central Asia 35,830,000 €, 6%

Latin America 7,096,155 €, 1%

Mediterranean and Middle East 60,341,633 €, 10%

Global 1,024,835 €, 0%

Eastern Europe and Southern Caucasus.
Budget allocation EC-UNDP electoral assistance projects by region
1995-2007

Total: 473,105,447 €

Sub-Saharan Africa: 321,516,673 €, 68%

Other: 25,899,000 €, 5%

Asia: 41,214,774 €, 9%

Central Asia: 35,830,000 €, 8%

Mediterranean and Middle East: 48,645,000 €, 10%

Southern Caucasus, Caribbean and Pacific, Western Balkans, Latin*
EC funded electoral assistance projects implemented by UNDP per region 1995-2007

* Southern Caucasus, Caribbean and Pacific, Western Balkans, Latin America and global projects

Haiti: 18 M (2005)
Iraq: 44 M (2005)
Number of EC funded electoral assistance projects per implementing partner
1992-2007
(Without advisory services and EIDHR projects implemented by CSO's)
UNDP Preferred EC Partner

- Facilitation role of the FAFA signed on 2003
- Joint and co-financed intervention of the community of donors is very appropriate to support electoral processes
- UN General Assembly resolution 46/137 of 1991 to indicate role of coordination of electoral assistance at country level between national and international actors

- Long Experience in Electoral Assistance, producing electoral assistance content,
- Provision of electoral experts via the Electoral Assistance Division of the UN Department of Political Affairs
- Pre financing deals once the Contribution Agreements are signed
- Lower Costs: 7% of General Management Services
- BUT....
Training Needs

- Links between Elections and Democratic Governance
- Different Electoral Assistance Scenarios
- Short and Long Term Strategies
- Use of ICTs in Electoral Processes
- Problems and Solutions to implement with EC and UNDP Procedures
- Voter Registration Methodologies
- Cost of Registrations and Elections
- Procurement of Electoral Material and Services
EC-UNDP-IDEA Training

different nationalities

Participants by country
Participation by target institutions

- Development Partners: 39%
- EU: 10%
- CSOs: 17%
- Consultants: 13%
- International and Regional Organizations: 1%
- UN: 1%
Global Training Platform

- Following the 5 Joint EC-UNDP-IDEA Training Open to EC-UNDP desk officers, other donors, regional associations, EMBs, national authorities and CSOs, experts...

- Establishment of a Sub-group on Effective Electoral Assistance at Train4DEV, 24 donors and organisations

- EC, UNDP, IDEA, IOM, CIDA, OAS...

- Study on ICTs and impacts on civil voter registration and data transmission

- SatElections, pilot project on affordable satellite communications for data transmissions

- Electoral Procurement Practitioner’ Network via ACE

- Focus on ...Electoral Procurement
Training Sources

Methodological Guide on Electoral Assistance

UNDP Electoral Assistance Implementation Guide

Electoral Management Design: The International IDEA Handbook
The EC-UNDP partnership in electoral assistance is unique for its scope, for its achievements and ambitions. It builds on a history of sector experience, specific attention to the lessons learned in previous projects and a mutual understanding of each other’s approaches, roles and capacities.

The partnership is proving to be of increasing value to electoral assistance operations to the beneficiary countries, as it allows to rationalize interventions in the area and leads to better and timelier formulation, implementation and monitoring of projects, and is in line with the concepts of enhanced donor coordination from the March 2005 Paris Declaration on Aid Effectiveness. The resulting projects are consequently more effective, sustainable and in harmony with overall EU and UN objectives.

The EC and UNDP have been collaborating in the field of electoral assistance since 1997 but it is since 2004, with the implementation of the project in support of the electoral processes in the Democratic Republic of Congo that the collaboration was strongly intensified, leading to the signature, in 2006, of the "Operational Guidelines for the Implementation of Electoral Assistance Programmes and Projects".

The EC-UNDP partnership in electoral assistance relies heavily on the strong cooperation between services at the level of headquarters for the quality support mechanisms available. These can include, through a Joint Task Force, formulation and monitoring missions, support for the selection of experts and procurement of election material, joint trainings, development of guidelines, gathering of lessons learned and participation to specialized electoral networks.
Must be conversant and have the same activities agreed with the National Authorities

A budget need to be agreed jointly between EC, other donors, UNDP and local authorities
Others Important Points

- UNDP Financial and Technical Input for Preparatory Activities
  - EC participation in the steering and monitoring of the projects and Visibility issue
  - Procurement of Specific Electoral Material
The Annex 1 of the Contribution Agreement must reflect the PRODOC Implementation is dictated by the Contribution Agreement and by the possible MOU, if we are in a multi-donor situation. The FAFA is reflected in Annex 2 (General Conditions) but any special arrangements which go outside the FAFA can be mentioned in the Special Conditions.
Key issues to be aware of when implementing EC funds:

- EC cannot earmark funds and generally facilitate implementation modalities.
- Exchange losses are our problem, not the EC’s.
- Procurement or expenditure not foreseen in the original budget will not be reimbursed.
- If there is a valid reason for changing procurement items in terms of type or quantity then an addendum must be requested prior to expenditure.
Key issues to be aware of when implementing EC funds:

- Respecting the reporting deadlines of the contract are essential when working with the EC. The financial report must follow the format of the original budget, not Atlas.
Key issues to be aware of when implementing EC funds:

The EC attaches great importance to **Technical and Steering Committees**. In this way it retains some control and visibility over the project. The EC is not just a bank but a donor partner with substantive inputs to provide
MOUs

- Allow to concretise the responsibilities of the different protagonists involved: Government, local EMB, UNDP and the development partners.
- UNDP needs to ensure that all signatories accept the content. The content is largely based on the Operational Guidelines and we now have several precedents.
Key issues to be aware of when implementing EC funds:

- The EC attaches great importance to **VISIBILITY**. There is more pressure on EC than on any other donor to show what it is doing with EU tax payers’ money.

- See the EC-UN Visibility Action Plan which provide guidance on this matter.
Financial and Administrative Framework Agreement (FAFA)
The Framework Agreement signed in April 2003 removes the technical obstacles of competing financial and administrative procedures of both organizations in the area of funding for development and humanitarian assistance programmes

Some of the key areas covered:
- Administrative Overheads
- Procurement rules
- Fees and per diem scales
- Monitoring and Evaluation modalities
Putting together an EC Contract

**Narrative / Terms of Reference**
- Context / Background
- Justification
- General objective
- Specific objectives
- Activities / Tasks
- Expected Outputs
- Required Inputs
- Management Structure / Partners
- Monitoring and Evaluation
- Reporting
- Timeline
- Budget

**Budget**
- Personnel (International/local)
  - Expertise
  - Per diems
  - Transport
  - Office Costs
  - Procurement
  - Overheads

**Standard legal annexes such as Special and General Conditions**
- Sets out all key legal and financial parameters of the intervention
- Although PMU is still under the CO authority, it is important to have a specific Unit dealing with such a complex assignment.

- The PMU is usually found inside the local ECB so as to be able to better follow up on the development of the electoral assistance assignment.

- The presence of the PMU inside the EMB also allows for the capacity building element to the electoral assistance
Hiring the right expertise in the shortest time possible is one of the main keys to success.

UNDP often makes the mistake of working too sequentially leading to time compression issues.

The consultative element of passing CVs through EAD is now resolved.
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