Implementation modalities:

DEX/DIM vs. NEX/NIM

Basket Fund vs. Multi Donor Trust Fund

ATLAS

Kasia Wawiernia, Deputy Resident Representative/ Operations, UNDP Guinea Bissau
Ricardo Godinho Gomes, Electoral Specialist, Pro PALOP-TL/Joint EC UNDP Task Force on Electoral Assistance

Brussels 1 – 4 February 2011
1. Framing UNDP implementing/executing Modalities

2. Concept definition (NIM/NEX vs DIM/DEX)

3. The Revised Note of Guidance on Electoral Assistance – implementation arrangements

4. Electoral Assistance (EA) Projects under different Implementation Modalities
   1. EA under NIM/NEX – examples
   2. EA under DEX – Guinea Bissau example

5. Funding Mechanisms for EA projects – Cost-sharing Agreements/Trust Funds/Multi Donor Trust Funds/Close Trust Fund
   1. Basket Funds arrangements

6. ATLAS and EA projects – some tips how to make it work better
UNDP Country Programming cycle
UNDP Project cycle
<table>
<thead>
<tr>
<th>Execution</th>
<th>vs</th>
<th>Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>‘Execution' is redefined as the overall ownership and responsibility for UNDP Programme results at the country level.</td>
<td></td>
<td>‘Implementation' is redefined as the management and delivery of UNDP Programme activities to achieve specified results as set forth in the Annual Work Plans (AWPs).</td>
</tr>
<tr>
<td>Country Programme Action Plan (CPAP) between Government and UNDP is signed. All activities falling within the CPAP are, therefore, nationally executed.</td>
<td></td>
<td>AWP is incorporated by reference to the CPAP and signed by UNDP and the implementing partner.</td>
</tr>
<tr>
<td>The CPAP and AWP together constitute the minimum requirements for a project document.</td>
<td></td>
<td>Projects are no longer executed, they are implemented (we should only refer to NIM/DIM).</td>
</tr>
</tbody>
</table>
Projects are executed, therefore we should refer to NEX/DEX modality
NIM/NEX should be for UNDP the norm subject to the capacity condition.

NIM is applied when there is an adequate capacity within the government to carry out functions and activities of the project or the programme.

- UNDP is responsible for assessing this capacity in the phase of the project or programme formulation.
- Government entity is selected as the Implementing Partner
By **CAPACITY** we mean:

Government rules and procedures are in **accordance with international standards and international practices** (financial rules, procurement, human resources, monitoring & evaluation, technical, legal etc...), which could **ensure full government accountability** for use of UNDP and other international donors resources.

**Principals of international standards include:**

- **Best value for money**
- **Fairness**
- **Transparency**
- **Integrity**
- **Effective international competition**
DEX should be for UNDP the exception and requires special authorization, is mainly granted in countries in special development situations.

- Speed of delivery and decision-making;
- National authorities lack capacity to carry out the project;
- The project could not be carried out by another UN agency;
- UNDP country office has adequate capacity to manage, report and achieve the expected outputs of the project.
Art. 7.i) due to “sensitive nature of the electoral environment, special caution should be exercised in national execution/implementation of electoral assistance projects.”

Need for full consultation with DPA, UNDP RB, UNDP/BDP

Assessment reveals sufficient capacity & impartiality of the executing agent

In electoral assistance it is almost a default DEX execution/DIM implementation by UNDP
Why Electoral Assistance modality is usually implemented by UNDP as DEX modality

- Politically sensitive nature (neutrality of UN)
- Experience of UNDP in pooling resources and donor coordination
- Access to knowledge international networks, specialized technical expertise in elections
Why Electoral Assistance modality is usually implemented by UNDP as DEX modality

- Access to corporate rosters of experts
- Monitoring and evaluation/Reporting capacity
- Logistics capacity
- Some limitations of National Electoral Commissions due a electoral punctual approach
EA projects can also be implemented through NIM/NEX modalities

Mozambique – Global Programme for Electoral Cycle Support (GPECS)

Cabo Verde – GPECS

Kenya – Support to Electoral Reforms and Electoral Processes in Kenya
UNDP during the formulation of the project would prepare mapping of capacities of all the partners, identifying strengths and divide project activities accordingly for creating the most advantageous combination of implementation strengths.

The Project activities will be entrusted to implementing agents/responsible party (NEC, CSO, Ministry of Planning, private companies, etc.) through standard UNDP agreements (MoU) for DEX modality.
The case of Guinea Bissau:
Collaboration between UNDP and Implementing Partners (Responsible Party)

UNDP
- electoral procurement
- high volume procurement (fuel)
- recruitments of electoral experts (CTA, logistics, civic education, finance)
- Project capacity development activities

Electoral Commission
- Rental of transport (and drivers) and non permanent locations at regional level
- Payment of civic education non permanent field personnel
- Payment of services from recurrent budget
The case of Guinea Bissau:
Collaboration between UNDP and Implementing Partners (Responsible Party)

Technical Cabinet to Support Electoral Processes (GTAPE)
• Rental of transport
• Payment of food daily rations for non permanent field personnel

National Statistics Institute (INEC)
• Subsides to Technical Staff
The case of Guinea Bissau: Collaboration between UNDP and Implementing Partners (Responsible Party)

In practice
(for the whole period including pre & post election event)

• Presence of PMU in CNE premises
• Finance officer controls every transfer with respective justification documents/dossiers
• Confirmation of payments to vendors through receipts
• Ensure that the partner respect agreement by providing auditing or financial statements all certified!

➢ Oversight your national implementing partners!
Responsibility of Implementing Partners

Implementing Partners have responsibilities even if overall responsibility for the Project stays with the Executing Agency UNDP!
In accordance with the Agreement between UNDP and Partners

Implementing Partner shall submit progress reports relating to the project as may reasonably be required by the project coordinator in the exercise of his or her duties.

Implementing Partner shall submit annually to UNDP audited or certified statement of accounts showing the status of the funds provided to it by UNDP.

Implementing Partner shall provide UNDP with an annual report of non-expendable equipment purchased by Implementing Partner for the project. The report shall be submitted within 30 days after the end of the year, and shall be included by UNDP in the main inventory for the project.

Implementing Partner shall furnish a final report after the completion or termination of the project, including all relevant audited or certified financial statements and records related to such project.
# Funding Mechanisms for EA projects

## Types of arrangements with donors supporting Programmes and Projects

<table>
<thead>
<tr>
<th>Cost Sharing Agreements</th>
<th>Trust Funds</th>
<th>Multi Donor Trust Funds</th>
<th>EU funded UNDP closed Trust Fund</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fast funding mechanism</td>
<td>Timely UNDP mechanism</td>
<td>Broader trust fund UN mechanism, delivering as one</td>
<td>Funding Mechanism for EU-UNDP SCA</td>
</tr>
<tr>
<td>separate agreements are signed with the donors which can earmark their contributions</td>
<td>a separate entity of co financing of many donors which contribute funds towards ToR issued for specific trust fund</td>
<td>not often used for financing elections because it requires time and follows different levels of approvals (national and UN approvals)</td>
<td>Standard EU/EC Agreements which conform to FAFA and UNDP rules &amp; regulations needs to be cleared by UNDP Brussels Office</td>
</tr>
</tbody>
</table>
Basket Funds arrangements

Advantageous arrangement (earmarking discouraged)

*It can be legally done through separate cost sharing agreements and additional MoU between all participants*

*Pool of the different funding mechanisms*

*One report to all the partners of the Basket Fund*
## ATLAS and EA projects – how to make it work better

<table>
<thead>
<tr>
<th>Elections budget</th>
<th>Project budget</th>
<th>Atlas budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Programme management</td>
<td>Operations – HR, Procurement and finance</td>
<td></td>
</tr>
<tr>
<td>PMU experts</td>
<td>Atlas reporting</td>
<td>Donor reporting (...)</td>
</tr>
<tr>
<td>Project cycle</td>
<td>Atlas budget cycle</td>
<td>Electoral calendar</td>
</tr>
<tr>
<td>Electoral cycle</td>
<td>Corrections (Donor adjustments)</td>
<td>Pre-financing</td>
</tr>
<tr>
<td>Override</td>
<td>Cash flow management and plan</td>
<td>cost recovery</td>
</tr>
</tbody>
</table>
UNDP Implementation/how to deliver fast!!!

Verify if Fast Track Policies and Procedures can be activated by RR with support from RB under the criteria for “Strategic and Time – Critical”

Formulate Project Documentation in line with this goal and justification
Fast Track Procedure provisions

**Automatic Delegation of Authority**

- Procurement authority
  - From $100,000 to $300,000
  - From $300,000 to $500,000
  - From $500,000 to $1,000,000
- Recruitment for 5 TA contracts without competitive process (within 90 calendar days)
- Authority to use Direct Execution
- Automatic use of other UN Agency’s LTA permitted for procurement
- “Delivery time” may be included as a key driver for best-value-for-money
- Use of flexible ITB/RFP to facilitate 5 days procurement process
- Waiver of ACP review for receiving less than 3 offers in competitive process above 30,000 USD. (CAP sufficient)
- Special, accelerated attention of ACP
- Low-value shopping threshold increases from $2,500 to $5,000
- Direct recruitment of national staff of other agencies who may be phasing down their presence
Delivery: try to be there on time

Project Document formulation

Electoral cycle assistance

Longer term capacity development

Award (Tree of projects/outputs)

VR info

EO support

TA – electoral advisors

Elections support short term capacity strengthening