

**Submission Form
To
Sierra Leone PBF Steering Committee**



To be completed by the Support Office of the Steering Committee	
Meeting No: 4	Date of Meeting: 11 July 2007
Item No: 1	Project: NEC Polling Staff project

(To be completed by the Recipient UN Organisation and endorsed by Pillar Working Group)

To: Sierra Leone PBF Steering Committee	Date of Submission: 3 July 2007
From: National Authority and Recipient UN Organisation: National Elections Commission (NEC) United Nations Development Programme (UNDP)	Contact: Telephone number, email Christiana Thorpe Samuel Harbor (232) 22 233740 samuel.harbor@undp.org
Proposed submission, if approved would result in: <input checked="" type="checkbox"/> Continuation of existing programme/project <input type="checkbox"/> New programme/project <input type="checkbox"/> Other (explain)	Proposed submission resulted from: <input checked="" type="checkbox"/> National Authorities initiative within Sierra Leone PBF Priority Plan <input checked="" type="checkbox"/> UN Agency initiative within Sierra Leone PBF Priority Plan <input type="checkbox"/> Other (explain)
Programme/project Title: NEC Polling Staff support	
Amount of PBF funds requested for Proposed Programme/project: USDS 1,598,727.36	
Amount of indirect costs requested: 5%	

To be completed by Recipient UN Organisation

1. Background

The parliamentary and presidential elections scheduled for 11 August 2007 are seen as a crucial and significant milestone in the consolidation of the peace process. These elections particularly represent the first major test on the country's ongoing peace consolidation process following the exit of the United Nations Peacekeeping Mission. Therefore the successful conduct of the elections is extremely critical. The National Electoral Commission (NEC) has received substantial assistance from the international community under UN coordination; in particular, an electoral basket-fund was established, funded by the European Commission, the United Kingdom, Ireland, Denmark, Japan and UNDP. The basket-fund, under UNDP management, supports the provision of electoral goods and services and much needed technical assistance.

However, NEC is seriously constrained with financial inadequacy as a result of the inability of government to meet its systematic funding obligations to the institution. This situation would certainly have negative effects on the organization of the election processes. Albeit NEC has requested support from the basket-fund to pay for goods and services that were to be funded by the GoSL, it is evident that this situation risks creating a substantial gap in the international funds. More importantly, because of their financial limitations, NEC has to make decisions that could severely impact on the quality of the elections. This would in turn compromise the credibility of the process, create an environment where results can be easily contested and risk the consolidation of peace and stability in the country.

To prevent a situation where the poor conduct of the elections will impact negatively on the serenity of the country, this project is requesting for budgetary gap funding from the PBF to meet the resource needs of NEC to adequately finance the elections.

2. Purpose of Proposed Programme/Project

This project aims to secure gap funding for NEC in order to ease the financial pressure of the institution and increase its operational capacity to prepare and conduct credible presidential and parliamentary elections on 11 August 2007, and a presidential run-off should it be necessary. Through the gap funding, NEC will be capacitated to hire and pay essential temporary electoral staff including 274 NEC election constituency monitors and 37,260 ad-hoc polling staff. This will be greatly significant to ensuring the smooth running of polling stations nation wide and eliminate the tendency for jeopardizing the peace consolidation process and stability of the country. The project's specific objectives include: 1) ensuring adequate preparations for the parliamentary and presidential elections put in place well in time and 2) electoral support staff hired and remunerated under the following categories: 1,943 polling centre managers, 5,402 polling station presiding officers, 773 polling station presiding officers/centre managers, 6,175 voter identification officers, 18, 525 polling support staff (including ballot issuers, ballot box controllers and polling station queue controllers), and 4,442 polling centre queue controllers hired and remunerated 2) to eliminate the tendency for jeopardizing the peace consolidation process and stability of the country.

3. Evaluation of Proposals by the Cluster

Provide concise summary evaluation of proposal against:

<i>General principles and selection criteria</i>		
(a)	Must be explicitly based on Sierra Leone PBF Priority Plan Assessment,	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(b)	Must promote and ensure national ownership,	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(c)	Must fall within the areas of UN's comparative advantage,	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(d)	The organization must have the appropriate system to deliver the intervention,	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(e)	The UN response must be effective, coherent, context-sensitive, cost-efficient and the outcomes, sustainable,	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(f)	Must avoid duplication of and significant overlap with the activities of other actors,	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(g)	Must use strategic entry points that respond to immediate needs and yet facilitate longer-term improvements,	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(h)	Must build on existing capacities, strengths and experience,	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(i)	Must promote consultation, participation and partnerships,	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>

Project Implementability

	2007	2008
<i>Estimated commitments (\$mill)</i>	1,598,727.36	_____
<i>Estimated disbursements (\$mill)</i>	1,598,727.36	_____

4. Review by Steering Committee Support Office

Check on Programme/Project Proposal Format Contents

- Cover sheet (first page) Yes No
- Logical Framework Yes No
- Programme/Project Justification Yes No
- Programme/Project Management Arrangements Yes No
- Risks and Assumptions Yes No
- Budget Yes No
- Progress Report (for supplementary funding only) Yes No
- Support Cost Yes No

Provide concise summary assessment against:

One year Implementability

The project aims to secure gap funding to hire and pay essential temporary electoral staff for the August 11 2007 elections, thus the implementation time frame will be minimal.

Agency indirect support cost

The agency support cost will be based on the MoU between the MDTF Office and UNDP. 5% management cost will be charged.

General evaluation criteria at annex 2.B.

<i>General criteria for prioritising clusters</i>		
(a)	Must be in line with Sierra Leone PBF Priority Plan	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(b)	Recipient UN Organization is unable to meet high or urgent priority needs with existing level of funding.	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(c)	Need to address high priority activities that have significant impact, and by nature must address seasonal or timing imperatives and considerations.	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(d)	Supports activities that are likely to improve the overall peace building situation at national and local levels.	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>
(f)	As the improving security situation permits, activities that exploit the opportunities presented.	Yes <input checked="" type="checkbox"/> No <input type="checkbox"/>

Overall review of project submission

Recommendations

The project document has been reviewed by the Pillar Working Sub-group and Technical Working Group.

To be completed by the Steering Committee Support

6. Decision of the Sierra Leone PBF Steering Committee

- Approved for a total budget of USDS 1,598,727.36
- Approved with modification/condition
- Deferred

J. Victor Angelo
Executive Representative of the
Secretary General

Signature
Hon. Solomon E. Berewa
Vice President of the Republic of
Sierra Leone

To be completed by the MDTF Office

7. Action taken by the Executive Coordinator, MDTF Office, UNDP

- Project consistent with provisions of the UN-UNDP and UNDP-Recipient UN Organizations Memorandum of Understandings and Letter of Agreement with donors

17/7/02
.....
Date

THE PROGRAMME/PROJECT BUDGET

The budget would utilise the Standard Format* agreed by UNDG Financial Policies Working Group with necessary modifications to suit the expected PBF project activities.

Budgets could be presented in the following Atlas (UNDP financial system) compatible format.

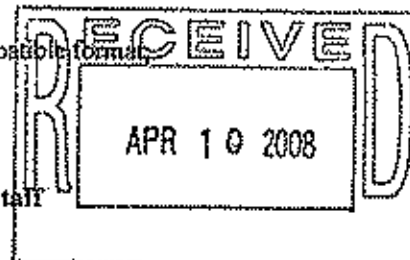
Recipient UN Organization: UNDP

Priority Area (if applicable): Democracy and Good Governance

Project Title: Support to National Elections Commission (NEC) Polling Staff

Project No.: PBF/SLE/A-1

PBF ATLAS Project No. (if applicable): 00857570



CATEGORY	ITEM	UNIT COST	NUMBER OF UNITS	TOTAL COST
1. Personnel * including staff and consultants				1,516,300.00
2. Contracts * including companies, professional services, grants				
3. Training				
4. Transport				
5. Supplies and commodities				
6. Equipment				
7. Travel				
8. Miscellaneous				6,297.50
Sub-total				
9. Agency Management Support**				76,129.90
TOTAL				1,598,727.36

76,129.90

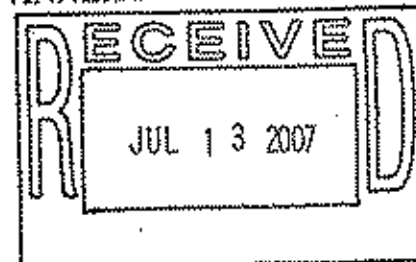
* The Standard Financial Report that has been reviewed with the UNDG Financial Policies Working Group.

Title: Deputy Resident Representative

Date: 10 April 2008



SIERRA LEONE PEACEBUILDING FUND PROJECT DOCUMENT COVER SHEET



Participating UN Organisation:	United Nations Development Programme (UNDP)
Project Manager: The project will be managed by a Joint Steering Committee chaired by the NEC and UNDP. Fiduciary responsibility lies with UNDP. Address: 76 UNDP Wilkinson Road, Telephone: 232 22 231 311 E-mail:	Name: Address: Telephone: E-mail:
Project Title: NEC Polling Staff support Project Number:	Project Location: Nation wide
Project Description: This project aims to secure gap funding for NEC to enable the institution provide the required logistical preparation for the conduct of a credible and transparent nation wide parliamentary and presidential elections in an atmosphere of tranquillity.	Total Project Cost: USDS 1,598,727.36 PBF: USDS 1,598,727.36 Government Input: Other: Total: USDS1,598,727.36 Project Duration: 3 (Three) Months
Development Goal and Key Immediate Objectives: The gap funding project aims to increase NEC's operational capacity to conduct credible presidential and parliamentary elections on 11 August 2007, and a presidential run-off should it be necessary within a serene atmosphere, and thus help to consolidate the hard won peace and stability of the country which provides a conducive atmosphere for a smooth transition from the current government to the next.	
Outputs and Key Activities: Specific objectives are: 1) ensure adequate preparations for the parliamentary and presidential elections put in place well in time and 2) hire and remunerate electoral support staff under the following categories: 1,943 polling centre managers, 5,402 polling station presiding officers, 773 polling station presiding officers/centre managers, 6,175 voter identification officers, 18, 525 polling support staff (including ballot issuers, ballot box controllers and polling station queue controllers), and 4,442 polling centre queue controllers hired and remunerated 3) to eliminate the tendency for jeopardizing the peace consolidation process and stability of the country.	
Steering Committee Support Office Review Date 3 July 2007 Steering Committee Approval Date: 10 July 2007	

On behalf of:

NEC

UNDP

Co-Chair PBF SC

Co-Chair PBF SC

Signature

Date

Name/Title

12/7/07

CHRISTIANA THORPE C EC

12/07/07

Graham Chipande

12-07-07

JOHN BENJAMIN MOR

13 Jul 07

J. V. ANIELLO

Appendix B: The Logical Framework

Situation Analysis and Project Rationale

1. Sierra Leone's second post-conflict presidential and parliamentary elections are scheduled for 11 August 2007. It is widely agreed that these elections will be a milestone in the peace consolidation process in Sierra Leone. As such, it is of the utmost importance to ensure that the elections are democratic and credible, and that their results are accepted by all parties concerned. "Second-generation" post-conflict elections such as this one, while fundamental in the consolidation of peace and democratic transition are also extremely fragile, and the current context in Sierra Leone is no exception. These are watershed elections in many ways: they will be the first elections to be organized following the departure of the peacekeeping mission; they will also signal the first transfer of power from one democratically elected president to another and they will be the first elections to be wholly organized by the Sierra Leonean themselves, without massive support from international community. All of these factors give a special importance to the elections, and highlight that the process is much more than just a routine election of national representatives and president – it is a substantial building block in the consolidation of a peaceful and democratic state.

2. The National Electoral Commission (NEC), although a new body, is viewed as independent and credible by all parties, and has enjoyed support from the international community. It has also organized a highly successful voter registration exercise, a first important phase of the electoral process which the UN Secretary-General commended as a "remarkable success". There are also a number of positive political developments in Sierra Leone such as the openness of the political space, media freedom, and freedoms of speech and association. While preparations for the July elections are on schedule and proceeding without major hurdles, as reflected in the successfully completed voter registration exercise, the difficulties inherent in such an undertaking should not be minimized. In fact, these national elections are poised to present significant challenges for the electoral authorities, political parties and general electorate for a variety of reasons, whether political, social, logistical or operational. One of the biggest challenges in the context of the upcoming elections is that the positive political developments mentioned above have not been matched by progress in the economic and social spheres. Whereas the 2002 Sierra Leone elections were largely about "voting for peace", the 2007 elections are a referendum on the government's capacity to deliver peace dividends, which translates in a tense political context, tight electoral race, and a general climate of mistrust. Democracy and elections are still relatively new to Sierra Leone, and there is a clear need to consolidate electoral culture and practice by all stakeholders, in particular political parties; the problems related to unrealistic expectations pose doubts as to the capacity of parties to accept the results in a peaceful manner. In fact, there is concern as to how the results of the elections will be accepted by the contestants, and their supporters. All presidential contenders seem confident of their electoral victory. It is likely that some of those who are not elected will contest the validity of the electoral results. Besides difficulties associated with the election are possible disputes over election results, other sources of concern include perceptions of possible abuse of incumbency power, the perceptions of undue influence by Paramount Chiefs, and possible youth mobilization for violence.

3. Operationally, the August elections face many challenges. These elections signify a return to parliamentary representation based on individual constituencies, with important implications in the preparation and the mechanics of the poll. As mentioned, these will be the first election to be organized by Sierra Leonean institutions, without massive, and wide-ranging direct involvement of the international community. Despite its political credibility, the NEC is a newly restructured electoral commission, with brand-new, inexperienced electoral officers and with as yet weak operational capacity. The challenges of having to produce a credible election under an extremely tight timeframe, where NEC has to simultaneously build-up its operational and technical capacity and prepare the electoral event, with limited infrastructure and inadequate resources, are further complicated by the fact that, because of constitutional constraints, it is forced to conduct the poll in the middle of the rainy season.

4. The role of the elections as a fundamental step in the peace-consolidation process underlines the importance that the elections be conducted in a credible manner, not just in a transparent, non-partial manner, but also taking care that the process be (and be perceived as being) as inclusive and as participatory as possible, with as level a playing field as possible. There are a number of initiatives already being undertaken by the government of Sierra Leone with support from the UN and other partners, with a view to build public confidence in the process and reduce the risks mentioned: there is regular dialogue among all party leaders and members and the electoral institutions, a Code of Conduct for Political Parties was adopted and there are mechanisms in place to monitor its implementation at regional and district levels, and a Code of Conduct for the Media has also been approved and widely disseminated. The creation and strengthening of electoral dispute mechanisms in order to address electoral complaints is also a welcome development. It highlights the fact that "electoral preparations should not be limited to the day of the elections but should also anticipate possible post-election challenges." Given lessons learned from the 2002 elections in Sierra Leone particular attention is being paid to security concerns and the role of the media especially community radio stations. A National Security Council Coordination mechanism has been set up to ensure adequate security for the election.

5. Nevertheless, a priority in ensuring that the elections are successful is the strengthening of the electoral authorities, in particular NEC. As such, there is a need to ensure respect and cooperation to the electoral commission, both at national and district levels. One of the strongest guarantees of the integrity and credibility of the electoral process (and the acceptability of the results) is the fact that the electoral authorities be credible as well, conducting their work in an efficient, transparent and impartial manner. In this light, the independence, both real and perceived, of the electoral authorities, is essential. Just as important is that the electoral commission delivers a "good" election. The international community and the UN have been deeply committed to doing, from their side, what is necessary to support the NEC and its work.

6. Due to the restructuring of the NEC since the 2004 elections, most of the current NEC staff are new, with very little practical electoral operational experience. In this regard, the National Electoral Commission has accepted an international technical assistance package that put in place an experienced team of international electoral experts, coordinated by the United Nations, to support the operational capacity of the Commission. UN support to the electoral process also includes the channeling of donor

contributions in the electoral basket-fund (funding is provided by the European Commission, the United Kingdom, Ireland, UNDP, Denmark and Japan) and the provision of equipment and electoral goods and services to NEC. Additionally, the UNDP managed electoral basket-fund has also provided support to the Political Party Registration Commission (PPRC), all support requested by the security forces for its first phase of support to the electoral process (the voter registration exercise) and work is ongoing on the definition of requirements for the next phases. Additionally, the basket-fund has also financed the review and amendment process of the election petition rules and discussions are ongoing on the modalities for supporting the establishment of the electoral offences courts.

7. The international assistance to NEC helped ensure that the Commission was able to organize the voter registration exercise in a very successful manner, which bodes well for the polling phase. Nevertheless, it is necessary to be aware of the challenges ahead. Although voter registration started as scheduled, the actual commencement date was postponed a number of times before a final decision was made on the date and consequently the period between the voter registration process and polling was reduced to a minimum. Both legally and operationally there is therefore very little flexibility in the timeline for the polling, to be conducted on a particular day in the middle of the rainy season.

8. It is in this context that the current difficult financial situation of NEC has become a serious cause for concern. The funding arrangement contemplates two-thirds of the resources funded internationally by the electoral basket-fund and one third from the Government of Sierra Leone (GoSL). While in the early stages the contributions of GoSL were made on time, the difficult financial situation of the state has meant that state funding has been slow and incomplete. The NEC has presented to government a "polling budget" for the months of June, July, August and September of 2007 for Le 9,498,976,018; of this quantity, Le 4,270,350,000 (less than half the budget) represent alone the costs required to hire the ad hoc staff for polling day (including the payment of staff for a possible presidential run-off). So far, no disbursements from government have gone towards meeting this financial requirement, and the Ministry of Finance informed NEC that probably only half that amount would be available, without a timeline for disbursements. The delay in the government disbursements already had negative effects in the preparation of registration. The NEC was forced to "cut corners", which resulted in some operational hiccups that, fortunately, were able to be corrected during the course of the exercise. Equally, the availability of all the required resources for registration was not assured until the very last moment; while any delay could have caused serious political problems the nature of the operation would have allowed some operational flexibility in terms of the timeline – such flexibility is not possible for polling, either politically or operationally.

9. The financial constraints from the incapacity of the GoSL to fulfil its share of the funding in a timely and systematic manner are already having negative effects on the preparation for polling. On one side, NEC is asking the basket-fund to pay for goods and services that they were to fund through government resources. Often this creates problems as the procurement of the goods and services have not been contemplated by the basket-fund and procedural issues ensue. Additionally, this situation risks creating a substantial gap in the international funds which are earmarked for the provision of

essential polling material. More importantly, because of their financial limitations, NEC is forced to make decisions that could severely impact the quality of the elections. Laying-off essential field staff, for example, or reducing the training period, could result in insufficient field preparations and poor performance of polling staff. This would in turn compromise the credibility of the process, create an environment where results can be easily contested and risk the consolidation of peace and stability in the country.

10. One of the biggest obligations of NEC is the funding of its staff. As in any other electoral management body, there is a relatively small permanent staff that is complemented by a large temporary and ad-hoc staff hired specifically for the electoral event. In this case, the temporary staff are in charge of making the necessary final field preparations for polling are the 274 election constituency monitors (ECMs), working two in a team in most constituencies (larger teams in large constituencies). The work of the ECMs in the month of the election is absolutely essential, both prior to, during and after polling day. The ad-hoc polling-staff, on the other hand, need to be hired for a short period of time, usually a few days, to allow for adequate training and finalization of field preparations at each polling location. These polling staff are also responsible for the receipt and retrieval of the sensitive polling material. In previous elections, the international community had, through UNDP, paid the polling staff. Nevertheless, it had been agreed that this time all electoral personnel, including ad hoc staff, should be paid with government funds. Given the delays of state funding, serious problems could occur should NEC not have the necessary funds to hire and pay the polling staff. Moreover, the uncertainty of funding will continue to push the NEC to "cut corners" and eventually compromise the quality of the poll.

11. The current project is therefore designed to alleviate NEC's financial pressures and fill an immediate gap in their funding, to ensure on one hand that polling day goes on smoothly and, on the other hand, that the electoral commission is not put into a situation where financial uncertainty will result in decisions that could damage the quality of the process and compromise the acceptability of the results, with a direct impact on peace and stability in the country.

3. Project Outputs and Outcomes

12. The objective of the project is to improve the operational capacity of the National Electoral Commission to prepare and conduct credible presidential and parliamentary elections on 11 August 2008, and a presidential run-off should it be necessary.

13. To achieve this objective, the project will consist of the timely payment for all the 274 ECMs and for the ad-hoc polling staff that will man the polling centers and stations throughout the country. These include 1,943 polling center managers, 5,402 polling station presiding officers, 773 polling station presiding officers/center managers, 6,175 voter identification officers, 18, 525 ballot issuers, ballot box controllers, polling station queue controllers, and 4,442 polling center queue controllers. In total, its 37,260 polling staff personnel (detailed staffing tables are available in the budget excel annexes).

14. Guarantecing timely payment of the ECMs during the electoral month is an important safe-guard in the polling preparations, including training, finalization of distribution plans and preparations of polling locations. None of the planning work

conducted earlier will have any sense if the field preparations are not undertaken in a timely manner. On the other hand, the payment of the ad-hoc of polling staff needs to guarantee that the personnel is available for enough days to allow for sufficient training, field preparations in the adaptation and preparation of the polling locations and reception and retrieval of polling material. In this regard, polling center managers and polling station presiding officers are required to be at NEC's disposal for a couple more days than the purely clerical staff. Finally, a presidential run-off has to be factored in the calculations, in case it is required. The run-off would take place on or about 6 September.

15. Beyond the obvious need to guarantee polling field preparations, man the polling centers and stations with trained personnel, the project is also intended to alleviate the pressure from NEC due to its uncertain government financing and allow for better preparations that will ultimately deliver the Commission to produce a better quality election.

16. These elections are part of a larger process of consolidation of electoral institutions and practices in Sierra Leone, designed to restore civilian trust in the electoral authorities and strengthen the institution as a contributor to democratic governance, reinforcing peace and stability in the country.

4. Implementation Arrangements

17. The project will be managed within the existing framework of the Basket-fund Steering Committee between the NEC, UNIOSIL, and the electoral donors. This Steering Committee will be responsible for authorizing any changes to the project outputs.

18. The project will be executed by UNDP. UNDP will hold fiduciary responsibility, including fund management. As such, UNDP will work with NEC on establishing a payment strategy that is efficient and timely and guarantees transparency. Such a strategy will very likely mirror the payment of voter registration staff, which went smoothly and for which good records were created. Funds for payment of VR staff in all districts were initially transferred to district bank accounts. The NEC district electoral officers (DEOs) in the various districts effected this payment with the assistance of the field monitors (ECMs). The payments were distributed according to constituency, and handed out at the same locations where the staff received training (one per constituency).

5. Sustainability of outputs

19. This project is conceived as a bridging-support to the electoral process, constituting a gap-filling response to an immediate need to hold credible and peaceful elections in the face of a national financial crisis. It complements the donor funded initiatives in supporting the Sierra Leonean electoral authorities to organize and conduct credible elections. Together, PBF assistance through this project and donor funding respond to a severe budget deficiency at the national level.

20. In this context, it is expected that future electoral operations, including the preparation and conduct of the 2008 local government elections will be covered by additional donor support and increasing national revenues as the country improves its economic and budgetary performance.

21. It will be important to ensure that national budgets, starting in 2008, include appropriate allocations to the National Electoral Commission, including its running costs and those associated to the electoral event to be held in the first half of the year (local government elections).

6. Monitoring and Evaluation

22. Monitoring and evaluation of this project's output and outcomes will be undertaken within the framework of the Electoral Reform Support Project and will be the responsibility of the project's Steering Committee.

23. Progress and final reports will be established and delivered in accordance with Peace Building Fund requirements, as specified in the Memorandum of Understanding signed between UNDP and the PBF Administrating Agent upon approval of this request by the PBF Steering Committee.

24. Monitoring and evaluation of project outcomes will pay specific attention to the following issues:

- Efficiency and timeliness in the payment of ECMs and polling staff
- Impact on polling preparations by NEC
- Perception of polling day from the public

7. Assumptions and Risks

25. The project's primary success factor is the ability to pay the 274 ECMs and the 37,260 polling staff in a timely fashion, as detailed in the project budget.

26. The holding of successful elections will have a clear impact in the credibility of the electoral process and electoral institutions. Nevertheless, the electoral institutions will need to strengthen its public trust by immediately preparing the very technically difficult and politically sensitive local government elections, scheduled for May 2008. This new electoral process will be fundamental in consolidating electoral practices and institutions, involving not just electoral staff, but all other stakeholders, including political parties, media and the public as a whole.

27. By holding an election that is credible and meets international standards, the NEC will have gone a long way in supporting the peace-building process. Nevertheless, acceptability of the results, the measure of successful elections, does not depend exclusively on the work of the electoral administration. In particular, political parties and their leaders who lose the electoral race need to learn to accept defeat and form a creative opposition and the winners need to learn access power with a tolerant and inclusive attitude, and exercise their powers following the practices of good governance.

28. This project is also based on the assumption that the consolidation of electoral institutions and practices continues on all fronts. Capacity-building for all stakeholders should be maintained, for both the local government elections period and beyond, looking at the 2012 elections. If this assumption fails to materialize, the risk is that a successful election will fail to strengthen democratic governance in the country. Finally, in the long run, the sustainability of the project's outputs depends on the availability of sufficient

government revenues to cover the NEC's running and operational budget.

Project Results and Resources Framework

Intended Outcome: A successful credible Parliamentary and Presidential elections held

Outcome Indicators:

- Orderly polling day for general elections
- Increased operational capacity of the National Electoral Commission
- Enhanced credibility of the electoral process with direct impact on security and stability

Project Title: NEC Polling Staff support

Expected Outputs	Output Indicators	Key Activities	Timeframe				Responsible Party	Planned Budget	
			Q 1	Q 2	Q 3	Q 4		Source of Fund	Amount (\$)
Electoral/Polling support staff recruited and remunerated	1,943 Polling center managers 5,402 presiding officers 773 polling center managers 6,175 voter identification officers 18,525 ballot issuers, ballot box controllers, polling station queue controllers 4,442 polling center queue controllers recruited	Recruit and pay electoral/polling support staff			X		NEC, PPRC, CSOs, NGOs, CBOs	PBF	1,522,597.50 +5% IC

STAFF REQUIREMENTS - 2007 SIERRA LEONE PARLIAMENTARY, PRESIDENTIAL AND RUN-OFF ELECTIONS				
No.		Quantity	Total Cost(Le)	Total Cost (US\$)
1	Personnel: Presidential and Parliamentary			
	Election Constituency Monitors (ECMs)	274	164,400,000	54,800.00
	Polling Staff Payments	37,260	2,373,924,000	791,308.00
2	Personnel: Run-Off Election			
	Polling Staff Payments	37,260	1,896,426,000	632,142.00
	Sub-Total (Personnel Cost)		4,434,750,000	1,478,250.00
3	Miscellaneous: Bank Transfer Charges: 3% of total personnel cost		133,042,500	44,347.50
	Sub-Total (Personnel and Miscellaneous)		4,567,792,500	1,522,597.50
4	UNDP Management Costs (5%)		228,389,625	76,129.86
5	Total Budget		4,796,182,125	1,598,727.36

PbPP Area: Democratic governance

Expected Outcome(s)/Indicator (s):

- Orderly polling day for general elections
- Increased operational capacity of the National Electoral Commission
- Enhanced credibility of the electoral process with direct impact on security and stability

Expected Output: Total Direct Beneficiaries – 274 NEC election constituency monitors and 37,260 NEC ad-hoc polling staff

One-time payment for 274 election constituency monitors and 37,260 polling staff to be hired by NEC for the holding of the general election on 11 August 2007 and, if required, for a presidential run-off two weeks after the announcement of results.

Implementing Partner: NEC, UNDP, and UNIOSIL.

Responsible Parties: UNDP, UNIOSIL.

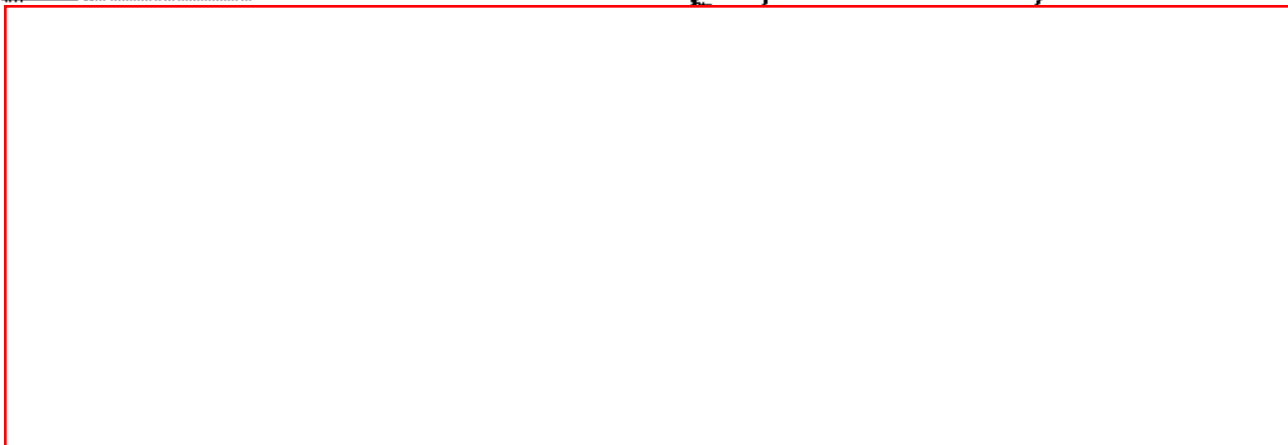
The parliamentary and presidential elections scheduled for 11 August 2007 are seen as a crucial step in the consolidation of the peace process. The responsibility for organizing and conducting the elections rests on the National Electoral Commission, NEC, a newly established institution. In this endeavor, the NEC has received substantial assistance from the international community under UN coordination; in particular, an electoral basket-fund was established, funded by the European Commission, the United Kingdom, Ireland, Denmark, Japan and UNDP; the basket-fund, under UNDP management, supports the provision of electoral goods and services and much needed technical assistance.

The financial constraints of NEC given the lack of systematic government funding are having clearly negative effects on the organization of the election. NEC is forced to ask the basket-fund to pay for goods and services that were to be funded by the GoSL – this situation risks creating a substantial gap in the international funds. More importantly, because of their financial limitations, NEC has to make decisions that could severely impact the quality of the elections. This would in turn compromise the credibility of the process, create an environment where results can be easily contested and risk the consolidation of peace and stability in the country.

This project seeks to provide bridging funding to NEC to cover the payment of essential temporary electoral staff for polling, easing the financial pressure during preparations of the poll and ensuring smooth running of polling day.

Programme Period: 6 (six) weeks
Programme Component: Payment of staff
Project Title: Bridge-support for the general elections
Project ID:
Project Duration: 6 (six) weeks
Management Arrangement: The project will be managed by a Joint Steering Committee chaired by the NEC and UNDP. Fiduciary responsibility lies with UNDP.

Total Budget	USDS 1,598,727.36
Allocated resources:	
• Government	_____
• Regular	_____
• In kind contributions	_____
• PBF	USDS 1,598,727.36
Unfunded budget:	_____



2. Situation Analysis and Project Rationale

1. Sierra Leone's second post-conflict presidential and parliamentary elections are scheduled for 11 August 2007. It is widely agreed that these elections will be a milestone in the peace consolidation process in Sierra Leone. As such, it is of the utmost importance to ensure that the elections are democratic and credible, and that their results are accepted by all parties concerned. "Second-generation" post-conflict elections such as this one, while fundamental in the consolidation of peace and democratic transition, are also extremely fragile, and the current context in Sierra Leone is no exception. These are watershed elections in many ways: they will be the first elections to be organized following the departure of the peacekeeping mission; they will also signal the first transfer of power from one democratically elected president to another and they will be the first elections to be wholly organized by the Sierra Leoneans themselves, without massive support from international community. All of these factors give a special importance to the elections, and highlight that the process is much more than just a routine election of national representatives and president – it is a substantial building block in the consolidation of a peaceful and democratic state.

2. The National Electoral Commission (NEC), although a new body, is viewed as independent and credible by all parties, and has enjoyed support from the international community. It has also organized a highly successful voter registration exercise, a first important phase of the electoral process which the UN Secretary-General commended as a "remarkable success". There are also a number of positive political developments in Sierra Leone such as the openness of the political space, media freedom, and freedoms of speech and association. While preparations for the July elections are on schedule and proceeding without major hurdles, as reflected in the successfully completed voter registration exercise, the difficulties inherent in such an undertaking should not be minimized. In fact, these national elections are poised to present significant challenges for the electoral authorities, political parties and general electorate for a variety of reasons, whether political, social, logistical or operational. One of the biggest challenges in the context of the upcoming elections is that the positive political developments mentioned above have not been matched by progress in the economic and social spheres. Whereas the 2002 Sierra Leone elections were largely about "voting for peace", the 2007 elections are a referendum on the government's capacity to deliver peace dividends, which translates in a tense political context, tight electoral race, and a general climate of mistrust. Democracy and elections are still relatively new to Sierra Leone, and there is a clear need to consolidate electoral culture and practice by all stakeholders, in particular political parties; the problems related to unrealistic expectations pose doubts as to the capacity of parties to accept the results in a peaceful manner. In fact, there is concern as to how the results of the elections will be accepted by the contestants, and their supporters. All presidential contenders seem confident of their electoral victory. It is likely that some of those who are not elected will contest the validity of the electoral results. Besides difficulties associated with the election are possible disputes over election results, other sources of concern include perceptions of possible abuse of incumbency power, the perceptions of undue influence by Paramount Chiefs, and possible youth mobilization for violence.

3. Operationally, the August elections face many challenges. These elections signify a return to parliamentary representation based on individual constituencies, with important implications in the preparation and the mechanics of the poll. As mentioned, these will be the first election to be organized by Sierra Leonean institutions, without massive, and wide-ranging direct involvement of the international community. Despite its political credibility, the NEC is a newly restructured electoral commission, with brand-new, inexperienced electoral officers and with as yet weak operational capacity. The challenges of having to produce a credible election under an extremely tight timeframe, where NEC has to simultaneously build-up its operational and technical capacity and prepare the electoral event, with limited infrastructure and inadequate resources, are further complicated by the fact that, because of constitutional constraints, it is forced to conduct the poll in the middle of the rainy season.

4. The role of the elections as a fundamental step in the peace-consolidation process underlines the importance that the elections be conducted in a credible manner, not just in a transparent, non-partial manner, but also taking care that the process be (and be perceived as being) as inclusive and as participatory as possible, with as level a playing field as possible. There are a number of initiatives already being undertaken by the government of Sierra Leone with support from the UN and other partners, with a view to build public confidence in the process and reduce the risks mentioned: there is regular dialogue among all party leaders and members and the electoral institutions, a Code of Conduct for Political Parties was adopted and there are mechanisms in place to monitor its implementation at regional and district levels, and a Code of Conduct for the Media has also been approved and widely disseminated. The creation and strengthening of electoral dispute mechanisms in order to address electoral complaints is also a welcome development. It highlights the fact that "electoral preparations should not be limited to the day of the elections but should also anticipate possible post-election challenges." Given lessons learned from the 2002 elections in Sierra Leone particular attention is being paid to security concerns and the role of the media especially community radio stations. A National Security Council Coordination mechanism has been set up to ensure adequate security for the election.

5. Nevertheless, a priority in ensuring that the elections are successful is the strengthening of the electoral authorities, in particular NEC. As such, there is a need to ensure respect and cooperation to the electoral commission, both at national and district levels. One of the strongest guarantees of the integrity and credibility of the electoral process (and the acceptability of the results) is the fact that the electoral authorities be credible as well, conducting their work in an efficient, transparent and impartial manner. In this light, the independence, both real and perceived, of the electoral authorities, is essential. Just as important is that the electoral commission delivers a "good" election. The international community and the UN have been deeply committed to doing, from their side, what is necessary to support the NEC and its work.

6. Due to the restructuring of the NEC since the 2004 elections, most of the current NEC staff are new, with very little practical electoral operational experience. In this regard, the

National Electoral Commission has accepted an international technical assistance package that put in place an experienced team of international electoral experts, coordinated by the United Nations, to support the operational capacity of the Commission. UN support to the electoral process also includes the channeling of donor contributions in the electoral basket-fund (funding is provided by the European Commission, the United Kingdom, Ireland, UNDP, Denmark and Japan) and the provision of equipment and electoral goods and services to NEC. Additionally, the UNDP managed electoral basket-fund has also provided support to the Political Party Registration Commission (PPRC), all support requested by the security forces for its first phase of support to the electoral process (the voter registration exercise) and work is ongoing on the definition of requirements for the next phases. Additionally, the basket-fund has also financed the review and amendment process of the election petition rules and discussions are ongoing on the modalities for supporting the establishment of the electoral offences courts.

7. The international assistance to NEC helped ensure that the Commission was able to organize the voter registration exercise in a very successful manner, which bodes well for the polling phase. Nevertheless, it is necessary to be aware of the challenges ahead. Although voter registration started as scheduled, the actual commencement date was postponed a number of times before a final decision was made on the date and consequently the period between the voter registration process and polling was reduced to a minimum. Both legally and operationally there is therefore very little flexibility in the timeline for the polling, to be conducted on a particular day in the middle of the rainy season.

8. It is in this context that the current difficult financial situation of NEC has become a serious cause for concern. The funding arrangement contemplates two-thirds of the resources funded internationally by the electoral basket-fund and one third from the Government of Sierra Leone (GoSL). While in the early stages the contributions of GoSL were made on time, the difficult financial situation of the state has meant that state funding has been slow and incomplete. The NEC has presented to government a "polling budget" for the months of June, July, August and September of 2007 for Le 9,498,976,018; of this quantity, Le 4,270,350,000 (less than half the budget) represent alone the costs required to hire the ad hoc staff for polling day (including the payment of staff for a possible presidential run-off). So far, no disbursements from government have gone towards meeting this financial requirement, and the Ministry of Finance informed NEC that probably only half that amount would be available, without a timeline for disbursements. The delay in the government disbursements already had negative effects in the preparation of registration. The NEC was forced to "cut corners", which resulted in some operational hiccups that, fortunately, were able to be corrected during the course of the exercise. Equally, the availability of all the required resources for registration was not assured until the very last moment; while any delay could have caused serious political problems the nature of the operation would have allowed some operational flexibility in terms of the timeline – such flexibility is not possible for polling, either politically or operationally.

9. The financial constraints from the incapacity of the GoSL to fulfill its share of the funding in a timely and systematic manner are already having negative effects on the preparation for polling. On one side, NEC is asking the basket-fund to pay for goods and services that they were to fund through government resources. Often this creates problems as the procurement of the goods and services have not been contemplated by the basket-fund and procedural issues ensue. Additionally, this situation risks creating a substantial gap in the international funds which are earmarked for the provision of essential polling material. More importantly, because of their financial limitations, NEC is forced to make decisions that could severely impact the quality of the elections. Laying-off essential field staff, for example, or reducing the training period, could result in insufficient field preparations and poor performance of polling staff. This would in turn compromise the credibility of the process, create an environment where results can be easily contested and risk the consolidation of peace and stability in the country.

10. One of the biggest obligations of NEC is the funding of its staff. As in any other electoral management body, there is a relatively small permanent staff that is complemented by a large temporary and ad-hoc staff hired specifically for the electoral event. In this case, the temporary staff are in charge of making the necessary final field preparations for polling are the 274 election constituency monitors (ECMs), working two in a team in most constituencies (larger teams in large constituencies). The work of the ECMs in the month of the election is absolutely essential, both prior to, during and after polling day. The ad-hoc polling-staff, on the other hand, need to be hired for a short period of time, usually a few days, to allow for adequate training and finalization of field preparations at each polling location. These polling staff are also responsible for the receipt and retrieval of the sensitive polling material. In previous elections, the international community had, through UNDP, paid the polling staff. Nevertheless, it had been agreed that this time all electoral personnel, including ad hoc staff, should be paid with government funds. Given the delays of state funding, serious problems could occur should NEC not have the necessary funds to hire and pay the polling staff. Moreover, the uncertainty of funding will continue to push the NEC to "cut corners" and eventually compromise the quality of the poll.

11. The current project is therefore designed to alleviate NEC's financial pressures and fill an immediate gap in their funding, to ensure on one hand that polling day goes on smoothly and, on the other hand, that the electoral commission is not put into a situation where financial uncertainty will result in decisions that could damage the quality of the process and compromise the acceptability of the results, with a direct impact on peace and stability in the country.

3. Project Outputs and Outcomes

12. The objective of the project is to improve the operational capacity of the National Electoral Commission to prepare and conduct credible presidential and parliamentary elections on 11 August 2008, and a presidential run-off should it be necessary.

13. To achieve this objective, the project will consist of the timely payment for all the

274 ECMs and for the ad-hoc polling staff that will man the polling centers and stations throughout the country. These include 1,943 polling center managers, 5,402 polling station presiding officers, 773 polling station presiding officers/center managers, 6,175 voter identification officers, 18, 525 ballot issuers, ballot box controllers, polling station queue controllers, and 4,442 polling center queue controllers. In total, it's 37,260 polling staff personnel (detailed staffing tables are available in the budget excel annexes).

14. Guaranteeing timely payment of the ECMs during the electoral month is an important safe-guard in the polling preparations, including training, finalization of distribution plans and preparations of polling locations. None of the planning work conducted earlier will have any sense if the field preparations are not undertaken in a timely manner. On the other hand, the payment of the ad-hoc of polling staff needs to guarantee that the personnel is available for enough days to allow for sufficient training, field preparations in the adaptation and preparation of the polling locations and reception and retrieval of polling material. In this regard, polling center managers and polling station presiding officers are required to be at NEC's disposal for a couple more days than the purely clerical staff. Finally, a presidential run-off has to be factored in the calculations, in case it is required. The run-off would take place on or about 6 September.

15. Beyond the obvious need to guarantee polling field preparations, man the polling centers and stations with trained personnel, the project is also intended to alleviate the pressure from NEC due to its uncertain government financing and allow for better preparations that will ultimately deliver the Commission to produce a better quality election.

16. These elections are part of a larger process of consolidation of electoral institutions and practices in Sierra Leone, designed to restore civilian trust in the electoral authorities and strengthen the institution as a contributor to democratic governance, reinforcing peace and stability in the country.

4. Implementation Arrangements

17. The project will be managed within the existing framework of the Basket-fund Steering Committee between the NEC, UNIOSIL, and the electoral donors. This Steering Committee will be responsible for authorizing any changes to the project outputs.

18. The project will be executed by UNDP. UNDP will hold fiduciary responsibility, including fund management. As such, UNDP will work with NEC on establishing a payment strategy that is efficient and timely and guarantees transparency. Such a strategy will very likely mirror the payment of voter registration staff, which went smoothly and for which good records were created. Funds for payment of VR staff in all districts were initially transferred to district bank accounts. The NEC district electoral officers (DEOs) in the various districts effected this payment with the assistance of the field monitors (ECMs). The payments were distributed according to constituency, and handed out at the same locations where the staff received training (one per constituency).

5. Sustainability of outputs

19. This project is conceived as a bridging-support to the electoral process, constituting a gap-filling response to an immediate need to hold credible and peaceful elections in the face of a national financial crisis. It complements the donor funded initiatives in supporting the Sierra Leonean electoral authorities to organize and conduct credible elections. Together, PBF assistance through this project and donor funding respond to a severe budget deficiency at the national level.

20. In this context, it is expected that future electoral operations, including the preparation and conduct of the 2008 local government elections will be covered by additional donor support and increasing national revenues as the country improves its economic and budgetary performance.

21. It will be important to ensure that national budgets, starting in 2008, include appropriate allocations to the National Electoral Commission, including its running costs and those associated to the electoral event to be held in the first half of the year (local government elections).

6. Monitoring and Evaluation

22. Monitoring and evaluation of this project's output and outcomes will be undertaken within the framework of the Electoral Reform Support Project and will be the responsibility of the project's Steering Committee.

23. Progress and final reports will be established and delivered in accordance with Peacebuilding Fund requirements, as specified in the Memorandum of Understanding signed between UNDP and the PBF Administrating Agent upon approval of this request by the PBF Steering Committee.

24. Monitoring and evaluation of project outcomes will pay specific attention to the following issues:

- Efficiency and timeliness in the payment of ECMs and polling staff
- Impact on polling preparations by NEC
- Perception of polling day from the public

7. Assumptions and Risks

25. The project's primary success factor is the ability to pay the 274 ECMs and the 37,260 polling staff in a timely fashion, as detailed in the project budget.

26. The holding of successful elections will have a clear impact in the credibility of the electoral process and electoral institutions. Nevertheless, the electoral institutions will need to strengthen its public trust by immediately preparing the very technically difficult and politically sensitive local government elections, scheduled for May 2008. This new electoral process will be fundamental in consolidating electoral practices and institutions, involving not just electoral staff, but all other stakeholders, including political parties,

media and the public as a whole.

27. By holding an election that is credible and meets international standards, the NEC will have gone a long way in supporting the peace-building process. Nevertheless, acceptability of the results, the measure of successful elections, does not depend exclusively on the work of the electoral administration. In particular, political parties and their leaders who lose the electoral race need to learn to accept defeat and form a creative opposition and the winners need to learn access power with a tolerant and inclusive attitude, and exercise their powers following the practices of good governance.

28. This project is also based on the assumption that the consolidation of electoral institutions and practices continues on all fronts. Capacity-building for all stakeholders should be maintained, for both the local government elections period and beyond, looking at the 2012 elections. If this assumption fails to materialize, the risk is that a successful election will fail to strengthen democratic governance in the country. Finally, in the long run, the sustainability of the project's outputs depends on the availability of sufficient government revenues to cover the NEC's running and operational budget.

BUDGET
National Election Commission (NEC) Polling Staff Support

CATEGORY	ITEM	UNIT COST	NUMBER OF UNITS	TOTAL COST
1. Personnel				1,478,250.00
•	including staff and consultants			
2. Contracts				
•	including companies, professional services, grants			
3. Training				
4. Transport				
5. Supplies and commodities				
6. Equipment				
7. Travel				
8. Miscellaneous				44,347.50
9. Agency Management Support** 5%				76,129.86
TOTAL				1,598,727.36

76,129.86
1,598,727.36