

Logframe

Objectives	Measurable Indicators	Means of Verification	Important Assumptions
<p>Development Objectives</p> <p>To provide a range of support services, electoral expertise and assistance to facilitate the success of the January 2005 Iraqi elections</p>	<p>Success of electoral observation process and in particular of those observation groups assisted by the project through its partner organisations</p>	<p>Feedback from partner organisations in terms of report, internet feedback and other means</p>	<p>Rapid deployment and establishment of office unit in Amman, Jordan</p> <p>Rapid and timely mobilisation and access to required resources</p> <p>Concentrate on electoral observation assistance tasks, as detailed in project document and avoid dispersion of resources on additional new tasks</p> <p>Harmonious and productive working relationships with project partners – including realistic expectations on part of partners, Iraqi organisations and Iraqi public in general</p>
<p>Immediate Objectives</p> <p>To deliver the electoral assistance packages delineated in the project document</p> <p>Support UN EAD office with the electoral expertise and internet resources in Amman to permit 'real-time' two way communication between the field and Amman</p>	<p>Timely and prompt delivery of electoral observation support and assistance</p> <p>Delivery of assistance services to electoral observation groups</p> <p>Quantity of technical assistance and guidance services provided to the field</p>	<p>Reports from the Amman office and the project's partners</p> <p>Tracking of assistance services delivered to electoral observation groups</p> <p>Internet records of exchanges between the field and the Amman office</p> <p>Final report from the UN EAD</p>	<p>This project is to provide assistance to electoral observation groups inside Iraq. There will be no direct project involvement in the elections itself, as it is important to avoid any type of conflict of interest.</p>
<p>Outputs</p> <p>Provision of Electoral Observation</p>	<p>Timely recruitment of electoral experts and establishment of</p>	<p>Established office support</p> <p>Financial Reconciliation</p>	<p>The project will be able to start on the date specified – 15th December – with the required electoral</p>

Expertise	office and germane facilities in Amman.	reports produced by UNOPS	expertise personnel in place
Observation Manual	Effective usage of support materials provided to electoral observation groups	Site Hits	Accelerated procurement process through limited tendering process, according to standard procedures
Briefing Pack for National and International Observers	Number of occasions on which expertise is provided to electoral observation groups through the Amman office.	Number of requests for clarification	
Electoral Website		Observation group reports	Waivers for competitive bidding granted on a timely basis, when necessary (only on exceptional basis)
Support to Iraqi Electoral Observation Groups			
Observer Facilitation	Procurement, recruitment and delivery of electoral observation services within budget		Internet access available to electoral observation groups so can use the project website
Observer Identification Equipment			
Media Monitoring	Quantity of observation manuals and briefing packs prepared and distributed to electoral observation groups (for both in and out of country voting)		
	Active participation of electoral observation groups supported by the project		
	Media monitoring analysis of electoral campaign leading up to election		
	Monitoring of transition phase post-election		
Activities	Inputs		
1 Recruit, appoint, train and equip Electoral Expertise staff to be in place by 15 th December	UN EAD advisory management		
2. Establish and set-up office in Amman	UN EAD Project Office in Amman together with internet facilities		
3 Establishment and maintenance of project website for both public information and	UNOPS Administration, Recruitment, Financial Disbursement and Procurement services		

<p>secure 'password-protected' intranet site for UN EAD and project partners</p> <p>4. Uploading of relevant election materials to the website</p> <p>5. Set-up secure password-protected chatroom on the website for exchange of relevant up-to-date information from the field using encryption software</p> <p>6 Allocated funds distributed to accredited Iraqi electoral observation groups through umbrella network organisations</p> <p>7 Develop, print, pack and distribute observation manuals to in-country and out of country observer groups</p> <p>7. Develop, print, pack and distribute briefing packs to national and international observers</p> <p>9 Provide real time and online advice to electoral observation partners and accredited electoral observers</p> <p>10 Prepare electoral observers identification equipment and distribute to electoral organisation groups partner to the project</p> <p>11 Undertake a media monitoring campaign leading up</p>	<p>Electoral Organisation Partners</p> <p>US\$ 4,542,300 (donors via Cluster 11)</p>		
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the election and make these results publicised			
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3 Programme Justification

3.1 Background

The past 25 years of Iraqi history has been one characterised by almost incessant war and repression, which has resulted in a sustained period of stagnation. Major contributors to this period of economic decline have included the prolonged conflicts, such as the Iran-Iraq war, the invasion of Kuwait and the subsequent war, conflicts between the Iraqi army and the Kurdish people in the north of the country and the recent removal of the Saddam Hussein led regime. In addition, the severe sanctions imposed by the UN through Security Council Resolution (SCR) 661 on the 6th of August 1990 shortly after Iraq invaded Kuwait and extended by SCR 687 after the removal of Iraqi troops from Kuwait, which aimed at pressuring for Iraqi disarmament and other specific goals, have also contributed to the current low level of income, political development and educational levels in the country. While it is true that conditions in Iraq were eased to a certain extent under the UN Oil-For-Food Program (OFFP), which commenced in December 1996, there was still no formal or recognisable economy functioning in Iraq, given the country's isolation and lack of an effective and active democratic system. Furthermore, the international sanctions and the lack of contact with external bodies and institutions meant that Iraq was also unable to benefit from participating in the global arena and being exposed to the latest international political, economic and technical innovations, best practices and other developments. Moreover, given the political system in Iraq, prior to the regime change in 2003, Iraq has had no recent experience in implementing independent election processes.

Given these factors, since the collapse of the Saddam Hussein Bath-led regime, there has been a renaissance of political activities in Iraq and, by the end of November 2004, more than 200 political entities had already registered their intent to participate the upcoming elections at the end of January 2005. However, despite these facts, the actual existing outlets to participate in the political process have so far been limited. It is therefore imperative that the appropriate support and assistance is provided to the upcoming elections to enable all those wishing to take part to be able to do so in a fair, transparent and open manner.

3.2 General UN Framework for Iraq

It is the position of the UN that the current electoral undertaking, upcoming election day and pursuant transition to an Iraqi elected governmental authority are of prime importance to the Iraqi people, being, as they are, acts which represent the country's enactment of its national sovereignty. In this respect it is vital that these developments are led by the Iraqi people themselves and that the citizens of Iraqi feel that they have ownership and control of the overall process. Based on this belief the UN has adopted an approach whereby it has endeavoured to provide advice and support to the establishment of an Iraqi electoral authority, which would be able to assume overall authority and responsibility for the conducting of the forthcoming January 2005 election.

Despite the immense complexity and administrative challenges posed by the upcoming elections and the virtual absence of experience in handling 'democratic' elections of the type envisioned, it is still believed that Iraq does possess the overall resources and competencies to successfully implement the overall electoral process, albeit with substantial external 'out-of-country' support.

It is on these bases that the UN electoral involvement is being framed in order that the most appropriate technical assistance, given the particular context and needs of Iraq, might be supplied to the Iraqi electoral authority.

An example of this would be the support that has been provided by UNDP, by means of a European commission contribution, under its "*Assistance to Electoral Process in Iraq*" package, upon the request of the Iraqi Governing Council (IGC) and the Coalition Provisional Authority (CPA). Through this assistance, support was provided to the UN Electoral Assistance Division (UN EAD) to carry out a nation-wide nomination and selection process, which resulted in the appointment of Electoral Commissioners and the Chief Electoral Officer.

Alluding to this project in his 7 June 2004 address to the UN Security Council (UN SC), the UN Secretary-General (UN SG) indicated that UN electoral experts *"have worked diligently to help Iraqis lay the essential groundwork for elections"* and he continued to indicate his pleasure *"to report that the establishment of the Independent Electoral Commission of Iraq (IECI) is complete, following a country-wide nomination process"* with an agreement *"reached on the legislative framework needed for elections, including the electoral system; political parties and representation; and criteria for registration"*.

The project, being outlined in this project document, falls under the guidelines for UN involvement in Iraq. As stated in the UN strategy document:

*"Recognising the presently evolving and anticipated future circumstances leading eventually to peace and stability in Iraq, the UN system is committed to supporting the effective and efficient organisation and delivery of its humanitarian, rehabilitation, and development assistance and technical cooperation as opportunities and security conditions permit. UN assistance and technical cooperation seek to encourage, strengthen and support Iraqi authorities at all levels to exercise their leadership, managerial, co-ordination and accountability roles effectively and transparently, to empower civil society in the development of participatory processes and social capital, and to promote sound economic growth including the role of the private sector."*¹

Effective coordination of technical assistance is therefore crucial. The conduction of this project will require strict compliance by the Note of Guidance on electoral assistance established in coordination with the Department of Political Affairs of the UN Secretariat demanding that *"In the case of countries in which there is a residing SRSG, the Special Representative is responsible for overall political coordination"*, with the Electoral Assistance Division responsible for providing *"technical support to the focal point [UNDPA]² in carrying out his functions"*.

It is also important to take into account the reality that there appears to a widespread public view in Iraq, that the January 2005 elections are in fact being organised by the UN. There is a lack of awareness as to the actual UN mandate, which consists of only playing *"a lead role to advise and support"*. It is imperative, therefore, that every effort is made to increase the participation of the Iraqi people and provide assistance to the IECI to further its work in ensuring the successful enactment of these elections.

In respect of the above, it is clear that the upcoming elections at the end of January are essential in ensuring that there is the possibility of further promoting the economic and social development of Iraq and facilitating the empowerment of civil society. It is with this in mind that UN EAD has prepared this project proposal so that it might be able to provide electoral assistance and support to the election observers.

3.3 United Nations Electoral Assistance Division (UN EAD) Involvement in Iraq

UN EAD has complied strictly to the Note of Guidance on electoral assistance which was established by the Department of Political Affairs of the UN Secretariat which demands that *"In the case of countries in which there is a residing SRSG³, the Special Representative is responsible for overall political coordination"*, with the Electoral Assistance Division responsible for providing *"technical support to the focal point [UNDPA] in carrying out his functions"*.

Bearing this declaration in mind, UN EAD developed a detailed and effective concept paper to establish and promote democratic electoral processes and build sustainable capacity to manage the electoral systems and processes. The plan, laid out in this paper and submitted to Cluster 11, involved the United Nations Assistance Mission for Iraq (UNAMI) and the United Nations Country Team (UN CT) and dealt with the conditions necessary to play an effective role in supporting the

¹ A UN Strategy for Iraq, IRFFI Meeting in Abu Dhabi, 28 February 2004, p. 14

² United Nations Department of Political Affairs

³ Special Representative of the Secretary General

efforts of the people of Iraq and the IECI. It also included the active participation of all relevant UN Agencies and Programmes in the provision of advice and support on legal, institutional, technical, logistical and administrative aspects involved in organising and carrying out democratic elections.

3.4 Current Electoral Context in Iraq

At present, IECI are engaged in the process of confirming the Iraqi electoral registration system data in order to ensure that it is up-to-date, everybody who is eligible to vote has been included and that it will be operable and valid for the upcoming elections. The IECI will have full ownership of the resultant database and should thus be able to guarantee the credibility and legitimacy of the register. By conducting this voter validation in an open and transparent manner, it is envisioned that the Iraqi public will have greater confidence in the openness and transparency of the January elections.

To be able to develop such a register by applying a full registration model, it was necessary for several key infrastructure aspects to be put in place including;

- a) Recruitment and training of one Regional and 18 Governorate Electoral Officers through an IECI recruitment effort
- b) Establishment of Regional and Governorate Electoral Offices (R/GEO) and recruitment of all staff for these offices through action initiated by the IECI Chief Electoral Officer (CEO).
- c) Recruitment and training of 900 Election Officers (EO), composed of 2 EO for each of the 450 Sub-Governorate Electoral Offices)
- d) Identification and securing of approximately 6,000 registration/polling locations with each site servicing an estimated average of 2,500 voters, together with the recruitment and training of the necessary staff.
- e) All data, such as geographic information, the facility's name, contact details and so on of the Registration/Polling Centres should be imported into the voters register database by mid-December.

While these activities have been ongoing, the following have also been taking place concurrently;

- a) Recruitment of Senior Trainers in the Governorates
- b) Design of a registration procedural training programme, followed by the training of Senior Trainers in the Governorates, who will then be instrumental in implementing a cascade-training model of all other registration staff.
- c) Advertising for and recruiting of approximately 30,000 registration clerks, based on 5 clerks at each of the 6,000 registration centres, who will then receive the requisite training.
- d) Development and implementation of a public information programme to encourage Iraqis to participate and register at the newly created registration centres.
- e) Formulation and approval of the election regulations and the printing of the procedural manuals required for the registration process.
- f) Designing, printing and distribution of the registration forms, totalling at least 20 million, to the 6,000 registration centres.
- g) Devising, preparing and testing the database for the production of the voters register and obtaining a secure data centre.
- h) Procurement of equipment and material for the registration process.

The projected completion for the tasks defined above is mid-December, which will mean that the actual registration of eligible voters can commence from this period. Given that it is estimated four weeks should be allowed for registration, this process will be completed by mid-January 2005 at the earliest and there also has to be a data-entry and management process adhered to, it is clear that there are significant time pressures on the IECI to ensure that everything has been completed as well as possible to allow voting by the end of January 2005.

Supplementary to these organisational challenges, are the serious security issues, which also need to be taken into account. The opening of 6,000 voter registration centres in the timespan of a few

weeks will in and by itself create severe security risks, as opponents to the election will have the opportunity to disrupt the registration process to disrupt the whole process through assaults on these centres. This fear is further exacerbated, as many potential voter registrants have indicated in recent opinion polling, that they would not do so if there were threats of violence at the registration locations.

Moreover, the IECI staff will have the dual pressures of trying to embark on compiling and verifying full registration lists while, at the same time, being engaged in preparing for the effective management of the elections themselves.

On the basis of what has been outlined above, it is evident that the IECI and the Iraqi electoral process are in need of whatever assistance can be provided by external organisations and institutions, which have the capacity of ability to do so. On these grounds, the UN is attempting, as much as is possible given the particular context of Iraq, to provide this support. The UN EAD has developed this project to play its part in the UN's efforts to provide backing to the January 2005 elections and ensure the optimal participation of Iraqi citizens, so that the resultant administration may serve as the legitimate choice and representation of the wishes of the Iraqi people.

3.5 Importance of Monitoring Role to Iraq Elections

In order to ensure that the upcoming electoral process gains the respect and acceptance of both the Iraqi people and the international community it is crucial that the election is seen to take place in an open and transparent manner. For this reason, the effective monitoring and observation of the electoral process in Iraq will be crucial in safeguarding the integrity of the elections, exercising as it does the potential for guaranteeing the integrity of the administrative process and the unbiased participation of political entities, candidates and other indigenous interest groups.

Monitoring of an election together with the deployment of observers will assist in obtaining compliance with the legal framework and should act as a deterrent to those, who might be considering engaging in fraudulent activities. The public reporting by monitors will also serve to increase transparency and promote accountability. This monitoring process should not be limited to voter registration and/or polling but should also include an observation of the actual media process, the actions of political entity participants and other relevant actors, prior to and after the actual election day.

A list of areas, which should be covered by election monitors, would ideally include, *inter alia*, the following:

- Adequacy of legal framework, electoral procedures and preparations, and actual training provided to electoral staff
- Existence, adequacy and timely implementation of impartial complaint and adjudication procedures during the pre-electoral process
- Registration of voters/accuracy of the electoral register
- Voter information and education
- Registration of political entities, alliances and candidates
- Freedom of assembly and movement together with freedom from fear and intimidation
- Freedom of expression and equitable access to the media
- Funding of campaigns and the existence of a reasonably "balanced" field
- Use of public resources for campaign purposes
- Observation of events on polling day
- Vote counting/compilation of the results
- Existence, adequacy and timely implementation of impartial complaint and adjudication procedures related to the results of the election.

While monitoring by non-governmental observers can sometimes be partisan, such as that undertaken by members of a political entity or a biased press, it can also play an important monitoring role in supplement to the non-partisan observation provided by public interest groups and the impartial press organs. Partisan monitors will normally focus on any activities, which might prejudice against their preferred candidate or party's chances and report these facts. A non-partisan observer will, in contrast, generally be even-handed in their treatment of the actual electoral process and provide 'objective' judgements on events as they unfold. For the purpose of this project, UN EAD will concentrate on providing support to non-partisan election observers.

3.6 Eligibility of Iraqi Electoral Observer Groups

Given the importance of the roles played by election observers, as briefly outlined above, it is clear that the selection of election observers is critical. When one takes into account the complexity of the present situation in Iraq, the significant security challenges and the huge amount of political capital being invested in the January 2005 elections, the choosing of appropriate observers takes on an even greater significance.

To ensure that the observers in Iraq, which will benefit from this project, are suitable for their roles and eligible for project support, they will have to have been accredited by the IECI.

3.7 Project Concept

UN EAD has approved in principle a project to facilitate International and National Electoral Observation for the forthcoming January 2005 elections to take place in Iraq.

To avoid any potential or perceived conflict of interest, which may have arisen from the UN providing technical and operational advice to IECI while simultaneously facilitating electoral observation, has meant that the timeframe and scope of this project has had to be amended so that the appropriate and desired direct assistance might be provided to non-partisan electoral observation groups, which are currently initiating projects.

Furthermore, it has been necessary to formulate an appropriate electoral assistance project so that it will enhance current programs and avoid any possible duplication with other organisational initiatives and interventions. On 9th November 2004, UN EAD chaired a Cluster 11 interagency meeting to identify relevant programmes for this project and ascertain those areas where UN EAD assistance could most effectively improve the efficacy and value of these programmes.

3.8 Identified Partners and Programmes

i) National Democratic Institute for International Affairs

The National Democratic Institute for International Affairs (NDI) is a non-profit organization working to strengthen and expand democracy worldwide. Calling on a global network of volunteer experts, NDI provides practical assistance to civic and political leaders advancing democratic values, practices and institutions. NDI works with democrats in every region of the world to build political and civic organizations, safeguard elections, and to promote citizen participation, openness and accountability in government. In an effort to assist Iraq to develop and sustain a democratic form of governance, the NDI conducts programs throughout the country to monitor elections, strengthen political entities and increase citizen involvement in political processes. The Institute also conducts activities to strengthen civil society, increase women participation in the political process and help legislators strengthen legislative procedures.

Since mid-2003, the NDI has been working within Iraq to assist in the development of indigenous political entity structures. From its activities in this field, the NDI has been able to identify Iraqi Non-Government Organisations (NGO's), which are not associated with any of the main political groups and are considered to be non-partisan.

ii) Iraqi National Information Network.

The organisations, which have been identified by the NDI have come together to set-up a coordinating body, which is known as the Iraqi National Information Network. This umbrella organisation is generally referred to as 'EYE', which is a transliteration of its Arabic name. EYE has four regional offices, which are located in Baghdad, Basra, Hilla, and Erbil and it is anticipated that they could potentially deploy 8,000 electoral observers across the whole of Iraq. They receive their funding from USAID, via the NDI, and are currently implementing an electoral training program for observers in Jordan. They have indicated that they would be very appreciative of and welcome UN support.

iii) Friedrich Ebert Foundation.

The Friedrich Ebert Foundation (FEF) is a non-profit German political foundation, which is committed to the advancement of public policy issues in the spirit of the basic values of social democracy through education, research, and international cooperation. The foundation, headquartered in Bonn and Berlin, was founded in 1925 and is named after Friedrich Ebert, a founding father of the Weimar Republic, Germany's first democracy after World War I. Today, the FEF has six adult education centres and 12 regional offices throughout Germany, maintains branch offices in over 90 countries and carries out activities in more than 100 countries.

The FEF is undertaking a programme to deliver training to Iraqi electoral observers in coordination with the Amman Centre for Human Rights Studies. The Foundation aims to train 110 Iraq based electoral observers and has, to date, already trained 77 of this number. The FEF does not engage in any apparent investigation to determine the political affiliations of the observers to whom they provide training but the organisers of these training to profess an awareness that some of the observers they are assisting do have ties to political groups or government organisations. It is currently planned to identify 12 non-partisan observers, who will then participate in a 'train-the-trainers' programme. By this means it will hopefully be possible a wider spread of the benefits accruable through this training, as those trained at this course, will be able to pass on their acquired knowledge to their fellow observers in Iraq. The Amman Centre for Human Rights Studies has also let it be known that they would be grateful for UN assistance for the furtherance of their activities.

iv) European Union.

European Union (EU) support for human rights, democracy and the rule of law is established in the European Treaties. Article 6 of the Treaty on European Union (TEU) clearly states that the principles of liberty, democracy, respect for human rights, and the rule of law are fundamental European values. Human rights field missions and election missions are accepted as part of the mandate of the EU whose Treaty considers the protection and promotion of human rights as well as support for democratisation as corner stones of EU foreign policy and EU development co-operation. Regulations 975/99 and 976/99 of 29th April 1999 provide the legal basis for Community activities intended to further and consolidate democracy, the rule of law and respect for human rights. A complementary legal basis exists in the Lomé Convention. In recent years, EU electoral missions have grown in frequency whether under the auspices of the Common Foreign and Security Policy, within the Community context and, in particular, its development cooperation.

The EU is planning to provide training to 150 domestic electoral observers in Amman, Jordan. To facilitate this training they have identified electoral experts to develop the required programme and conduct the training. As the EU does not have a wide range of contacts inside Iraq and is currently not in a position to optimally distinguish appropriate candidates they are developing a training package, which will supplement those having been and/or being delivered by other bodies. This will ensure that should any observers, which have previously received training, then undertake a course with the EU, they will receive instruction in new areas, which will be of benefit to them in the discharge of their responsibilities.

3.9 Project Support Areas

To facilitate the International and National Electoral Observation process for the January 2005 elections in Iraq, the UN EAD will undertake the following activities:

i) Electoral Observation Expertise

The UN EAD will provide electoral experts, based in Amman, who will provide support and technical backstopping to both the international and national observer groups. Logistical assistance will be limited to those observer groups, which will undertake training in Jordan. Advisory material and information provided by the IECI will be provided in English. It will also be made available in Arabic, as and when circumstances dictate and accessible on-line.

ii) Observation Manual

Although all the concerned groups, with whom UN EAD conferred, noted the need for a manual or had drafted and printed a generic document of their own, it was not possible for them to produce a definitive version of such a document, as the IECI is currently engaged in the drafting of these materials. The UN EAD will draft and print 10,000 of the finalised IECI materials, which will outline the procedures to be applied to all electoral activities, and therefore be of primary relevance to all organisations involved in assisting in the observation of the elections. These materials will be published in manuals adopting a slipnote format to allow for the addition, removal and/or amendment of the information included.

iii) Briefing Pack National and International

To supplement the observer manuals the UN EAD will draft and print 9,000 briefing slip packs for observers. These packs will contain information and guidelines to assist and support electoral observation activities and will potentially include, but not be limited to, the following:

- All relevant regulations and procedures including the overall legal framework
- IECI structure, organisation, areas of responsibility and activities
- Background notes on political entities and candidates participating in the elections
- Maps
- Electoral fact sheets
- Contact numbers of other accredited observer groups
- Contact details of the relevant IECI national and field offices
- Logistical Information
- Additional appropriate information and updates

The briefing packs for International electoral observers will also contain further logistical information, which may include, amongst other items, advice on:

- Security providers
- Transport to, from and within Iraq
- Housing and accommodation information
- Information on media outlets within Iraq
- Communications within Iraq
- Web and on-line access numbers to coalition forces

The UN EAD will through its personnel stationed in Amman and its close contact with its partner organisation in and outside Iraq, that the information it provides is the best and most up-to-date available on developments concerning the observation of the elections in Iraq, the performance of the necessary observation duties in the field and the safety and security of all international and national observers on the ground. However, the project would like to stress that international observers, travelling to Iraq to assist in the electoral process, should make their own enquiries into their role and situation in Iraq, when research and planning for their activities.

iv) Electoral Website

The UN EAD will develop and maintain a website in Amman to provide current electoral information from Iraq. On the 'front-end' of the site, which will be accessible to the public, general information on the ongoing election process will be displayed. This information will be vetted by the UN EAD personnel to ensure that no politically or security sensitive material will be visible here.

This site will also provide a form of intranet access to accredited observer groups, accessible through a restricted password. This part of the website will feature the documentation, manuals and materials outlined above. Furthermore there will be a notice board here where the approved observation groups and project partners will be able to share the latest relevant information pertaining to the elections in

Iraq with each other and the UN EAD. In short, this website will serve as a 'one-stop shop' where all the required information for observers will be readily available to assist them in their observation activities and to make the conduct of the elections as successful as possible.

v) Support to Iraqi Electoral Observation Groups

It is programmed that allocated funds will be distributed to accredited Iraqi observation groups through umbrella network organisations. The modality of this funds distribution will be optimised to ensure equitable fund disbursement amongst the various programme partner groups.

vi) Observer Facilitation

The UN EAD will employ electoral experts in Amman to provide real time and online advice to electoral observation partners and accredited electoral observers. The Amman team will also examine the possibilities of facilitating coordination between the international and national observer groups in relation to their respective activities and how best to provide assistance relevant to the different observer groups. In addition, briefing sessions will be made available to the international observer teams, as and when they should be required or requested.

vi) Observer Identification Equipment

To facilitate the observation participation process, the UN EAD will prepare electoral observer material and/or other means of identification. This will enable the easy identification of observers to be readily identified by IECI polling staff. It is anticipated that the items will not be made election specific to allow non-issued equipment to be used in subsequent Iraqi elections.

viii) Media Monitoring

The UN EAD will undertake a pre- and post-election media-monitoring programme during the conduct of the electoral process. The information accumulated from this media monitoring will be made available to the observer groups and other relevant parties on-line, via the password protected intranet part of the UN EAD Iraq website.

The UN EAD will also facilitate media statements presented by the observer groups and the presentation of joint statements by the observer groups will also be encouraged and assisted.

ix) Out of Country Electoral Assistance

Assistance will be provided to electoral observers undertaking duties at out of country voting stations. This support would involve facilitating the accreditation of out of country voter groups including the provision of briefing materials, which would be essentially the same as for the internal international observers.

It is anticipated that material will not be dispatched directly to participating observer groups but will be provided through the appropriate consular representatives in Jordan. Where no such consular representative is stationed in Jordan the observer group will have to make alternative arrangements to access the project's support.

x) *Staffing Profile*

It is anticipated that the coordination of this program will require an additional five full time officers,⁴ 1 international and 4 National Officers, as outlined in Section 4 – Management Arrangements below. The profiles of these officers will include, *inter alia*, the following abilities and experience:

- Electoral Observer liaison skills
- Web site design and maintenance experience
- Knowledge of best practice electoral regulations and procedures.
- Media monitoring
- English/Arabic translation skills.
- Sufficiently flexible and able to adapt to the rapidly evolving electoral environment in Iraq

As the date for the January elections approaches, additional personnel will be assigned to the project office, in Amman, on a needs basis.

⁴ There will be another international staff member, the Programme Coordinator, who is already in place in Amman.

4 Management Arrangements

4.1 Management and Staffing Structure

The project will be carried out by a core project team of six persons, which will be based in Amman and come under the direct supervision of UN EAD Senior Program Officer and overall direction of Cluster 11.

The duration of this project will be 2.5 months from the 15th December 2004 to the end of February 2005. The project team will be composed of 6 individuals (2 international and 4 national) for the full duration of the project.

All staff members will assume their respective positions for the project immediately at the start of the project, 15th December, provided that the project has received the required approval and the resources are made available. All the project's personnel will be based in Amman from where they will implement the project components, monitor development of project activities in Iraq and liaise with concerned institutions and organisations outside Iraq.

The staff positions for the project are as follows:

1/ Full Term Positions (International)

Position	Project Coordinator	Online Electoral Expert
Location	Amman	Amman

Additional need for a full time international media monitoring expert will also be considered.

2/ Full Term Positions (National)

Position	Arabic Electoral Translation Expert	Media monitoring	Web Master	Admin Support Officer
Location	Amman	Amman	Amman	Amman

Additional project personnel will be appointed to the office in Amman to provide technical backstopping and support to the election observer groups, as and when the needs arise.⁵ While the project is willing to increase its complement of personnel to meet the demands of its project partners and other relevant bodies as much as possible, it will not be able to meet all requests. Moreover, given the serious time constraints, under which this project will operate, its personnel in Amman will concentrate on the project's essential components and outputs and will not, unless there are exceptional circumstances, be able to consider additional requests for assistance, which lie outside its central remits. This approach will be essential in order to ensure that the project is able to achieve its major objectives and implement its activities on time and as effectively as possible.

⁵ Allowance for such a deployment of additional personnel is being made in the project budget.

4.2 Reporting and Monitoring

Management and oversight of the project will be governed by the normal procedures laid out in the programming manuals of UN EAD and other reporting requirements agreed between UN EAD and Cluster 11.

UN EAD shall monitor and refine the project implementation strategy through feedback from the Iraqi Electoral Observer Groups.

UN EAD will also carefully review all reports, financial and narrative, on the use of materials supplied to the Observer Groups.

4.3 Implementing Partner – United Nations Office for Project Services

The United Nations Office for Project Services (UNOPS) is a self-financing agency, of 29 years standing, which helps to translate the goals of the UN into effective action by providing a range of high quality, cost-effective project management and specialised services to its sister UN bodies and Bretton Woods institutions. UNOPS' services are also available to governments, to bilateral and multilateral donors, and to non-governmental organisations, through the UN system. UNOPS works across all sectors – and within all the regions of the globe - where its clients work. UNOPS offers a broad range of services, from complete project management to the provision of specific implementation services including: financial management, procurement, post conflict rehabilitation and reintegration programmes, rural and agricultural development programmes, governance and electoral support, organisation of training programmes, project supervision, administrative back-up and loan administration.

During the period of UN Security Council Resolution 986, UNOPS was responsible for four programmes in the north of Iraq, the UNOPS Mine Action Programme (UNOPS MAP), UNOPS Internally Displaced and Vulnerable Persons project (UNOPS IDP), the Joint Humanitarian Information Centre (JHIC) and the Urban Water and Sanitation Programme (UNOPS WATSAN). Since the second war in Iraq, UNOPS has developed and is implementing a number of projects with its UN partners and through the Iraq clusters, funded through the United Nations Director General (UNDG)/Iraq Trust Fund (ITF), to provide support and assistance to the people of Iraq throughout the country.

By dint of its activities throughout Iraq and experience working with Iraqi authorities, organisations and community groups at all levels, UNOPS has been able to amass a considerable in-house expertise on how best to operate in Iraq.

4.4 Implementation Responsibilities of Involved Parties

UNOPS Responsibilities

- Recruit and administer contracts of international and national project staff
- Manage allocated project funds, as per the financial allocation for each project component
- Administer and disburse funds in accordance with the objectives set forth in the project document
- Provide UN EAD with all relevant progress reports prepared by the project team, as required by UNOPS and UN EAD
- Ensure proper identification of electoral observation group needs, utilising experience and expertise of project staff and local counterparts
- Prepare and finalise technical specifications for specialised equipment, issue invitations to bid and evaluate the bids received.
- Prepare scope of work for certain contracts, prepare and review tender documents, prepare and approve contractor shortlist, issue tender documents and evaluate bids
- Supervise project progress and certify that are being carried out properly as per agreed schedule between UN EAD and UNOPS
- Monitor and evaluate implementation of project activities

- Provide the entire spectrum of operational and administrative support including financial and human resource management, communications and procurement
- Coordinate closely with UN EAD regarding all aspects of the project's implementation
- Liaise and coordinate with other relevant NGOs and other appropriate organisations in the areas of the project's interventions

UN EAD Responsibilities

- Project implementation
- Ensure timely transfer of funds to the project
- Participate in project progress reviews
- Provide guidance on UN EAD policy on electoral approach in Iraq
- Provide project contingency options
- Monitor and review project implementation through narrative and financial reporting

5. Risks and Assumptions

5.1 Major Project Risks

Certain of the major risks, with which the project will be faced, are outlined below:

i) Restricted Timeframe

This project will operate under a tight timeframe, which will therefore necessarily entail the rapid initiation and implementation of all project activities. Given this pressure there is a risk that it might prove difficult to deliver all the project components to the highest standard levels. To obviate these problems, project interventions and activities will be closely monitored by the office in Amman and there will be regular progress updates from the field made available through the secure section of the website.

In addition, the short timeframe of this project will necessarily entail the immediate identification of the relevant companies and other organisations that might be able to cooperate and assist in the project's implementation. Naturally, such a situation entails the implicit risk that some of the project's partners may not be the optimal ones. To tackle this issue, the project will work together with its UN partners, NDI and FEF to identify the optimum potential organisations and companies to work with. A restricted tendering process will be engaged in given the real time constraints, which will mean that it will be important to ensure that the short-listed companies are competitive not only in terms of delivery but also with their pricing.

ii) Political Environment in Iraq

A further risk is the ongoing political volatility and uncertainty in the country, which makes it difficult to predict developments in the field. To help counter this unpredictability, the project will provide online support to its partners and other relevant organisations. Furthermore, the project will, depending on the situation, investigate the possibility of assisting in the supply of 'SIMS' facilities.

The complicated and turbulent political situation in Iraq also means that it may be difficult to ensure that the selected observers are behaving in a politically neutral and acceptable manner and to avert the risks of individuals with political allegiances infiltrating the observation process. In this respect, the project has been informed that the NDI has a database of political affiliation, which might be used in order to at least partially address this situation. However, it will also be necessary for the project's partner organisations, on the ground, to be vigilant so as to try and avert this problem to the greatest extent possible.

iii) Security Issues

Potentially the predominant and most serious major risk to the successful implementation of the elections in Iraq and thence, by extension, this project, emanates from the continuing security concerns throughout the country. The prevailing situation has led to several instances of concerns being raised, including by US army representatives,⁶ as to the safe conduct of the January 2005 elections.

⁶ The US commander in northern Iraq, Brigadier General Carter Hamm stated that "violence in Mosul is undermining efforts to hold elections in the city on 30 January" and "that elections could not be held under present security conditions." See BBC World Web Site, story dated Monday, 29th November 2004 at <http://news.bbc.co.uk/1/hi/world/middle_east/4050751.stm>, last visited on 30th November 2004.

This project is assuming that the Iraq elections projected for the 30th of January 2005 will, in fact, continue as planned. However, there is the possibility that the electoral process might be delayed in the following ways:

- Electoral preparations might be delayed
- Urgently needed observer assistance is not available
- Environment not conducive to the implementation of credible elections

These concerns, as to the actual public security arrangements, have a bearing not only during on election day but also in the lead-up to the elections, the actual processing of the votes and the transition phase to the newly elected government. As of writing, the multinational force and the Iraqi army and police have been unable to ensure a safe and secure environment.

iv) Possibility of Unrealistic Expectations

As discussed above there is the possibility that the project's Iraqi partners and public in general might have extremely high expectations as to what the this project can deliver. It is therefore important that all sides are aware from the start as to the exact areas of UN EAD assistance and facilitation to be provided through this project.

Similarly, it will be necessary to make sure that the project's partners do not anticipate that this project will be able to assist in all areas of observation. The project's scope is limited to delivering what has been outlined above and will only be able, in exceptional circumstances - given the time, resources and UN mandate limitations under which it will be operating - to provide support in fields outside those listed above.

5.2 Limitations to UN EAD Assistance

The Iraqi electoral process, given all its separate components and the serious time restrictions involved in trying to meet the January deadline for voting to take place, brings with it a multitude of political and operational challenges, which must be faced by any organisation or institution which wishes to provide assistance in this transitional stage. As mentioned above, these pressures are substantial given the public perception as to the part the UN is playing in the elections and the generally high level of expectations, as to the scope and impact of the electoral assistance, which the UN should be able to provide. Such a situation contains the potential to lead to disenchantment and disappointment on the part of the Iraqi public and the IECI, as the UN are unable to meet their expectations, which are not realistic given the state of affairs in Iraq. To deal with this complex set of factors, it is essential that any project interventions being engaged in by the UN are clearly defined, with its areas of assistance and activities being strictly delineated and denoted, so that all parties are aware as to what the UN can or cannot deliver and avert the unrealistic expectations on the part of our Iraqi counterparts and the local public.

There is also a feeling amongst the Iraqi people in general that previous UN and international involvement in Iraq, such as the weapons inspections, OFFP and the UN role in enforcing the sanctions, has not been as positive or effective as it might have been. This feeling of dissatisfaction has not been helped by the feelings, which have arisen as a result of the latest international interventions. As a consequence, it is vital to be conscious at all times of the suspicions and reservations felt by the Iraqi population in relation to the upcoming elections and UN assistance to the process. Electoral support will be provided by the UN EAD, as being a means of supporting the election process in Iraq and every effort should be made to similarly satisfy the assistance needs of the Iraqi people while making sure that the process is Iraqi-led and run. UN-EAD will adopt this approach in providing the inputs outlined above, while making sure that the IECI and the Iraqi people are at all times the leaders and 'owners' of the January 2005 election process.

Budget Category	Item Description	Unit	Unit Cost	QTY	Total Budget US\$	ESTIMATED UTILIZATION OF RESOURCES US\$					
						2004			2005		
						Budget	Commitment	Disbursement	Budget	Commitment	Disbursement
1. PERSONNEL											
1.1 National Programmed/Project Personnel											
	Electoral Observer expert			1	75,000	35,000			40,000		
1.2 International Project/Project Personnel											
	Admin Support officer			1	25,000	10,000			15,000		
	Translator electoral expert			1	25,000	10,000			15,000		
	Media liaison			1	25,000	10,000			15,000		
1.3 National Consultants											
	Webmaster			1	25,000	10,000			15,000		
1.4 International Consultants											
2. CONTRACTS											
	Premises				75,000	30,000			45,000		
	Media monitoring				75,000	30,000			45,000		
	Software license agreements				20,000	20,000					
	Methodology Evaluation				25,000	5,000			20,000		
	Venue hire				40,000	5,000			35,000		
	Document drafting				100,000	50,000			50,000		
	Printing				300,000	0			300,000		
	Awareness facilitation				85,000	15,000			70,000		
	Observer kits				450,000	0			450,000		
	Identification material				400,000	0			400,000		
	Iraqi Observer group support				2,000,000	0			2,000,000		
	Web design and programming				25,000	25,000			0		
	Vehicle hire				45,000	20,000			25,000		
3. TRAINING											
4. EQUIPMENT											
	Packing equipment				100,000	25,000			75,000		
	Office & IT				145,000	145,000			0		
	Wireless networking & maintenance				75,000	50,000			25,000		
5. SUPPLIES & COMMODITIES											
	Ancillary supplies				40,000	10,000			30,000		
	Web service and supplies				25,000	12,500			12,500		
6. TRANSPORT (ONLY FOR WFP PROJECTS)											
7. TRAVEL											
8. MISCELLANEOUS (SHOULD NOT EXCEED 3%)											
	Timing contingency				126,000				126,000		
PROGRAMME/PROJECT SUB-TOTAL											
					4,326,000	517,500			3,808,500		
9. SECURITY											
10. AGENCY MANAGEMENT SUPPORT 5%											
					216,300	25,875			190,425		
PROGRAMME/PROJECT BUDGET TOTAL											
					4,542,300	543,375			3,998,925		