UNITED NATIONS DEVELOPMENT PROGRAMME

PROJECT DOCUMENT
South Sudan

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Project Title: South Sudan Electoral Support Project
Project Number: TBD
Implementing Partner: United Nations Development Programme (UNDP)
Start Date: July 2023 **End Date:** December 2025 **PAC Meeting date:** 4 July 2023

Brief Description

The project aims to strengthen national institutions, platforms and processes in support of free, fair, credible, peaceful and inclusive electoral processes in South Sudan that establish legitimate representative institutions. This is anchored in objectives of the UNDP Country Programme and United Nations strategic framework for South Sudan that promote peace through inclusive, transparent and accountable governance, aligned with the mandate of the United Nations Mission in South Sudan (UNMISS). The project contributes to electoral and broader priorities of South Sudan's Revised National Development Strategy, the 2018 Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS), and the corresponding August 2022 Roadmap, which envisage free and fair elections reflecting the will of the people as a key component of the peace agreement. In January 2023 the Government of South Sudan formally requested the United Nations to provide electoral assistance recognizing the need to begin planning and preparations for the elections, including establishing the legal framework, reconstitution of the National Elections Commission, working with political parties, civil society and the media raising public awareness and creating conditions for inclusive participation of citizens.

To achieve its goal, project results are structured around five inter-related outputs, to be implemented by UNDP in collaboration with UNMISS and UN agencies and in partnership with the National Elections Commission and a range of other state and non-state actors:

1. Establishment of an enabling legal framework for free, fair and inclusive elections supported
2. Strengthened institutional capacities for professional, transparent and accountable election management
3. Inclusive participation fostered through enhanced rights and access to information
4. Enhanced environment for maintaining security and mitigating violence during elections
5. Strengthened effectiveness in planning and implementing electoral processes for all citizens.

As an integral part of the peace process, transitional elections aspire not only to elect legitimate political leaders, but also to consolidate peace. A technically acceptable election is important for this, but may not in itself be enough, without an inclusive and safe environment that fosters trust and acceptance of election results and that enables citizens to participate in a meaningful way. This requires a holistic approach that fuses respect for civil, political, social and economic rights, with equal and inclusive participation – including for women, youth, persons living with disabilities and other underrepresented groups, access to information, space for divergent voices, appropriate legislative frameworks, professional and independent institutions, functional public administration and dispute resolution processes, political commitment to play by the rules, and guarantees of safety and security, in order to create conducive conditions in which elections can take place. The project will therefore draw upon partnerships within the UN system, with national actors and with other implementing organisations to achieve its goal through dual angles of fostering a more enabling environment for the elections and supporting the conduct of the electoral process itself.

Contributing Outcome: UNSDCF 1: Women and men in South Sudan, particularly youth and vulnerable groups, benefit from and participate in more transparent, accountable, and inclusive governance that protects and promotes human rights, enables the consolidation of peace, establishes the rule of law and ensures access to justice for all.

Gender marker: GEN2 (Significant objective)

Total resources required:		**US$ 14,515,200**
Total resources allocated:		
	UNDP TRAC:	1,000,000
	Donor (EU Commitment for Outputs 1-4):	3,223,200
	Government:	
	In-Kind:	
Unfunded (for Phase I):		10,292,000

Agreed by (signatures):

Government	UNDP
Hon. Dier Tong Ngor Minister Ministry of Finance and Planning	Dr. Samuel Doe Resident Representative UNDP
Date:	Date:

REPUBLIC OF SOUTH SUDAN
OFFICE OF THE MINISTER
02 AUG 2023
THE MINISTER
MINISTRY OF FINANCE & PLANNING

Acronyms

AU	African Union
BPPS	Bureau for Policy and Programme Support (UNDP)
CPD	Country Programme Document (UNDP)
CBO	Community-Based Organization
CSO	Civil Society Organization
CVE	Civic / Voter Education
DPPA	Department of Peacekeeping and Political Affairs (United Nations)
EDR	Electoral Dispute Resolution
EMB	Electoral Management Body
FBO	Faith Based Organization
GMS	General Management Support
GPECS	Global Programme for Electoral Cycle Support (UNDP BPPS)
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
International IDEA	International Institute for Democracy and Electoral Assistance
IOM	International Organization for Migration
MGCSW	Ministry of Gender, Child and Social Welfare
MoFEP	Ministry of Finance and Economic Planning
MoI	Ministry of Interior
NEC	National Elections Commission
OHCHR	Office of the High Commissioner for Human Rights (United Nations)
PMU	Project Management Unit
PPC	Political Parties Council
R-ARCSS	Revitalized Agreement on the Resolution of Conflict in South Sudan
RBA	Regional Bureau of Africa (UNDP)
R-NDS	Revised National Development Strategy
SDG	Sustainable Development Goal
SOP	Standard Operating Procedure
SP	Strategic Plan (UNDP)
SSHRC	South Sudan Human Rights Commission
SSIC	South Sudan Information Commission
SSNPS	South Sudan National Police Service
UNSDCF	United Nations Sustainable Development Cooperation Framework
UNDP	United Nations Development Programme
UNEAD	United Nations Electoral Assistance Division
UNESCO	United Nations Educational, Scientific and Cultural Organization

UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNMISS	United Nations Mission in South Sudan
UNOPS	United Nations Office for Project Services
UNPOL	United Nations Police
UNV	United Nations Volunteers
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
WFP	World Food Programme

I. DEVELOPMENT CHALLENGE

Political and Development Context

On 9 July 2011, the Republic of South Sudan came into being, following a 22-year civil war in Sudan. Five days later, it became the newest and 193rd Member State of the United Nations.[1] In the historic Referendum on Self-determination for Southern Sudan earlier that year, 98.8% of voters had voted for independence.[2] The South Sudanese, in an overwhelming voice of unity, had chosen to cede from the North.

Since that time, however, the country has struggled with nation building and post-independence years have seen only fragmentary unity and peace. In December 2013, a split within the ruling party led to several years of civil war, and an attempted 2015 peace agreement between the warring parties broke down in mid-2016. To end this cycle of conflict, the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) was brokered and signed on 12 September 2018, to bring parties of the conflict to dialogue under a power sharing agreement and explore ways of finding lasting peace.[3] Mechanisms for monitoring and overseeing the implementation of provisions of the Agreement were then established, however many of the envisioned benchmarks did not take place according to the provisions within the R-ARCSS. Given the delays in implementation, a Roadmap extending the transitional period by two years was subsequently agreed upon in August 2022 and ratified by the Transitional National Legislative Assembly (TNLA) on 17th November 2022. This Roadmap details plans for implementation of outstanding provisions of the R-ARCSS, including the permanent Constitution-making process, reconstitution of the National Elections Commission (NEC), and the conduct of national elections, envisioned for late 2024. In January 2023 the Government of South Sudan formally requested the United Nations to provide electoral assistance recognizing the need to begin planning and preparations for the elections, including establishing the legal framework, reconstitution of the National Elections Commission, working with political parties, civil society and the media raising public awareness and creating conditions for inclusive participation of citizens

Decades of conflict have taken their toll on the country's state of development and governance. Despite an abundance of natural resources, many live in extreme poverty and lack access to basic services. Around 80 percent of the population, roughly estimated at approximately 11 million[4], live in rural areas[5] with government presence limited in some parts of the country. Less than half the population have attended school[6] and literacy rates are amongst the lowest in the world.[7] The vast majority are dependent on subsistence agriculture and humanitarian assistance. An estimated two thirds of the population are facing acute food insecurity[8] and over 8.9 million people (including 4.6 million children) required some form of humanitarian assistance in 2022.[9] Latest data indicates over four million citizens are displaced, with two million displaced internally and 2.3 million refugees in neighbouring countries.[10] The situation has been

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[1] South Sudan joined the United Nations on 14 July 2011. https://www.un.org/en/about-us/member-states#gotoS

[2] The Referendum on Self-determination for Southern Sudan took place on 9 – 15 January 2011, as provided for in the 2005 Comprehensive Peace Agreement (CPA).

[3] A renewed effort led by the Intergovernmental Authority on Development (IGAD) with support from the African Union and the United Nations brokered a 2017 ceasefire and the signing of the R-ARCSS in Addis Ababa in September 2018.

[4] https://data.worldbank.org/indicator/SP.POP.TOTL?locations=SS; There is no current accurate population data; estimates are projections based on several sources. A national Population Estimation Survey undertaken by the National Bureau of Statistics with support from UNFPA is currently being completed.

[5] 20% live in urban locations and 80% in rural areas, https://hdr.undp.org/en/countries/profiles/SSD

[6] UNFPA World Population Dashboard, https://www.unfpa.org/data/world-population/SS, accessed 05 March 2022

[7] Around 35% of those over 15 years old, https://worldpopulationreview.com/country-rankings/literacy-rate-by-country

[8] World Bank https://www.worldbank.org/en/country/southsudan, updated 11 October 2021. Integrated Food Security Phase Classification (IPC), Acute Food Insecurity and Acute Malnutrition Analysis, February – July 2022, Issued 9 April 2022 (organised by South Sudan's Ministry of Agriculture and Food Security with support from the UN Food and Agriculture Organization) https://www.ipcinfo.org/fileadmin/user_upload/ipcinfo/docs/South_Sudan_IPC_Key_Messages_February-July-2022_Report.pdf

[9] UN Office for the Coordination of Humanitarian Affairs (OCHA) South Sudan Humanitarian Response Plan 2022 (March 2022) - South Sudan | ReliefWeb

[10] UNHCR Operational Data Portal, South Sudan data 31 January 2022, https://data2.unhcr.org/en/situations/rbehagl

exacerbated by the impacts of COVID-19, sub-national violence and three consecutive years of major flooding. South Sudan consistently ranks near the bottom of global indices of development and governance, currently ranked 191 out of 191 countries on the UNDP Human Development Index[11], 54 out of 54 on the Ibrahim Index of African Governance[12], the fourth most fragile state globally in the Fragile States Index[13] and 178 out of 180 countries on the Corruption Perceptions Index[14].

Elections under the Revitalised Peace Agreement

It is against this backdrop that the R-ARCSS, and the now corresponding Roadmap, call for free, fair and credible national elections that reflect the will of the people, to be carried out 60 days before the end of the transition period.[15] These are envisioned as taking place according to a permanent Constitution, with a package of reforms in the security, justice and economic management sectors in place. Elections are an integral part of the peace agreement and foreseen as establishing legitimate, representative institutions under a new political compact.

As in other post-conflict contexts, there is hope that forthcoming elections will not only mark the end of the transition phase but will also represent a move towards the strengthening of democracy, good governance and development. Transitional elections can be an important mechanism to consolidate peace, to confer legitimacy to elected institutions, to support reconciliation and to influence how democratic politics can become sustainable. However, as an overt and polarizing form of competition for political power, transitional elections also carry certain inherent risks, particularly if grievances that led to the conflict are not resolved.

As requested by UN Security Council Resolution 2567 (2021), a United Nations electoral Needs Assessment Mission (NAM) was conducted in May 2021. In a letter dated 15 July 2021, the Secretary-General shared the findings of the NAM with the President of the Security Council[16]. This noted that "aspirations for peaceful and credible elections in South Sudan are high, albeit tempered by ubiquitous concerns over a fragile security, political and socio-economic situation."[17] It also noted that "elections could constitute a turning point for South Sudan if the process enjoyed broad public trust and led to peaceful acceptance of the results."[18] Given the extremely high political stakes, it recommends efforts to reduce exclusionary politics, such as avoiding winner-takes-all political and electoral systems, strengthening the system of checks and balances in government, considering how national resources are distributed, protection and promotion of human rights, and tackling other systemic grievances. In this regard, the reforms envisaged in the peace agreement are seen as vital for ensuring meaningful participation of citizens in decision making processes and the conduct of free, fair and credible elections.

There are a range of other specific challenges to the holding of elections as envisioned by the R-ARCSS. By no means least is the fact that South Sudan has never conducted national elections before. The first post-independence elections, scheduled to be held in July 2015, did not take place amidst the ongoing conflict, and elections at the end of the presidential and parliamentary term, extended to July 2018, were deferred and subsumed within the peace agreement. The last experience the South Sudanese had of elections was in 2010, and before that 1986, as part of the Republic of Sudan. Citizens, institutions and

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[11]The 2021/2022 Human Development Report, UNDP https://hdr.undp.org/data-center/specific-country-data#/countries/SSD

[12] 2022 Ibrahim Index of African Governance, https://mo.ibrahim.foundation/iiag

[13] Out of 179 states, Fund for Peace Fragile States Index 2022 https://fragilestatesindex.org/ /

[14] Transparency International Corruption Perceptions Index 2022, https://www.transparency.org/en/cpi/2022

[15] Intergovernmental Authority on Development (IGAD) Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS), Addis Ababa, Ethiopia, 12 September 2018, Chapter I articles 1.2.13 and 1.20; Republic of South Sudan Agreement on the Roadmap to a Peaceful and Democratic end of the Transitional Period of the R-ARCSS, Juba, South Sudan, 2 August 2022.

[16] https://undocs.org/en/S/2021/661.

[17] ibid

[18] ibid

political parties have limited or no experience of elections, and there are no solid bases of established systems upon which to base electoral processes.

While the Roadmap has established a framework to get to elections by late 2024, there are delays in implementation of key milestones, including the constitution-making process and applicable legislation and institutions for electoral management, without which elections cannot take place. Credible election outcomes require acceptance of the rules of the game, and consensus will need to be reached, and public outreach made, on provisions governing how electoral and party registration processes are to take place. Enactment of these legislations is required to establish the mandates of the NEC and Political Parties Council and the role of the judiciary in elections. These institutions will then have to find a way to fulfil their roles in a manner that safeguards impartiality and fosters trust, within a public service hampered by limited capacities, resources and infrastructure. Following the reconstitution of the NEC, an initial priority, among many, will be the development of an appropriate elections budget, in line with an assessment of the needed capacity and finalized legal framework.

South Sudan is signatory to a number of human rights treaties[19], which are reflected in the transitional Constitution Bill of Rights and national legislation. However, there are limitations in enforcement of these laws, and the extent to which human rights are upheld in practice is often seen as problematic.[20] National mechanisms to investigate, monitor, report and educate on human rights are hampered by an absence of clear mechanisms for protection, insufficient resources, limited public knowledge and cultural practices. The impact of the South Sudan Human Rights Commission, and civil society organisations (CSOs) engaged in human rights is limited, as are opportunities for redress of violations, particularly in isolated, rural areas. This presents a risk that potential voters and candidates may be deterred from participating, which may skew the playing field for contestation as well as potentially impact election outcomes.

In relation to civil and political rights that impact on electoral participation, human rights bodies, political parties and CSOs highlight constraints on civic space that limit freedoms of opinion, expression and assembly, as well as access to information.[21] This may pose challenges to the ability of contestants to present their ideas and engage in balanced political debate, of CSOs to monitor, and of civic groups and media to access and report accurate information. This in turn impacts on information that citizens receive.

The media landscape in South Sudan is dominated by government owned or associated media. Print, television and social media are used by only a small segment of the population. Primary means for communication are radio alongside traditional structures, churches and community leaders. Media personnel cite challenges in funding, equipment and quality of reporting. CSOs and the media also face difficulties in funding, technical capacity and the ability to access certain areas due to security concerns.[22]

The above factors, compounded with limitations to national infrastructure, pose challenges in ensuring information on democratic rights, electoral processes and voting choices is effectively relayed to all communities. This impacts on the ability of voters to know how to participate and to make informed choices. This was also noted in election observation reports of 2010 and 2011 as particularly challenging for rural voters.[23]

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[19] These include, inter alia, the International Covenant on Civil and Political Rights; Convention on the Elimination of all Forms of Discrimination against Women; Convention on the Rights of Persons with Disability; African Charter on Human and Peoples' Rights; African Convention for Protection and Assistance of Internally Displaced Persons in Africa, as particularly relevant to the project.

[20] The UN Commission on Human Rights in South Sudan, established in 2016, has pointed to impunity and limited redress in the context of human rights violations. Human Rights Council Working Group on the Universal Periodic Review, United Nations Compilation on South Sudan, 5 November 2021, A/HRC/WG.6/40/SSD/2

[21] 10 Human Rights Priorities for South Sudan A Proposal from Amnesty International, Human Rights Watch and the South Sudan Human Rights Defenders Network, February 2022, https://www.hrw.org/news/2022/02/03/south-sudan-human-rights-priorities-government-south-sudan (references cited therein)

[22] United Nations Report of the Electoral Needs Assessment Mission, South Sudan, 2021 and project formulation consultations.

[23] For example European Union Election Observation Mission Southern Sudan Referendum 2011 Preliminary Statement, 17 January 2011 noted that "the campaign's effectiveness was assessed by EU observers as somewhat deficient for rural voters."

As the first elections in South Sudan, intended to bring in representative institutions under an agreed political framework, it will be important to ensure all citizens and communities are equally able to participate – as voters, as candidates and in decision making on the electoral framework. This principle is at the core of the concept of "free and fair elections" envisaged within the R-ARCSS. Within the national context, low levels of literacy and lack of civil documentation for many citizens are challenges that will need to be addressed in relation to this.[24] In addition, there are also a number of groups who are often underrepresented and marginalized from political life. Targeted efforts may be required to ensure the equal and meaningful participation of women, youth, persons with disabilities, displaced persons, refugees, diaspora and other minority or political groups for a fully inclusive post-transitional state.

While the R-ARCSS's target of 35 percent for women's representation in elected bodies and in public service is leading to some improvements, South Sudan is still far behind achieving this commitment. There remains a pressing need for advocacy, sensitisation, education and capacity building support, as well as measures to address violence targeting women during the electoral process, to promote active participation of women in the public sphere. Women highlight fear of retaliation, harassment and other forms of violence if they are to become politically active in the current environment.[25] The Revitalized peace agreement includes a 35% affirmative action quota for the participation of women in governance, however none of the political parties have fully met their obligations in terms of female nominees for political appointments. Not even in the case of political parties led by women has the 35% goal been reached. The problem is particularly acute with state leadership as there is only one-woman governor out of 10 and there are no chief administrators out of the 3 administrative areas in South Sudan.

Youth make up the largest segment of South Sudanese society, with the often-cited statistic that 72 percent of the population are younger than the age of 30.[26] Yet they remain marginalised from political and democratic processes. A 2019 report of the Ministry of Culture, Youth and Sports acknowledged that "young people are systematically excluded from decision making based on their young age and inexperience."[27] Recent analyses draw a link between excluded youth and a heightened risk for violent extremism.[28] Lack of education and employment opportunities, in addition to this isolation from the political class, make youth particularly susceptible to involvement in armed violence, and/or manipulation by political parties.

Based on global estimates of the world's population living with disabilities, there may be more than 1.2 million people with disabilities in South Sudan.[29] Even when no legal restrictions exist, persons with disabilities face multiple barriers and negative attitudes that prevent them from participating in public affairs. Ethnic and religious minorities also face specific obstacles in participating in national and sub-national political processes, and the challenge of IDP and refugee participation in elections needs to be addressed in light of changes in the demographic and ethnic landscape across the country in the aftermath of protracted displacement and violence. Displacement has continued to increase in recent years and the population remains highly mobile in response to ongoing shocks relating to conflict and natural hazards. It is critical that these communities are offered real possibilities for meaningful participation and influence over political process, if the legitimacy and sustainability of election outcomes are to be assured.

With the years of persisting conflict and violence behind South Sudan, security remains one of the main challenges to holding free and fair elections. While the R-ARCSS has succeeded in curbing large-scale

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[24] IOM Displacement Tracking Matrix (DTM) South Sudan, Urban Multi-Sector Needs and Vulnerabilities Surveys, https://dtm.iom.int/south-sudan

[25] United Nations Report of the Electoral Needs Assessment Mission, South Sudan, 2021

[26] Southern Sudan Centre for Census, Statistics and Evaluation (SSCCSE), *Key Indicators for Southern Sudan*, 2011; http://static1.1.sqspcdn.com/static/f/750842/11454113/1301369111513/Key+Indicators_A5_final.pdf?token=0JDCa5z2y%2Ffz8rrK6WdcNNk7b0o %3D. This statistic is based on the 2008 census in the Republic of Sudan.

[27] Ministry of Culture Youth and Sports, The South Sudan State of Adolescents and Youth Report 2019

[28] United Nations Report of the Secretary General Ways to promote effective structured and sustainable youth participation, 2015

[29] Human Rights Watch, South Sudan: People with Disabilities, Older People Face Danger, 2017, accessed on 28 February 2022; https://www.hrw.org/news/2017/05/31/south-sudan-people-disabilities-older-people-face-danger

political violence overall, localized and sub-national violence is still prevalent.[30] The country will continue to be at risk of deeper destabilization should recent progress on unification of security forces fail to be effective. A large number of political actors were involved in insurgency during the civil war and the country remains inundated with small arms and light weapons. Fostering a secure environment where citizens are protected from violence and intimidation will be important for enabling electoral participation. Furthermore, the country still relies on its military and national security service for maintaining security, while the R-ARCSS contemplates the national police as the agency primarily responsible for providing security during elections. Substantial technical support and capacity building will be required to enable it to fulfil this lead role.

Even without security concerns to contend with, South Sudan is an extremely challenging country in which to organise elections. The sheer size of the territory, limitations in communications and lack of infrastructure result in great difficulties in accessing parts of the country. This presents great logistical and operational challenges in reaching the large number of voters who reside in isolated rural areas. It is compounded by the impact of Climate Change which has resulted in prolonged flooding and environmental degradation causing loss of livelihoods, displacement, movement restrictions, and conflicts. During 2010 and 2011 balloting events, election management institutions relied heavily on international assistance for logistical requirements alone. When this is compounded with technical challenges arising from a largely inexperienced election management body, low levels of literacy, reduced civic and media space, the absence of national data on voters, lack of personal documentation to prove eligibility, a potentially complex electoral system[31], and the need for fast and accurate results, this presents a daunting – and costly - task for the electoral administration.

II. STRATEGY

Strategic Framework

The overall goal of the project is to strengthen national institutions, platforms and processes in support of free, fair, credible, peaceful and inclusive electoral processes in South Sudan that establish legitimate representative institutions. The project works with UNDP's Governance and Peacebuilding Cluster and its objective of responsible and accountable institutions and draws upon its integrated approach to supporting inclusive political processes that aim to strengthen processes and institutions for improving citizen participation, voice and accountability.

The project is aligned with electoral and broader objectives of the government's Revised National Development Strategy (R-NDS)[32], in particular the "Establish and/or strengthen institutions for transparent, accountable and inclusive governance" goal. This was revised for the period 2021-2024 to support implementation of the R-ARCSS and highlights as one of its priorities "transition to elected government", with "a functioning national electoral commission" as its indicator. Certain project components contribute to further areas of the R-NDS and R-ARCSS relating to improved access to justice, respect for human rights, inclusion, security and rule of law.[33] The project is also aligned with the UNDP Strategic Plan, in particular, its output of strengthening democratic institutions and processes "for an inclusive and open public sphere with expanded public engagement", as well as with country frameworks of the United Nations Sustainable Development Cooperation Framework, UNDP Country Programme Document, and mandate of UNMISS.

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[30] United Nations Mission in South Sudan Human Rights Division Annual Brief on Violence Affecting Civilians, January – December 2021

[31] According to the current electoral system of the National Elections Act, 2012 (Amendment), Bill 2022, if national and sub-national elections are held simultaneously, this will require twelve different ballot papers for each voter.

[32] Republic of South Sudan Revised National Development Strategy, Consolidate Peace and Stabilize the Economy, 2021 – 2024. As well as the R-ARCSS, this is defined as contributing to national, regional and international development frameworks, Vision 2040, Africa Agenda 2063 and the 2030 Sustainable Development Goals, as well as humanitarian goals.

[33] The project also contributes to national thematic strategies, such as the Peacebuilding Strategic Framework, National Action Plan 1325 and National Gender Policy, referenced as relevant in Section III.

Programmatic interventions are guided by international human rights principles, as well as the 2030 Agenda for Sustainable Development, in particular SDG 16 relating to peace, justice and strong institutions. Integrated throughout are the three guiding principles of work towards sustainable development: 'Human Rights-Based Approach', 'Leave No One Behind' and 'Gender Equality and Women's Empowerment.'[34]

Scope of the project

The project takes as its point of departure the understanding that as an integral part of the peace process, the aim of forthcoming elections is not only to elect legitimate political leaders, but also to consolidate peace and promote reconciliation. A technically acceptable election may be necessary but is in itself not enough, without a safe environment that enables citizens to participate in a meaningful way, fosters trust in processes and leads to acceptance of election results that are seen as genuine. This requires a holistic approach that fuses appropriate legislative frameworks, respect for human rights and access to information, impartial and professional institutions, space for diverging views, political consensus in decision making and a level playing field in electoral competition, enabling security arrangements, effective dispute resolution processes, and inclusive and equal opportunities for participation for all sectors of the population. The project therefore addresses its goal through dual angles of fostering a more enabling environment within which elections take place and supporting the conduct of the electoral process itself.

The change process identified for achieving the project goal involves integrating interventions within these areas that can impact on the environment for elections as well as enhance the effective conduct of elections, so that elections are not considered in isolation but within their broader context. If the legal framework for elections is established and provides for free, fair and inclusive elections; and the institutional framework enables professional, transparent and accountable election management; and inclusive participation is strengthened within a human rights framework that allows civic and political space for different perspectives; and mechanisms for maintaining security and mitigating violence during electoral processes are strengthened; and this is combined with effectiveness in planning and implementing electoral processes; then free, fair, credible, peaceful and inclusive electoral processes may take place in a way that outcomes are accepted and legitimate representative institutions are established. In this way, the elections may activate the end of the transition period, not only through electing legitimate political leaders but also consolidating peace and paving the way for future democratic development.

To this end, the project formulates this scope around five outputs. The first four contribute to different but inter-related aspects related to creating an enabling environment for elections. These cover the necessary legal frameworks for elections, institutional capacities, inclusive participation, rights and access to information, and maintaining security through elections. The fifth output focuses on support to planning and implementing the different phases of the electoral process.

This is in line with the parameters for UN electoral assistance in South Sudan defined by the electoral Needs Assessment Mission.[35] This provides a broad remit, while also recommending that assistance is provided in two phases: the first phase, for the immediate term, supporting national efforts in the establishment of an electoral framework for free, fair, credible, inclusive and peaceful elections and the second phase (mid to long term) providing technical assistance to the electoral administration in the conduct of the election.

The two phases of electoral support are complementary and interdependent, and many aspects are relevant to both preparatory and operational phases. However, there are some unknown factors that may impact on the project in due course, including components of election operational support that cannot be clarified until the electoral framework is in place and the National Elections Commission is reconstituted with a mandate for decision-making. This may have implications for the election operation itself and the type and scope of electoral assistance needed and requested by government authorities. Furthermore, the timelines for the electoral process, which are not yet confirmed, also have an impact on project design, with its implications for how much time may be available for different project interventions.

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[34] https://unsdg.un.org/2030-agenda/universal-values

[35] *Policy: Principles and Types of UN Electoral Assistance,* United Nations Focal Point for Electoral Assistance, revised 1 March 2021.

For these reasons, detailed definition of the Output 5, supporting preparations and conduct for election operations, is deferred for completion once there is greater clarity on the electoral framework. An indicative budget has been prepared for Outputs 1 to 4 for the first 18 months of the project. At this point – at the time of the project mid-term review or sooner - project partners will take stock of project activities in relation to the evolving context and the next phase of the project will be detailed. Nonetheless, while some project components cannot yet be defined, the project is designed to encompass key broad areas to be addressed for a peaceful and inclusive electoral process, while allowing for flexibility to respond to developments as they arise.

Approach

Exigencies of election operations may at times represent the most time-essential priorities, particularly given the operational challenges to be faced in South Sudan. However, this is conceptualised within a broader perspective that extends beyond the elections, combines operational assistance with institutional development and a focus on lessons learned for future elections, and maintains attention on a broad range of stakeholders, in addition to electoral management institutions.

Since forthcoming elections are to be South Sudan's first, there are no recent first-hand experiences upon which to draw. However, Sudan's elections of 2010 and the referendum of 2011, as well as recent elections in nearby countries, do provide some lessons that may inform support to election operations. These will be considered in providing technical support in areas such as civic/voter education, voter registration, dispute resolution, managing security, tabulation of results and domestic observation programmes.[36] The project will also facilitate opportunities for review of activities, to incorporate lessons learned on an ongoing basis.

With limited electoral experience in the country, the project includes a strong institution strengthening and capacity development component, that addresses the integrated levels of institutional context, organizational practices and individual capacities. The project also aims to create spaces for dialogue on electoral issues and provide opportunities for voices to be heard. It seeks to engage different stakeholders as constructive contributors to the electoral process, as well as educate, inform and mobilize communities.

This project is formulated upon the following guiding principles, which define the overall approach of the project for achieving its goal:

1. The project focuses on post-conflict elections as a key component of a broader political settlement towards peace and stability, while maintaining a longer-term perspective on strengthening democratic processes and institutions for greater sustainability in the longer term.[37]

2. United Nations, international and national partners are already engaged in a range of activities supporting the peace process, constitution-making process and in other areas such as civic education, strengthening of the judiciary, civil society and the media that contribute to a conducive environment for elections. The project aims to utilize existing programmes as entry points, rather than creating parallel structures, and to build synergies and maximise partnerships for increased effectiveness and optimal use of resources and expertise. The project will also adopt any lessons to be learned from preceding projects.

3. Conflict sensitivity will be mainstreamed throughout programming in line with the principle of "do no harm", in a way that aims to assess the impact of interventions on conflict dynamics, avoid potential triggers, and foster an approach that encompasses broader elements of democracy, governance, human rights and gender.

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[36] See recommendations of international and domestic observer reports and from an independent study commission by UNDP on Lessons Learned from UNDP's Electoral Assistance in Sudan, October 2010

[37] General Assembly resolution A/RES/66/163

4. An adaptive approach to programming enables the project to respond to emerging needs and opportunities, which may be particularly important in relation to political developments of the changing national context.

5. Elections are inherently complex political and technical processes. They comprise many inter-related sub-processes, rely upon a number of institutions, and involve an array of stakeholders, including the public at large. The project will take a holistic approach, that targets interventions at regulatory, institutional and social levels. This includes facilitating community-based interventions where feasible.

6. The project mainstreams considerations of gender equality and inclusiveness throughout all programmatic interventions, including for women, youth, persons with disability, IDP, refugees and other under-represented communities.

7. Given the complexities of operating in a post-conflict environment, including instability and political challenges, lack of infrastructure, limited resources and lack of experience, expectations of project results will need to remain realistic and feasible. Development interventions will seek to align with the realistic pace of change, rather than risking project over-reach and/or over-burdening partners.

8. Project support adheres to United Nations principles for electoral assistance, including respect for human rights; national sovereignty and ownership; carried out in an impartial and independent manner; based on norms but not prescriptive and respectful to the local context; aiming for sustainability; and with a political perspective that takes into account the management of election-related conflict.[38] The project will take into consideration varying levels of need, development, humanitarian crisis and conflict in different localities when planning and implementing interventions.

Organizational Framework

United Nations electoral support is aligned with broader policies on integration within the UN system that aim to expand a shared vision, reduce duplications and make the UN a more coherent partner to host governments and other national, regional and international partners.[39] Within the context of South Sudan, the Needs Assessment Mission report defines the framework for UN engagement as with UNMISS taking the political and operational lead under the leadership of the SRSG, supported by UNDP with its comparative advantage in relation to long term institutional capacity building, electoral project management and election procurement, in cooperation with other UN agencies according to their areas of responsibility and expertise.[40] (See Section III Partnerships.)

The project is designed to maximise advantages of UN and UNDP strengths and comparative experiences in fields of electoral support and development assistance. It is able to draw upon strategic regional and global resources, including guidance on policy and practice available through the UN Electoral Assistance Division (EAD) and UNDP Bureau for Programme and Policy Support (BPPS) Global Project for Electoral Cycle Support. It is also able to leverage opportunities of the UNDP Regional Bureau for Africa (RBA) which offers a multi-sector platform for regional and cross-country exchange.

Theory of Change

To respond to the development challenge that has been described in the earlier section, the project will apply the following Theory of Change (ToC). The ToC set out below emphasises that the project is focused

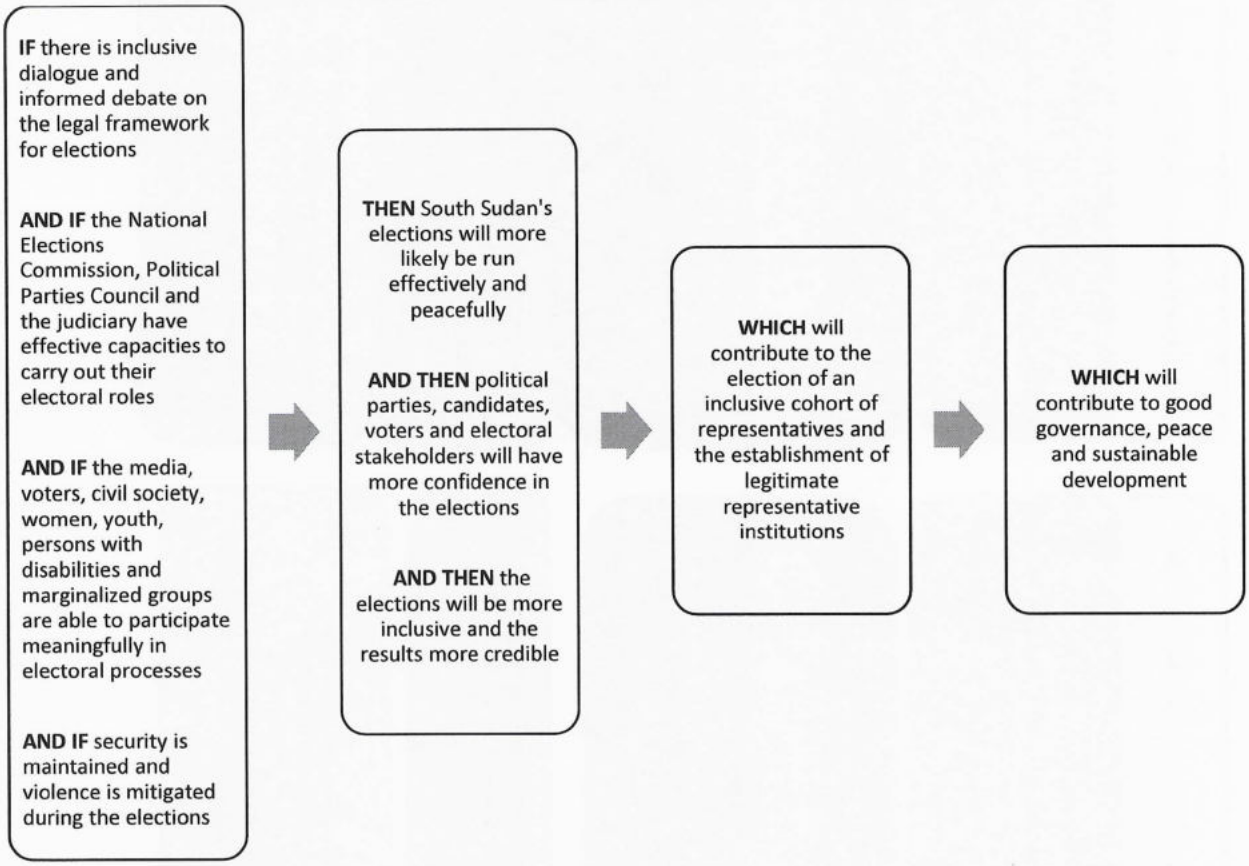
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[38] *Policy: Principles and Types of UN Electoral Assistance,* United Nations Focal Point for Electoral Assistance Ref. FP/01/2012 as revised on 1 March 2021

[39] These establish that all electoral assistance in peacekeeping, peacebuilding or special political mission settings "will be delivered in a fully integrated manner from the outset..." Secretary-General's Decision No. 2010/23, 12 October 2010

[40] United Nations Report of the Electoral Needs Assessment Mission, South Sudan, 2021. Relevant agencies are outlined under Section III Partnerships. These include UN Women, UNESCO, IOM, UNHCR, UNFPA, UNOPS, WFP and UNV.

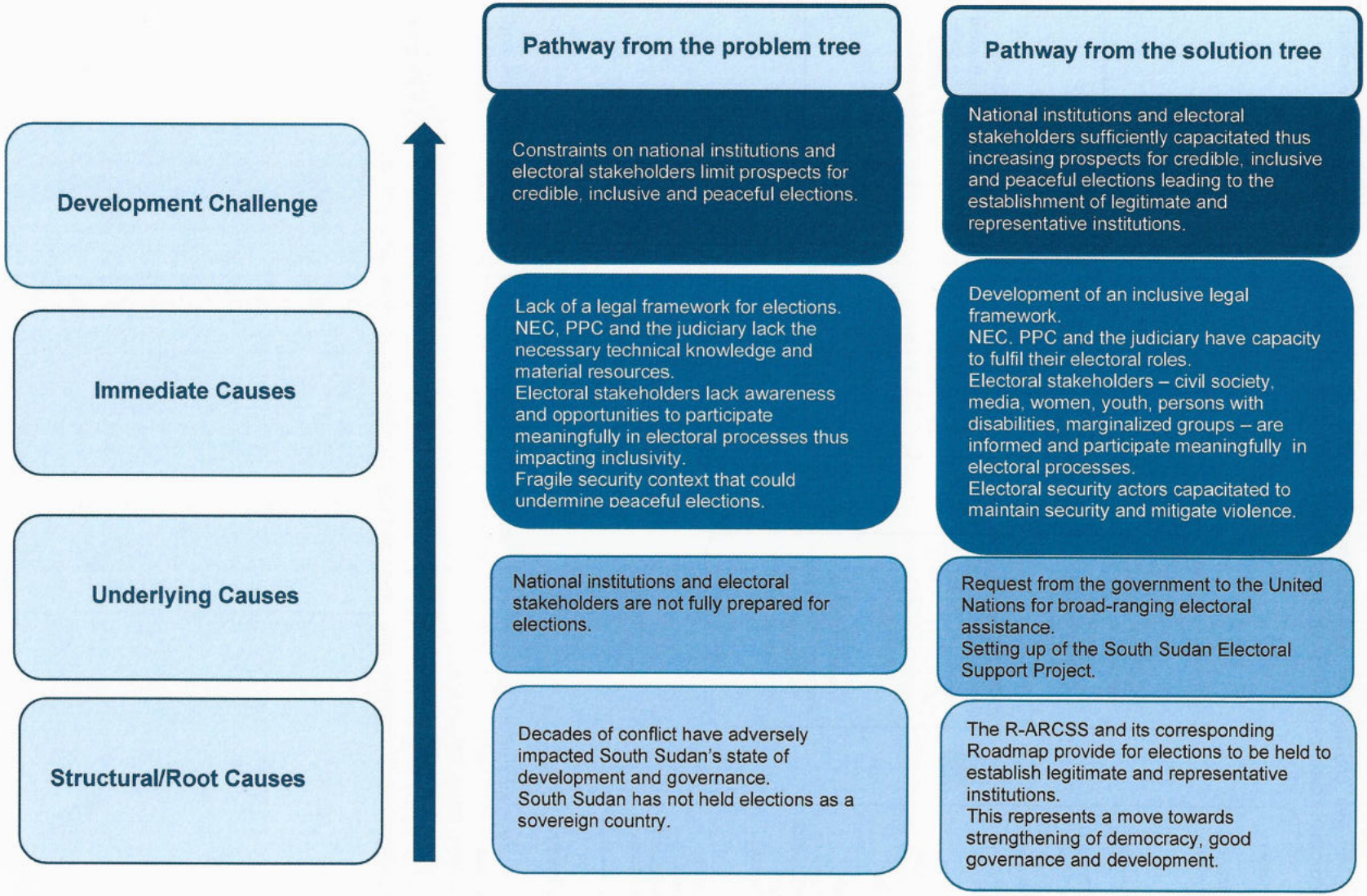
on promoting not just credible and peaceful elections but is also committed to working with election authorities and other stakeholders to promote more inclusive electoral processes and outcomes.



Change Pathway

The project is organized under five outputs aimed at strengthening national institutions, platforms and processes in support of credible, peaceful and inclusive electoral processes in South Sudan that establish legitimate representative institutions.

The proposed pathway focuses on the strengthening of national capacities while also working with civil society and stakeholders to improve awareness and opportunities for inclusive participation.


Pathway from the problem tree
Pathway from the solution tree
Development Challenge
Constraints on national institutions and electoral stakeholders limit prospects for credible, inclusive and peaceful elections.
National institutions and electoral stakeholders sufficiently capacitated thus increasing prospects for credible, inclusive and peaceful elections leading to the establishment of legitimate and representative institutions.
Immediate Causes
Lack of a legal framework for elections.
NEC, PPC and the judiciary lack the necessary technical knowledge and material resources.
Electoral stakeholders lack awareness and opportunities to participate meaningfully in electoral processes thus impacting inclusivity.
Fragile security context that could undermine peaceful elections.
Development of an inclusive legal framework.
NEC. PPC and the judiciary have capacity to fulfil their electoral roles.
Electoral stakeholders – civil society, media, women, youth, persons with disabilities, marginalized groups – are informed and participate meaningfully in electoral processes.
Electoral security actors capacitated to maintain security and mitigate violence.
Underlying Causes
National institutions and electoral stakeholders are not fully prepared for elections.
Request from the government to the United Nations for broad-ranging electoral assistance.
Setting up of the South Sudan Electoral Support Project.
Structural/Root Causes
Decades of conflict have adversely impacted South Sudan's state of development and governance.
South Sudan has not held elections as a sovereign country.
The R-ARCSS and its corresponding Roadmap provide for elections to be held to establish legitimate and representative institutions.
This represents a move towards strengthening of democracy, good governance and development.

III. RESULTS AND PARTNERSHIPS

Expected Results

The project is anchored in pillar 1 of the UNDP Country Programme Document (2023-2025) wherein UNDP will support the government, R-ARCSS guarantors, and CSOs to enhance the integrity and credibility of elections by strengthening the capacity of the National Elections Commission, the Political Parties Council, and CSOs, as well as the police and judiciary for elections security and dispute resolution in compliance with human rights standards. This contributes to Outcome 1 of the UN Sustainable Development Cooperation Framework with its objective of "transparent, accountable, and inclusive governance that protects and promotes human rights, enables the consolidation of peace, establishes the rule of law and ensures access to justice for all" and Output 2.4 of the UNDP Strategic Plan (2022–2025) "democratic institutions and processes strengthened for an inclusive and open public sphere with expanded public engagement".

The goal of the project is to strengthen national institutions, platforms and processes in support of free, fair, credible, peaceful and inclusive electoral processes in South Sudan that establish legitimate representative institutions. To achieve this, project results are structured around five inter-related outputs, as follows:

1. Establishment of an enabling legal framework for free, fair and inclusive elections supported
2. Strengthened institutional capacities for professional, transparent and accountable election management
3. Inclusive participation fostered through enhanced rights and access to information
4. Enhanced environment for maintaining security and mitigating violence during elections
5. Strengthened effectiveness in planning and implementing electoral operations for all citizens.

Output 1: Establishment of an enabling legal framework for free, fair and inclusive elections supported

This output supports the establishment of legal and normative frameworks that provide for free and fair elections in South Sudan. This includes the relevant provisions of the constitution, the electoral law and other legislation that impacts on elections[41], the regulations that are developed to detail electoral legislation, as well as related codes of conduct that promote commitment and adherence to the legal framework. This contributes to "national election and political system reform" specified as a key issue in the Revised National Development Strategy[42], as well as provisions in the R-ARCSS relating to Constitutional reform[43] and revision of the Political Parties Act and National Elections Act, amongst others.[44]

The legal framework forms the basis for holding genuine elections that reflect the will of the people, by determining the rules through which all aspects of the electoral process take place and how electoral competition is played out. The establishment of a clear legal basis is also an enabling factor for elections in that it provides legal certainty for parties, candidates and voters, and offers protection against challenges to election processes and outcomes. Ideally legislative provisions are adopted based on sound technical information, as well as broad discussions and consensus, as election outcomes are more likely to be accepted when the rules of the game are agreed across the political spectrum.

This output supports UNMISS and UNDP interventions that aim to strengthen national constitutional and legislative reform as it pertains to elections. This includes facilitating consideration of technical options, the roles of different agencies within the electoral framework, and the perspectives of different stakeholders. The reform process offers opportunities to strengthen the electoral legal framework around human rights commitments, and to promote inclusiveness both within legal provisions and also through the processes by which consensus is reached. This will be important for generating acceptance of results and maintaining peace in the longer term. In this respect, this output also contributes to the country's development goals consistent

[41] This may include, for example, legislation that governs the media, citizenship and identity documents, civil society actors, political financing, management of freedom of assembly and public order, access to information and data protection, amongst others.

[42] Republic of South Sudan Revised National Development Strategy, Consolidate Peace and Stabilize the Economy, 2021 – 2024

[43] Amendment of the transitional Constitution in accordance with the R-ARCSS, and development of the permanent Constitution, R-ARCSS Chapter 1 and Chapter 6 respectively

[44] The R-ARCSS includes amendment of the Political Parties Act, and two revisions of the National Elections Act, to conform to the terms of the R-ARCSS and then to the Permanent Constitution (articles 1.20.1, 1.20.3 and 1.20.5 respectively).

with the 2030 agenda, in promoting non-discriminatory laws, strengthening legislation for gender equality and advancing responsive, inclusive, participatory and representative decision making.[45]

1.1 Promoting standards and inclusiveness in constitutional and legislative reform

The project will contribute to UNMISS and UNDP support to national efforts to establish the legal framework for elections within constitutional and legislative reform processes, based on human rights commitments and normative principles. This includes providing technical support through analysis, comparative examples, and assessments on technical options, to enable informed debate and decision. This may include support to national bodies developing and deciding on electoral provisions, such as constitutional amendment/review commissions, the Ministry of Justice and Constitutional Affairs and relevant parliamentary bodies, as appropriate. It may also include facilitating opportunities for stakeholders to engage with the process through dialogue and advocacy, and consultative forums to enhance understanding of electoral reform issues.

The electoral law is a necessary pre-requisite for election preparations, as specifying the foundation upon which processes are built. Key areas to be determined include, inter alia, the electoral system, delineation of constituencies, political party provisions, voter registration, electoral dispute resolution and participation of refugees and IDPs. Consideration will be given to other legislation that impacts on elections and harmonization of provisions between different pieces of legislation. Particular attention will be given to provisions that promote equal and inclusive participation and representation, including quotas and other affirmative measures for women and other under-represented groups.

Indicative activities:

1.1.1 Provide technical support to national authorities and electoral stakeholders, including options and assessments, to promote informed debate and decision-making on the legal framework for elections

1.1.2 Facilitate opportunities for transparent and inclusive dialogue and awareness raising around key elements of the legal framework for elections

1.1.3 Promote consideration of strengthened provisions relating to inclusion of women, youth and other under-represented groups, including special measures, such as quotas

1.1.4 Print, translate and disseminate information on the legal framework for elections as enacted.

1.2 Supporting the development of regulations and codes of conduct for elections

The project will support development of associated tiers of the legal framework in line with constitutional and legislative provisions (outlined above). This includes technical advice to the National Elections Commission or relevant authority on the development of regulations for different components of the electoral process. It also includes support to the development of codes of conduct for different stakeholders that demonstrate commitment to the legal framework and ethical standards of behaviour. These may be either brokered by electoral authorities or initiated by the parties concerned, and may include, for example, codes of conduct for political parties and candidates in relation to the electoral campaign or results processes, on self-regulation of the media, for election observers or traditional leaders. Throughout this, stakeholder engagement will be encouraged, with an aim of promoting inclusiveness, buy-in and consensus, as well as sensitisation.

1.2.1 Provide guidance and technical advice to the National Elections Commission or other relevant authorities on developing regulations for electoral processes

1.2.2 Facilitate opportunities for stakeholder inputs into development of electoral regulations, with a particular focus on inclusion of underrepresented groups

1.2.3 Facilitate opportunities for the development, agreement and review of codes of conduct for different stakeholders in line with electoral legislation

1.2.4 Raise awareness on electoral regulations and codes of conduct.

Output 2: Strengthened institutional capacities for professional, transparent and accountable election management

Professional election management by a trusted electoral management body (EMB) is critical for elections to be seen as credible and the results accepted. To this end, the electoral administration must be non-partisan and have the capacity to deliver elections effectively. This can be particularly important in transitional societies, where the electoral framework may still be developing, and systems have not been tried and tested. The EMB(s) may also lack experience and/or funding and may face distrust and scrutiny. Enhancing professionalism, accountability and transparency from the beginning will foster confidence in these institutions and trust in the electoral processes overall.

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[45] Sustainable Development Goals 16C, 5.9 and 16.7 respectively.

The responsibilities of institutions for electoral management will be established in the new legislative framework, through reform processes outlined under Output 1. The primary institution is the National Elections Commission. Other bodies with specific roles include the Political Parties Council, which is responsible for political party registration, and the judiciary for electoral dispute resolution. The project will work to strengthen the institutional frameworks of these bodies at central and state level to improve professionalism, efficiency, accountability and transparency in fulfilling their mandates in the electoral process. This aims to directly contribute to the Revised National Development Strategy (R-NDS) goal to "establish and/or strengthen institutions for transparent, accountable and inclusive governance" in the specific area of election management, which are reflective of objectives of SDG 16, and support the priority identified in R-NDS consultations to "set up and support national elections bodies".

2.1 Developing the institutional capacity of the National Elections Commission to provide accountable, transparent and professional election management

According to current legislation, the National Elections Commission (NEC) is an independent body with permanent structures at central and state level and is responsible for regulating and supervising national, state and local elections, as well as referenda.[46] The NEC is pending reconstitution as envisaged in the R-ARCSS, following amendment of the National Elections Act.[47] As the primary Election Management Body (EMB) with responsibilities for planning and implementing all phases of an election, its ability to generate trust in electoral processes will depend in large part on its capacities to maintain accountability, transparency and professionalism in election management as well as independence in the public eye. The upcoming institutional reconstitution process offers an opportunity to strengthen the mechanisms guaranteeing the independence of the NEC as well as enshrine its impartiality.

At the earliest appropriate opportunity, the project will support national authorities to undertake an assessment and preparation of a national budget for elections, including an assessment of preparedness of the NEC, supported by UNMISS and UNDP in partnership with the NEC. This will highlight gaps in institutional functioning that can be addressed under this output, as well as technical areas of election delivery to be addressed under output 5. The project will respond to these identified gaps through targeted capacity development interventions that aim to address institutional management practices, financial, administrative and procurement functions, ethics and professionalism, as well as providing support to the development of internal guidelines and procedures, including strategies relating to the inclusion of women, youth and other marginalised groups in the electoral process. In line with NEC priorities, initial support will also focus on development of the physical and communications infrastructure of the NEC and its state offices through the provision of appropriate IT, office and communications equipment. This support will enable the NEC to function as a cohesive whole with its state-level network of offices. Furthermore, the project will work to strengthen the NEC in its communications, public relations and stakeholder engagement to foster standards in transparency and trust in the institution as a whole.

2.1.1 Support national authorities to undertake an assessment and preparation of a national budget for elections, including an assessment of preparedness of the NEC to inform institutional development and election support interventions under this project; and design and monitor the implementation of a capacity development action plan in coordination with the NEC

2.1.2 Support development of appropriate physical and communications infrastructure at central and state level for national-wide coordinated election management functions

2.1.3 Provide capacity development to NEC at central and field levels to strengthen accountability of financial, administrative and procurement processes, and enhance electoral management practices

2.1.4 Facilitate internal strategies that promote inclusive election management and electoral processes that foster inclusion of women, youth, persons with disabilities, IDPs and other marginalised groups.

2.1.5 Support the NEC in enhancing transparency and communications strategies, including through stakeholder engagement, use of different media, and standards for open data.

2.2 Supporting the effective management of political party registration processes

While registering electoral contestants is a function of the National Elections Commission, political parties are first required to register before they can field candidates. This is the responsibility of the Political Parties Council (PPC), which also has the authority to suspend or exclude parties from elections, as defined within the Political Parties Act.[48] The R-ARCSS highlights revision of the Act and subsequent reconstitution of the Political Parties Council with an aim of complying with "international best practices for the free and democratic

[46] National Elections Act 2012, Act No. 39, April 2012, Chapter II, Article 8 and Article 14

[47] The R-ARCSS stipulates the responsibility of the National Elections Commission to conduct elections reflective of the will of the electorate in accordance with the provisions of the Permanent Constitution, article 1.20.3

[48] Political Parties Act 2012, Act No. 33, February 2012, Chapter III

registration of political parties in South Sudan".[49] The impartial, transparent and effective management of this process will be important for creating a level playing field for electoral competition and establishing the rights of individuals and groups to compete on equal grounds. The Political Parties Council, in coordination with the National Elections Commission, also has an important role to play in facilitating information for political parties in terms of their rights and responsibilities throughout the electoral process.

UNMISS is providing ongoing engagement of political parties on topical issues through dialogue forums, and during 2021 UNDP deployed a national capacity development expert to coach, mentor and provide on-job training to technical staff of the PPC on their public service roles[50]. Building upon and complementing these activities, the project aims to strengthen the Political Parties Council in its function of managing political party processes for elections. This includes promoting impartiality and efficiency in political party registration as well as providing guidance on relative roles of the PPC and NEC on other political party processes relevant to elections. In line with priorities identified by the Political Parties Council, the project will support training of PPC staff to enhance understanding of their specific functions, promote transparency through mechanisms to publicize information on political parties to the public, and strengthen the role of the PPC in informing and providing opportunities for dialogue for political parties.

2.2.1 Provide technical support to the PPC on processes for political party registration and related processes relevant to elections
2.2.2 Strengthen the capacities of the PPC to undertake its functions for management of political party processes throughout the electoral process through training and equipment as needed
2.2.3 Promote the transparency of PPC decisions and processes through public information
2.2.4 Support the PPC in providing information to political parties and facilitating opportunities for engaging them in dialogue on the electoral process.

2.3 Strengthening processes for electoral dispute resolution

Electoral dispute resolution (EDR) establishes the mechanisms through which election actions or outcomes can be legally challenged. According to current legislation, the Supreme Court has the authority to adjudicate electoral disputes, with competent courts (at state and/or constituency level) as designated by the Chief Justice.[51] This responsibility applies to adjudicating appeals to rectify actions or decisions of the NEC, such as appeals against candidate rejections or decisions on final results. The credibility of an election and acceptance of results can depend to a large degree on the capacity of authorities to effectively resolve these disputes in a transparent, effective and timely manner.

Building upon initiatives undertaken by UNDP and UNMISS to strengthen the capacity of the judicial system[52] and support objectives of the R-NDS to "promote equal access to justice for all", the project will support the development of capacity of the judiciary and justice chain at central and local levels to improve their ability to fulfil their EDR function. This includes technical advice on defining structures, responsibilities and processes for resolving disputes throughout all phases of the electoral process, distinguishing between civil, criminal and administrative disputes. Bearing in mind the limited experience of the judicial system on electoral matters, the project will support design and delivery of a training programme that focuses on promoting an understanding of the electoral process as a whole, the roles of different actors in responding to grievances, as well as specific EDR procedures, with an emphasis on consistency of response, the imperative of impartiality and timeliness for election results, and sensitivity towards the rights of different population groups. The project will also promote interventions that foster transparency and communicate decisions and processes. This will need to be combined with a solid public outreach campaign (under output 3) to promote awareness of mechanisms for how electoral disputes are resolved peacefully and promote understanding of the roles of the judiciary and other actors, including traditional structures.

2.3.1 Provide guidance and technical advice on establishing the structures, responsibilities processes and procedures for electoral dispute resolution
2.3.2 Provide training and other capacity development support to judges and their support teams on the electoral process, the roles of different actors and their specific functions in the EDR process
2.3.3 Support transparency in decision making and communications on the role of the judiciary and other actors in EDR at national and local levels.

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[49] R-ARCSS, Article 1.20.1. There are currently more than 60 political parties in South Sudan; only 14 are registered.

[50] The UNDP Governance and Economic Management Support project deployed a national Special Skills Expert from December 2020 to December 2021 to coach, mentor and provide on-job training to technical staff of the PPC on their role as public servants.

[51] National Elections Act 2012, Act No. 39, April 2012; Chapter 1

[52] The UNDP project "Support to Access to Justice, Security and Human Rights Strengthening in South Sudan" (currently running from April 2020 until March 2023) and UNMISS Rule of Law Section have been working to strengthen institutions that can resolve disputes quickly and fairly.

Output 3: Inclusive participation fostered through enhanced rights and access to information

Strengthening mechanisms that protect citizens' fundamental freedoms and advance their access to information help to create an environment in which genuine electoral participation can take place. Beyond specific electoral rights, such as the right to vote and stand for election, "participation in the electoral process cannot be effective unless a wide range of rights are respected: freedom of expression and opinion, freedom of peaceful assembly, freedom of association, freedom of movement, freedom from discrimination, and freedom from fear and intimidation."[53] National authorities, civil society, faith-based organisations, community groups, the diaspora and the media all play crucial roles in educating the public to enable them to exercise their rights and in mobilizing participation.

The principles of democracy also require that all citizens have equal access to participate in public life and in electoral processes. In a transitional environment, special efforts may be required to include all groups of society, particularly those who are under-represented, not only as electoral participants but as citizens who have a voice in how the electoral framework will be established. This is based on the premise that establishing more inclusive political processes leads to greater influence of citizens, more accountable governments and institutions, and more inclusive and peaceful societies.[54]

Together with UNMISS and UN agencies, this output aims to work in partnership with a range of state and non-governmental actors - including women's groups, youth groups, Organizations of Persons with Disability - that can be instrumental in advancing electoral rights and access to information, promoting accountability, strengthening inclusive political participation and reaching citizens. In this way, it aims to foster an environment in which meaningful participation of citizens in genuine elections can take place as well as promoting rights of equality and non-discrimination, as also recognized in the adoption of the 2030 sustainable development agenda, where UN Member States pledged to "Leave No One Behind".

3.1 Promoting and protecting human rights in elections

A human rights-based approach is one of the defining principles of United Nations work and the sustainable development agenda, as reflected in the R-NDS. In relation to elections, it applies to commitments within the electoral framework and the extent to which the environment enables citizens to exercise these rights in practice. Organisations can promote this through monitoring, analysing and reporting on rights in the electoral context in relation to international standards and national commitments, and responding to violations. National human rights institutions have a key responsibility in this regard, with the support of civil society and the media who can be potent watchdogs and activate pressure for accountability.

The South Sudan Human Rights Commission was established in 2009 as an autonomous body to investigate complaints or violations, monitor standards and raise awareness on human rights. UNDP in collaboration with OHCHR[55] is providing support to the Commission and CSOs to enhance their capacities to protect and promote human rights through monitoring and response mechanisms. UNMISS also works with government through advocacy approaches on human rights. This project will work through this existing programme of support to strengthen capacities of the Commission, civil society and media to undertake these functions throughout the different phases of the electoral cycle at central and state levels, as well as bringing elections into the human rights discourse in a way that cuts across different sectors. While maintaining realistic expectations of what can be achieved within the project timeframe, it is hoped that this may go some way to raising awareness of human rights in elections and fostering confidence in response to violations. A specific focus will be given to monitoring and reporting on rights of vulnerable groups.

3.1.1. Support the development and application of a methodology for monitoring, investigating and reporting on human rights violations during the electoral process
3.1.2. Strengthen the capacity of the South Sudan Human Rights Commission, CSOs and media to monitor, analyse and report on human rights throughout the electoral process
3.1.3. Raise awareness on human rights in elections and the roles of different stakeholders in safeguarding them.

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[53] United Nations Office of the High Commissioner of Human Rights, Manual on Human Rights Monitoring, Chapter 23

[54] UNDP *Building Inclusive Societies and Sustaining Peace through Democratic Governance and Conflict Prevention: An integrated approach*, May 2016

[55] This takes place as part of the project "Support to Access to Justice, Security and Human Rights Strengthening in South Sudan" under the framework of the TriPartite Partnership to Support National Human Rights Institutions, which is a partnership of the Global Alliance of National Human Rights Institutions (GANHRI), UNDP and the United Nations Office of the High Commissioner for Human Rights (OHCHR) to provide coherent support to National Human Rights Institutions around the world. https://www.undp.org/publications/tripartite-partnership-support-national-human-rights-institutions

3.2 Promoting access to accurate and impartial information through media

The media, traditional and social media, is a central and powerful force in electoral processes. It is a primary means for communicating information to citizens, provides space for debate and becomes a tool for contestants to persuade voters to vote for them. Media can also be a watchdog and pillar of transparency, that can activate public pressure for accountability. With the media holding such a dominant role in shaping public opinion, there is always the risk that it will be co-opted and distorted for political ends. Over an election, media is particularly open to abuse and hate speech in campaigning (particularly against women). Efforts to manipulate citizens' voting choices and undermine trust in processes can potentially damage electoral legitimacy, distort the public debate and trigger violence. The challenge is, therefore, to channel its use towards enhancing inclusiveness, protecting rights, diffusing conflict and promoting access to accurate information.

As appropriate to UNESCO's communications mandate and area of expertise in relation to access to information and capacity building of the media, UNESCO will lead on implementing this sub-output, in coordination with UNDP and other UN entities as relevant. The project will aim to develop the capacity of journalists and editors, particularly women journalists, to deliver professional, accurate, impartial, conflict-sensitive and gender-sensitive reporting on elections, as well as building capacities of community radio stations and public broadcasters in election broadcasting through training and the provision of appropriate equipment. Alongside this, the project will work to promote understanding of the positive role of media in electoral processes and principles of freedom of information and access to information, through awareness raising for different stakeholders, including security personnel, and strengthening capacities of the Access to Information Commission, Media Authority, South Sudan Broadcasting Corporation, specialised Parliamentary Committee for Information and media associations[56].Particular focus will be given to engaging youth constructively in local media and social media activities around elections, and strategies for responding to mis/disinformation and hate speech, particularly against women.

3.2.1 Promote understanding of the role of media in the electoral process with media managers, editors, staff and journalists and amongst other stakeholders

3.2.2 Conduct training, develop guidelines and provide technical support to enhance professionalism, accuracy and neutrality of media reporting during elections, including investigative reporting, gender sensitive reporting and conflict sensitive reporting

3.2.3 Promote freedom of information, access to information and safety for journalists through strengthening capacities of relevant regulatory bodies and media associations, dialogue and education initiatives for different stakeholders and monitoring the media environment

3.2.4 Build capacities of community radio stations, public broadcasters and listener clubs in production and broadcasting of conflict sensitive programmes in local and national languages

3.2.5 Promote constructive engagement of youth through media initiatives at local level

3.2.6 Facilitate strategies for countering hate speech and mis/disinformation during the electoral process, including in relation to violence through media against women in elections.

3.2.7 Strengthen capacities on media information literacy to empower journalists, citizens and in particular youth with skills to enable them to engage critically with online and offline information.

3.2.8 Support media observation during the elections

3.3 Supporting broad and inclusive civic and voter education

As stated in guidance on the implementation of the International Covenant on Civil and Political Rights, voter education is an intrinsic part of facilitating the exercise of voting rights for citizens by providing voters with the necessary information to participate.[57] This includes information on why participating is important, how to participate and voting choices. In South Sudan, this will be particularly challenging as many citizens have little or no experience of elections, are illiterate and have limited access to different forms of media. Overall, this puts a premium on utilizing all available channels, including grassroots face-to-face activities, to communicate with voters, inform the public and mobilize electoral participation.

The project will draw upon a range of UN, international and national partners to contribute to an extensive civic and voter education programme, with the aim of reaching all voters. The project will facilitate information sharing and coordination amongst different institutions, organizations and partners. Strategies will be developed utilizing structures and lessons learned from education initiatives on the peace process and the constitutional review process, to streamline interventions, as well as ongoing programmes with different target groups supported by the UN and other entities The project will facilitate message development and

[56] Including the Union of Journalists of South Sudan (UJOSS), Association for Media Development in South Sudan (AMDISS), Community Media Network South Sudan (CoMNTESS), National Editors Forum (NEF), National Press Club South Sudan (NPC_SS)

[57] UN Office of the High Commissioner for Human Rights General Comment 25, paragraph 11 states "Voter education and registration campaigns are necessary to ensure the effective exercise of article 25 rights [the right to participate in public affairs, voting rights and the right of equal access to public service] by an informed community."

coordinated strategies, led by the National Elections Commission and involving CSOs, FBOs, CBOs, INGOs and political parties, amongst others. Efforts will be made to ensure clear, factual and consistent information is provided to the public in local languages.

Initial campaigns will focus more on civic education relating to principles of democratic participation and rights. As the electoral process progresses, this will adapt to focus on information on specific phases of the electoral process and how citizens can participate, including boundary delimitation, voter registration, candidate registration, the voting process and the ballot, how to file challenges and appeals, and the roles and functions of different institutions. Information will also be specifically designed to target traditionally marginalised target groups, including women, youth, persons with disability, IDPs, refugees and isolated communities. Campaigns will incorporate broad training programmes to multiply potential educators at community level, and formal and informal learning and vocational training centres may act as hubs to inform and engage youth in voter awareness raising for the community.

3.3.1 Undertake an assessment that informs development of a strategy for electoral civic/voter education and facilitate ongoing review of the impact and revision of the strategy.
3.3.2 Provide guidance and technical advice to the NEC and other partners on the planning, development and delivery of civic and voter education programmes, and technical support to the NEC on facilitating a coordinated approach on roll-out of a nationwide public outreach programme
3.3.3 Support the design and delivery of civic and voter education campaigns, including development of curricula and materials, training and roll out through national and local initiatives
3.3.4 Support design and delivery of specific civic/voter education for traditionally marginalised groups.

3.4 Strengthening civic engagement in promoting electoral standards and good practices

The R-NDS recognizes within its electoral objectives that "the role of civil society organizations to promote citizens' participation and monitor the integrity of the elections needs to be developed." CSOs, as well as media and other civic groups, have indeed a central role to play throughout the electoral cycle, through monitoring as a crucial part of enhancing accountability, transparency and trust, through augmenting service delivery in educating the public and through mobilizing communities to participate. More broadly, they are able to monitor and hold to account different agencies in the electoral sphere, including parliament, political parties, government, the security sector, media, and election management institutions. They are also able to advocate for legal, institutional and policy reforms; contribute to peacebuilding and reducing election conflict dynamics; and promote inclusion through representing different perspectives. As the interface between institutions and the public, they have the ability to reach citizens at local level and represent the voices of citizens at the table with decision makers. This is central to the UNDP priority for transformation in governance as a strengthened role for civil society can help to mobilize drivers for change.

The project therefore seeks to engage with existing CSO networks and other civic groups active in electoral affairs, human rights and democratic development, and support them to play a central role in the electoral process. It will provide opportunities for them to come together and identify ways in which dialogue and collective approaches may advance their role in promoting electoral standards and accountability, including how to engage with different actors and influence change. Initial activities will facilitate broad discussion on priorities and the potential role of civic engagement in the electoral process. This will enable the definition of subsequent activities. Support will be given to strengthening networks as a means of amplifying the scope of engagement of civic actors, providing opportunities for engagement in dialogue with institutions, and promoting action potentially through small grants mechanisms. Over the electoral process, the project will facilitate coordinated approaches to domestic election observation, consideration of best practice and observation strategies that advance a perspective on gender, disability and inclusion of marginalised groups.

3.4.1 Facilitate discussion with CSO networks and civic groups on how to strengthen their collective role in promoting standards and accountability in electoral processes
3.4.2 Strengthen civil society capacities to monitor, analyse and report on electoral and political processes across the country and provide opportunities to present their priorities to other sectors
3.4.3 Support local and national initiatives that promote civic engagement in electoral processes, including through a small-grants mechanism, with priority given to initiatives that target marginalised groups
3.4.4 Facilitate coordinated approaches to domestic election observation and discussion on good practices, including with a perspective on gender and disability inclusion.

3.5 Fostering inclusive political participation in elections

While issues of inclusion are mainstreamed throughout this project, this component places specific focus on the political participation of disadvantaged groups. This falls at the heart of UNDP's area of work on inclusive political processes, which places priority on the political participation of persons and groups of society who are marginalized, excluded and under-represented in political institutions and decision-making processes. The project approaches this objective through dual, but interconnected, angles of

inclusiveness and participation: to enhance equality and opportunities within political structures and policies, and the active engagement of individuals and groups with those frameworks.[58] This responds to resolutions of the national dialogue process that "all political parties shall consider the representation of women, youth and people with special needs" and that these target groups "shall have representations at all levels of government."[59] This falls within development objectives of political inclusion without discrimination (SDG 10) and women's full and effective participation and equal opportunities in political and public life (SDG 5).

In collaboration with UN Women, according to their mandate to lead efforts to advance women's rights and opportunities, the project will work with the Ministry of Gender, Child and Social Welfare and women's groups, to enhance women's capacity to stand as candidates as well as encourage their inclusion within the political parties themselves. This supports ongoing work of UNDP and UN Women in promoting women's leadership in public life. The project will also undertake interventions to promote participation and inclusion of youth, persons with disabilities, internally displaced, refugees and other marginalised groups within institutions, political parties and as candidates. Analysis will be conducted to evaluate political party platforms and policies, which can be used to promote dialogue and advocacy. Promoting discourse on political participation of underrepresented groups in elections aims to sensitise and deepen understanding of the importance of this issue with a broad range of stakeholders.

3.5.1 Facilitate consultations on challenges facing under-represented groups in political participation in elections and ways they can access or engage with political leadership to promote inclusive policies.
3.5.2 Conduct analysis of inclusion of women and other under-represented groups in political party policies, candidate selections and platforms, and promote inclusive policies within political parties
3.5.3 Provide information and support to women and other under-represented groups on how to prepare for electoral contestation, including how to stand for candidacy and conduct campaigns
3.5.4 Promote discourse and awareness-raising amongst a broad range of stakeholders on the principles of inclusive political participation in elections.

Output 4: Enhanced environment for maintaining security and mitigating violence during elections

Particularly in a context such as South Sudan, where widespread conflict is recent and localised incidents of violence still occur, it is important to pay attention to creating an enabling security environment for elections where citizens are able to participate without intimidation or fear of reprisal. While elections are intended as a non-violent forum where competition for legitimate power can take place, elections can be a trigger for inflaming existing grievances, if not yet fully resolved. Election violence can take place before, during and after elections, and strategies for maintaining security in elections are most effective when they occur early in the process and are pre-emptive rather than relying solely on reactive strategies.

Chapter II of the R-ARCSS that addresses "Permanent Ceasefire and Transitional Security Arrangements" is pivotal in creating an enabling security environment for elections. During the transitional period, UNMISS peacekeeping mandate includes protection of civilians, including an active role of UNPOL and an established early warning system through the Joint Mission Analysis Centre. However, political leadership from both government and opposition parties bears an overriding responsibility for promoting peaceful elections, supported by national institutions and actions at community level. Sustainable conflict prevention and active peace-building cuts across all sectors and is a political, institutional and societal endeavour. The project will provide an avenue to contribute to these efforts, as issues relating to security sector reform will be played out in the arena of elections.

This output builds upon existing UNMISS and UNDP programmes supporting the national security sector and peacebuilding, in coordination with other UN entities, government ministries, National Police Service and other security services, and non-state actors to enhance the security environment for elections. Through this, it is hoped that citizens are enabled to participate safely as voters and candidates and election management bodies and stakeholders may fulfil their roles without intimidation or risk to safety and security.

4.1 Strengthening risk management, monitoring and response

The project will contribute to the efforts of United Nations and national entities in establishing structures that work to identify triggers for electoral violence, to monitor and mitigate risks and to elaborate early warning and response mechanisms. Drawing upon analysis and structures of the UN system, this includes support to

[58] This is consistent with the approach outlined in UNDP "What Does it Mean to Leave No One Behind? A UNDP discussion paper and framework for implementation", July 2018, that proposes both empowering those marginalized and enacting inclusive policies.
[59] Republic of South Sudan National Dialogue Steering Committee, South Sudan National Dialogue National Conference Final Resolutions and Communique, 3 - 17 November 2020

national actors to identify, monitor and respond to risks, through the Ministries of Peace Building and Interior in coordination with other national agencies, as well as through civil society and local communities.

The project will support opportunities that facilitate clarification of the complementary roles of national and international security actors and promote a common understanding of a joint security framework for elections. Collaboration between state and non-state actors will be encouraged in the development of action plans for preparedness and response, as well as support enhancing mechanisms for effective coordination, if requested. Support will also be given to enhancing the understanding of the National Elections Commission of the security environment, and what it can do through electoral processes to mitigate risks and play its part in the security coordination structures.

4.1.1 Facilitate a comprehensive risk and threat analysis to identify potential triggers for violence through the electoral process that informs coordinated response mechanisms
4.1.2 Provide technical support to strengthen early warning and response systems through state and non-state actors in coordination with UNMISS and UN agencies.
4.1.3 Foster a common understanding and definition of a joint strategic security framework for elections with national and international stakeholders, and support establishment of coordination mechanisms
4.1.4 Support the National Elections Commission in consideration of potential triggers for conflict during the electoral cycle, measures for risk management and its role in security coordination.

4.2 Strengthening the police and other security actors in maintaining security during elections

The project will build upon efforts of the UNDP programme Support to Access to Justice, Security and Human Rights Strengthening in South Sudan and its collaborations with UNPOL and UNMISS to strengthen the role of the South Sudan National Police Service and other security services in relation to election security. The project will undertake a rapid assessment of requirements in relation to election security to further define interventions.

Project support will focus on institutional strengthening and enhancing professionalisation of the police and other security services in responsibilities for public order management over the electoral process, as well as strengthening mechanisms for community engagement and response to incidents at local level. Particular efforts will be made to advance the role of the police as the primary agency responsible for election security, as well as to enhance understanding amongst different units of the police force and other security actors of the role of the police in protecting the basic rights of citizens, including women and other marginalised groups, during elections. Focus will also be given to strengthening the understanding and response mechanisms of the emergency call centres, and also of the National Police Service Special Protection Unit in relation to violence against women in elections.

4.2.1 Undertake a rapid assessment of capacities and requirements of the National Police Service in relation to election security
4.2.2 Strengthen the framework and capacities of the National Police Service and other security services for public order management during the election, including review of the public order act, development of instructions, delivery of training and provision of equipment as needed.
4.2.3 Raise awareness amongst different units of the police force and other security services on the different phases of the electoral process, roles and rights of citizens and stakeholders, potential triggers of electoral violence, including against women, and response mechanisms.
4.2.4 Support the community policing directorate to enable it to contribute to maintaining security during elections and work with local communities to understand the role of the police during elections.

4.3 Promoting civic and community engagement in preventing electoral violence

The project will build upon existing programmes within the UN system, including the UNDP Peace and Community Cohesion Project and programmes of the UNMISS Civil Affairs Division programme and other UN entities, to strengthen civic engagement in conflict prevention during elections. Existing initiatives will be used as entry points to introduce a component on elections, working with national actors to empower communities to diffuse tensions and deter the use of violence during elections. This includes enhancing dialogue within and between traditional leaders, faith-based organisations and religious leaders, civil society and community groups to promote peace and define interventions appropriate to the local context. The role of media will also be promoted as a mechanism for peace building and countering hate speech during elections (see output 3).

A particular focus will be given to promoting the constructive and active engagement of youth in conflict prevention over elections, with local initiatives particularly in hotspot areas. In partnership with the Ministry of Gender, Child and Social Welfare, UN Women and UNMISS Gender Unit, attention will also be given to preventing and mitigating violence against women in elections, as well as for other vulnerable groups, through awareness raising and advocacy, as well as through mechanisms for monitoring, analysis and reporting of instances for response. Existing initiatives to promote the role of women as leaders in peacebuilding can be used as platforms to introduce topics relating to preventing conflict during elections.

4.3.1 Facilitate consultative meetings on the potential role different stakeholders can play in preventing conflict during elections
4.3.2 Promote peacebuilding at community level in relation to elections through messaging and local interventions involving traditional, religious and civic leaders and/or community groups
4.3.3 Promote constructive engagement of youth in preventing conflict during elections and countering electoral violence
4.3.4 Develop initiatives to reduce Violence Against Women in Elections (VAWE) as part of the Women, Peace and Security agenda.

Output 5: Strengthened effectiveness in planning and implementing electoral operations for all citizens

This output provides concerted support to the National Elections Commission in conducting elections, including their planning, implementation and follow up. This aims to enhance effectiveness of election implementation through efficiency of processes, enabling delivery according to the election timetable, maintaining accuracy of outcomes, and facilitating enfranchisement of eligible citizens of all communities. It is intended that this will bolster trust in processes and acceptance of election results, as it is an accepted fact that well managed elections are less likely to result in contested outcomes. Through this, the "transition to elected government" envisioned in the Revised National Development Strategy and the "outcome broadly reflective of the will of the electorate" as specified in the R-ARCSS may be achieved.[60]

Through this output, the project will work together with advisors of the integrated electoral team, led by UNMISS, to provide technical support to the National Elections Commission in its management of election operations. A dual approach will be applied of embedding technical advisors within the NEC to facilitate ongoing skills exchange, while at the same time providing targeted assistance to election operations in key areas as requested by the NEC or government authorities. The project may also partner with other UN agencies, such as UNOPS, WFP and IOM in the provision of operational support.

Support will be provided to strengthening planning and implementation of elections across all phases of the election, and in cross-cutting areas. This includes processes for electoral constituency delimitation based on reliable population data, voter registration and display of the voter list, candidate and party list registration, ballot design, accreditation of observers, media and party agents, polling, counting and tabulation of results. It also includes identification of registration and polling locations, election reporting, procurement and logistics. Particular attention will be given to promoting inclusion of marginalised groups, including women, youth, persons with disabilities, IDPs and other minority groups, in all phases of the electoral process.

As outlined above in Section II Strategy, given that there are a number of unknown factors relating to the electoral framework, timelines and government priorities, this output will be outlined in general terms at this time. Activities will be defined in more detail following the capacity assessment of the NEC under output 2, when greater information is available on the electoral framework (such as what type of voter registration process is envisaged) and the requirements and priorities of the Government of South Sudan.

5.1 Strengthening operational planning for elections

The project will provide guidance and facilitate support to the NEC in its election operational planning for all phases of the electoral process. This includes development and ongoing monitoring of operational plans and timelines, budgeting and the concept for operations, as well as contingency planning that is sensitive to security issues and other challenges, as well as associated sectoral plans for the election. This also includes support to facilitating operational planning at state level, based on the central plan, and communicating the operational plan to personnel throughout the organisation.

5.1.1 Provide guidance and support to NEC in the development and monitoring of the election operational plan and associated plans, at both central and state level.
5.1.2 Support briefings and/or trainings for NEC personnel on the operational plan.

5.2 Providing technical assistance to support the NEC's implementation of electoral operations

Within the structures of the integrated electoral team, the project will provide guidance and technical support to the National Elections Commission at central and state levels in the implementation of all aspects of the electoral process. Technical advisors recruited by the project will work together with UNMISS advisors alongside their counterparts in the NEC to provide advice and technical assistance through on-job coaching, skills exchange and provision of guidance on options and good practices. Complementary to development of institutional processes under output 2, the project may also arrange targeted capacity building interventions that aim to build specific election technical knowledge and skills, as well as conducting detailed analyses to define systems and procedures in line with the legislative framework.

[60] R-ARCSS article 1.20.4

5.2.1 Provide technical support to the development and implementation of processes and systems for electoral constituency delimitation
5.2.2 Provide technical support to the design and implementation of voter registration processes and systems and the establishment of the final voters list
5.2.3 Provide technical support to development and implementation of candidate and party list registration, and ballot design
5.2.4 Provide technical support to development and implementation of polling and counting processes
5.2.5 Provide technical support to field coordination activities including identification of registration and polling locations, and election reporting
5.2.6 Provide technical support to the design and implementation of election results tabulation and transmission systems and processes
5.2.7 Provide technical support to the development of training guides and curricula and the delivery of training for election officials.
5.2.8 Provide technical support to the development and implementation of accreditation systems and processes and guidelines for stakeholders at election facilities.
5.2.9 Support the introduction of measures to facilitate access to voter registration, voting and other processes for special target groups, including voters with disabilities, IDPs and women.
5.2.10 Support for public outreach activities and strategic communication.
5.2.11 Provide technical support for the development and implementation of operational plans(s) for the elections.

5.3 Support to election procurement and logistics operations

Procurement of election materials and services is a specialised field, and distribution and retrieval of materials is a wide-scale operation that is central to the electoral process. These components are critical to implementation of elections, as any shortfalls or delays can have implications for an election schedule, and potentially even its outcome.

The project will provide advice to the NEC or undertake direct support to the timely procurement of election materials, equipment or services, utilizing the UNDP Global Procurement Unit where appropriate. Procurement items may include, for example, voter registration and polling kits; polling materials, including ballot boxes, ballots, security seals, voter marking ink, polling booths; technological hardware and software; printed materials, including training and voter education materials; power supplies; freight services. The project may also support UNMISS in providing logistics operations support to state, constituency, or polling centre level, as needed.

5.3.1 Provide technical advice and guidance to the National Elections Commission in procurement of electoral materials and services and logistics operations
5.3.2 Undertake direct procurement as agreed with the National Elections Commission
5.3.3 Provide support to national election logistics operations, including delivery and retrieval of materials.

5.4 Supporting out-of-country election operations

Organising out-of-country election operations is a complex exercise that involves negotiations with authorities in different countries and remote operational and logistical arrangements. It can also be costly. However, enabling enfranchisement of large numbers of citizens displaced outside the country can be important in ensuring that a state's elected institutions under a new political order are representative of all its citizens. This is highly relevant within the context of the adoption of the Global Compact on Migration in December 2018 that includes the objective to "enable political participation and engagement of migrants in their countries of origin, including in peace and reconciliation processes, in elections and political reforms, such as by establishing voting registries for citizens abroad, and through parliamentary representation, in accordance with national legislation."[61]

Under the R-ARCSS, returns are foreseen as taking place before transitional elections. However, it is unclear whether conditions will be conducive for this. Existing legislation allows for citizens resident outside the country to vote in presidential elections, but consensus is needed on the parameters for forthcoming elections. Political decision will need to be made on whether out of country registration and voting will be permitted, and for which elections and for whom among the 2.34 million refugees in neighbouring countries[62], an estimated one million South Sudanese diaspora and migrants further afield.

This output will be implemented in partnership with UNHCR, with their core mandate of promoting the basic human rights of refugees and current support to South Sudanese refugee communities, and with IOM with

[61] United Nations Global Compact on Migration, December 2018, https://undocs.org/en/A/CONF.231/3, Objective 19 Article 35 (g)
[62] As of 31 January 2022, data of refugees from South Sudan in neighbouring countries is: 57,072 in Democratic Republic of Congo, 388,737 in Ethiopia, 136,225 in Kenya, 798,056 in Sudan and 962,360 in Uganda. UNHCR Operational Data Portal, https://data2.unhcr.org/en/situations/rbehagl

their responsibilities in relation to migration issues and experience in implementing out-of-country voting for a number of post-conflict elections, and for the 2011 Referendum on Self-Determination for South Sudan. The project may undertake an assessment of current options and requirements for out-of-country voting under output 1, to aid decision making of legislators and government entities and promote informed dialogue as part of legislative reform processes. Information on approaches within the region and beyond may also be provided. Activities will be further defined once the parameters of out of country operations are determined by national authorities.[63]

5.4.1 Provide technical support to the National Elections Commission and other authorities on planning and implementation of out of country voting arrangements according to agreed parameters.

5.5: Facilitating review of electoral processes

To contribute to continuous learning processes for electoral stakeholders, and to situate the transitional elections within the broader perspective of the electoral cycle, the project will facilitate a comprehensive post-election review process. This will include internal review with different departments and sections of the National Elections Commission in cooperation with UN technical advisors, and also with other government bodies, national stakeholders and international electoral assistance providers. This is with the aim of defining good practices, lessons learned and recommendations for future elections.

5.5.1: Facilitate a comprehensive post-election review process with the National Elections Commission, other government bodies and national stakeholders

Resources Required to Achieve the Expected Results

Resources required to achieve project results will vary according to the stage of the electoral cycle and respective phase of the project, as the project becomes more resource intensive during preparations and implementation of an election operation. The first phase of the project focuses on creating an enabling environment for elections and is currently budgeted for 2023-2024. The second phase will include operational support (with at least one additional output). A planned budget for 2024-2025 will be defined once the electoral framework is determined or in the final quarter of 2023 (whichever comes first).

During the initial phase of the project, resources required to achieve results primarily comprise technical support to national partners, including assessments; forums for dialogue and awareness raising; targeted capacity development and training; and some print and media products and limited equipment to support activities. During the election operational phase, costs will increase for procurement of election materials, transportation and equipment, as will requirements for wide-scale training.

Similarly, in the initial stages of the project, resources are required for core project management staff and a small number of election technical advisors. During election operational phases, the UNDP Project Management Unit will expand given the exigencies of electoral timelines, so it can function through dedicated support staff, and the team of technical advisors will increase, alongside UNMISS and other UN advisors, to provide greater support to the NEC and other partners. (See VIII Governance and Management Arrangements.) Throughout the project, resources are required to maintain project operations and oversight, including common services, project governance, monitoring/evaluation and communications.

The planned budget required for the first phase of the project covering 2023-2024 is US$14,515,200. The budget required for the operational phase of the project is not yet defined. However, the NEC budget for elections planned for 2015 gives some indication of the scale and cost of election operations overall. This totalled just under 430 million USD, including infrastructure and staffing costs, and was expected to be resourced by government funds supplemented by UNMISS and third-party electoral assistance. This included, for example, voter registration, exhibition and challenges (22 million USD), polling materials and distribution (217 million USD), training and media/voter education (together totalling 15 million).

Partnerships

An overall approach to maximising partnerships within the project aims to reduce duplication of efforts, streamline resources and promote consistency in support to national institutions, entities and platforms. In this way it is hoped to promote coherence and efficiency in development effectiveness and demonstrate consensus between project partners. Partnerships will be highlighted under each output.

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[63] If widescale out-of-country voting is envisaged, a separate output will be developed, as agreed through the Project Board.

Firstly, the project will work in partnership with national institutions and entities for the purpose of achieving project results. This includes to build national capacities for specific functions, to promote commitment and ownership on the part of government and political leadership, or to strengthen impact at different levels and reach grassroots levels. A primary partner is the National Elections Commission in the planning and implementation of elections, but a range of other governmental and non-governmental entities will partner with the project on specific activities (as outlined in specific outputs and the stakeholders' section below).

Secondly, the project will work in collaboration with other programmes within UNDP, to utilize existing portfolios for entry points, and build upon existing development support and partnerships in a way that avoids parallel structures and contributes to objectives of both sides. These include programmes that focus on access to justice, human rights and rule of law, peacebuilding, governance, gender and youth.

Thirdly, the project will work with UNMISS as the political and operational lead to UN electoral assistance, and with UN agencies, where, building on comparative advantages and areas of expertise, it brings value in addressing the project's development challenges and achieving results. This may be, for example, through greater geographic coverage, reaching specific target populations, broadening programmatic scope, building upon relationships with stakeholders and advancing cost effectiveness. In relation to UN agencies, this may include through joint programming mechanisms within the project implementation framework.

Such partnerships include with the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) in relation to advancement of women's rights; United Nations Educational, Scientific and Cultural Organization (UNESCO) on media engagement, access to information and education; the International Organization for Migration (IOM) in support to IDP communities according to their mandate relating to migration and the United Nations High Commissioner for Refugees (UNHCR) in relation to rights of refugees. The project may also partner and/or coordinate with the United Nations Population Fund (UNFPA) and other agencies on youth participation, and on election operational support with the United Nations Office for Project Services (UNOPS), World Food Programme (WFP) and United Nations Volunteers (UNV). Activities relating to promoting international human rights commitments and election security will also be coordinated with the United Nations Office of the High Commissioner for Human Rights (OHCHR) and the United Nations Police (UNPOL), represented in South Sudan by UNMISS.

Fourthly, the project will coordinate or partner with other organisations providing electoral or electoral-related assistance in South Sudan, to avoid duplication, maintain coherence of overall support and maximise collective use of resources through complementary actions. This includes, in particular, the African Union, with the advantages of its regional role and experience in election observation, and also currently the Japanese International Cooperation Agency (JICA) which has a technical assistance programme to support the NEC through capacity building, as well as other organisations such as the Max Planck Foundation. There are currently no other electoral assistance providers active in South Sudan, but the project will maintain communication with potential providers in relation to future intentions.[64]

Risks and Assumptions

Key risks to the achievement of results that relate to challenges in the project's environment - over which the project has no direct control - and mitigating measures include:	
Increased instability and insecurity, including levels of violence make project actions difficult or impossible.	The project will continuously monitor the political and security environment and make adjustments so as to "Do No Harm" through project actions and target interventions where actions are possible.
Delays to implementation of the R-ARCSS, including the framework for elections, reduce the timeframe available for project activities and election preparations.	Project priorities will be reviewed and revised with key stakeholders in light of the electoral timetable.
Reductions in political and civic space limit participation of beneficiaries in certain project actions and impact on freedom of expression and access to information.	The project will provide space for dialogue through technical, neutral themes, while supporting approaches that protect human rights and promote freedom of expression during the election.
Lack of consensus, or limited inclusive dialogue, on the electoral framework negatively impacts on	The project will support advocacy efforts of UNMISS, regional bodies and the international community to

[64] Previously present were the National Democratic Institute (NDI), International Republican Institute (IRI), the Carter Center, as well as the International Foundation for Electoral Systems (IFES), which provided technical assistance to the NEC funded by USAID. These ceased activities with the conflict. International IDEA previously provided technical advice on the legislative framework for elections.

acceptance and/or sustainability of election outcomes.	foster consensus and inclusiveness in dialogue on the electoral framework.
Key organisational risks - over which the project can have a meaningful influence – and mitigating measures include:	
Weak capacity, or lack of commitment, of national partners and stakeholders impedes delivery of concrete results in a timely manner.	The project will work collaboratively with national partners to agree priorities and ensure the project is understood. The project will define interventions realistically in relation to national capacities.
Different priorities between project, Government, implementing partners and development partners results in lack of agreement on project priorities.	Through project governance structures, the project will seek to build consensus around project priorities and remain flexible to emerging needs and priorities.
Weak infrastructure and communications, and geographic and climactic factors limit the project's access to certain areas and communities.	The project will work with UN, international and national partners, according to comparative advantages, to extend the project's reach to as wide a range of areas and target groups as possible.
Project results depend on the following assumptions:	
• There is political will to complete reforms in the R-ARCSS and to hold elections. • There is demand for UN support to electoral assistance on the part of the Government of South Sudan and development partner commitment to supporting this. • Electoral legislation is enacted and institutions for election management are established. • Sufficient budget is secured to cover institutional and election operations budgets.	

A detailed risk analysis log is presented in Annex 1 of this project document.

Stakeholder Engagement

Given that elections are cross-cutting activities that rely on a number of institutions and involve an array of target groups, including the public at large, the project engages a broad range of stakeholders.

Project beneficiaries include:

(i) Institutions with election management or supporting functions at central, state and/or constituency levels: National Elections Commission; Supreme Court/judiciary; Political Parties Council (with political party registration as pre-requisite function); South Sudan National Police Service
(ii) Institutions that have a potential associated role to play: South Sudan National Human Rights Commission, Media Regulatory Authority, South Sudan Information Commission, National Bureau of Statistics
(iii) Political leadership (including through parliamentary bodies), political parties
(iv) Civil society organisations faith-based organisations and religious leaders, community groups, women's groups, youth groups, diaspora, traditional leaders, professional associations, academic institutions
(v) Media outlets, journalists, media associations, press councils etc
(vi) National Constitutional Amendment Commission, National Constitutional Review Commission (with regard to electoral provisions of the transitional/permanent Constitution)
(vii) Cross-cutting target groups: women, youth, persons with disabilities, IDPs, refugees, minority ethnic or linguistic groups.
(viii) Eligible voters, individually or within local communities, who may directly benefit from public outreach activities.

Government stakeholders that may act as beneficiaries or partners in implementation of specific activities include: the Ministry of Finance and Planning, as project signatory and key partner; Ministries of Gender, Child and Social Welfare; Justice and Constitutional Affairs; Culture, Youth and Sports; General Education and Instruction; Peace Building; Interior; and local government offices.

The project potentially benefits all citizens eligible to participate in elections as candidates and voters, through efforts to maximise inclusiveness of candidate registration, voter registration and voting processes. Beyond this, the project affects the general public at large, as everyone will be impacted by the extent to which elections are carried out in a way that is deemed free, fair, peaceful and inclusive, as well as by the policies and practices subsequently adopted by their elected representatives.

Key project stakeholders have been consulted in the formulation of this project, and where national strategies or policies exist, these have been incorporated into project outputs. Key stakeholders will be consulted in the development of annual workplans and will be provided with the opportunity to identify priorities. Technical

advisors embedded in institutions will engage their counterparts on an ongoing basis, through collaborative working practices. Activities will largely be envisaged and executed in partnership with project stakeholders and in such cases, concepts, agendas, knowledge products and reports will be developed in coordination with (the) lead stakeholder(s). Members of the public may be engaged through activities involving key project stakeholders and potentially through public perception surveys. Throughout project implementation, UNDP will use its trusted position to facilitate dialogue and partnership between different actors and sectors.

South-South and Triangular Cooperation (SSC/TrC)

The project will utilize the presence of UNDP electoral programmes within the region and globally to facilitate direct linkages and the sharing of expertise, resources and experiences between countries. This approach aims to advance peer-to-peer learning and policy dialogue for institutions, civil society organisations and other national partners active in the field of elections, and also within the broader sphere of governance and peacebuilding, particularly in similar post-conflict contexts. Support will also be given to national partners in opportunities for engagements afforded by the African Union and other regional and international partners.

The project will encourage national participation in global practitioner and knowledge networks, with the opportunities for discourse, cooperation and learning between countries that these provide, such as the ACE Electoral Knowledge Network[65], the Association of World Election Bodies (A-WEB)[66] and IKNOW Politics[67].

In this way, the project aims to benefit from South-South and Triangular Cooperation approaches, in line with UN guidelines[68], through increased knowledge and ability to seek solutions to challenges, strengthened bilateral partnerships and enhanced regional and global integration, as part of the project's capacity development objectives and overall strategy towards sustainability.

Digital Solutions

The government of South Sudan, in its Revised-National Development Strategy, identifies as a key issue the "low internet penetration, bandwidth and digital usage in the country" and highlights the gradual transformation of government services to "digitalization and e-governance" as one of its priorities within the area of governance.[69] This aims to reach more people, improve data management, accelerate development, and create opportunities for young people in areas of innovation and technology.

Given the limited digital infrastructure, as well as low literacy rates in the country, with the need for electoral processes to be reliable and accessible to all citizens, digital innovations at the current time may at the least need to be accompanied by other "low-tech" mechanisms. However, within the context of elections, technology can provide useful tools to enhance the efficiency of election management and transparency. The project will explore with the National Elections Commission and other national partners to consider how ICT and digital solutions may be utilized to improve the accurate management of large amounts of data, communications between national and local levels of election management, transparency of processes and engagement with stakeholders. This may be particularly useful for managing any planned electoral processes and communicating with citizens outside the country.

Knowledge

The project will produce the following knowledge products:

(i) Information and analyses on thematic areas (for example, inclusion of specific target groups within political and electoral processes). These are primarily intended to create baselines and inform programmatic inventions but will be made available for wider benefit.

(ii) Reports from lessons learned exercises, undertaken as part of the project's adaptive programming approach, and recommendations arising from workshops and conferences.

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[65] The ACE (Administration and Cost of Elections) Electoral Knowledge Network is the world's largest online encyclopaedia for electoral information as well as a practitioners' network. ACE is a joint endeavour between nine partner organisations, which include UNDP, UNDESA, UNEAD, and the Electoral Institute for Sustainable Democracy in Africa (EISA). https://aceproject.org/

[66] The Association of World Election Bodies (A-WEB) is a global network of Election Management Bodies that aims to foster international cooperation, learning and sharing of experiences. The National Elections Commission of South Sudan joined the network in the year of its formation in 2013. http://www.aweb.org/eng/main.do

[67] iKNOW Politics is a joint project of UNDP, UN Women, International IDEA and the Interparliamentary Union (IPU) that aims to foster gender equality in politics through maintaining a platform to foster exchange, dialogue and knowledge creation for all who are engaged in promoting women's political participation. https://www.iknowpolitics.org/en

[68] As defined in the Framework of operational guidelines on United Nations support to South-South and triangular cooperation, SSC/19/3, 14 March 2016. https://digitallibrary.un.org/record/826679?ln=en

[69] Republic of South Sudan Revised National Development Strategy, Consolidate Peace and Stabilize the Economy, 2021 – 2024

(iii) Information products to support national conduct of electoral processes, such as procedural manuals, training materials and civic/voter educational materials.

The project will utilize knowledge products for the benefit of others through:

- Seeking to integrate use of products with national partners in South Sudan, to contribute to stakeholder understanding, policy debate, decision-making and/or advocacy
- Sharing products with UNDP Global Project on Electoral Cycle Support[70], UN EAD and relevant UN agencies as technical resources accessible to other UN programmes and their partners
- Making products public where appropriate through online and hard copy dissemination, and available to national partners to disseminate through the same means.

Sustainability and Scaling Up

All UNDP programming is based on the request of government. This project is anchored in national frameworks of the R-ARCSS and National Development Strategy and will be responsive to thematic national policies and strategies as they arise. National ownership will be fostered by consensus-building through project governance structures and engaging with stakeholders prior to defining interventions, which enables project actions to better respond to the needs or partners. Activities will be implemented in partnership with existing national institutions and entities to the greatest extent possible.

Given the post-conflict context and limited experience of elections in South Sudan, the project contains a strong capacity development component. This recognizes that capacity development takes time – and sometimes persistence. A longer-term perspective needs to be applied, alongside short-term inputs that may be required for specific electoral exigencies. Programming for capacity development will be based on joint assessment where possible, to provide incentives and promote national commitment. In addition to targeted interventions, advisory support and on-job mentoring will be applied, working alongside national counterparts, to facilitate ongoing transfer of knowledge and skills as well as a focus on how capacities built are then used, managed and maintained in the longer term.

A holistic approach to programming recognises the interconnectedness of project components, stakeholders and development objectives, rather than considering them in isolation. This aims to strengthen the impact of interventions and foster greater sustainability of their outcomes. Continuous monitoring and evaluation of activities will also enable adaptation or replication of successful practices at central or local levels. Furthermore, supporting regional integration in the field of electoral support and facilitating linkages with bilateral and multilateral partners aims also to enhance self-sufficiency in finding solutions to problems through international cooperation outside and beyond project (see South-South and Triangular Cooperation).

[70] The Global Project on Electoral Cycle Support (GPECS) was launched in 2009 within UNDP's Bureau for Policy and Programme Support. Inter alia, it provides leadership and capacity development in electoral cycle support at the global level and contributes to knowledge development in electoral practice areas.

IV. PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

The project employs the following strategies to maximise cost efficiency and effectiveness:

1. *Harnessing partnerships for service delivery.* The project utilizes partnerships with UN entities, national and international partners, to avoid duplication and base service delivery on comparative advantages.

2. *Building on existing programmes.* The project builds upon existing country level programmes, to maximise coherence between portfolios, and facilitate timeliness and better follow up of interventions.

3. *Integrating resources and common services.* The project may leverage the resources and services of the UN system at country level to defray the cost of activities. This includes cost-sharing arrangements, in-kind contributions, joint operations, logistical and administrative support, technical expertise, sharing of security and operational assets, and utilizing field structures.

4. *Harmonization of project objectives.* The project seeks to optimize the inter-relatedness of project outputs; a single activity may promote multiple outputs, thereby maximising results of an intervention.

5. *Pooling of donor resources.* Pooling of funding contributions through a basket fund modality in support of common goals maximises efficiency in resource use through avoiding parallel efforts, increases flexibility of financial assistance to address emerging priorities. and reduces risks for donors.

6. *Investing in evidence-based programming.* The project will use evidence-based approaches to target resources as strategically as possible, such as undertaking assessments prior to allocating resources.

7. *Accountability in procurement of goods and services.* Ensuring proper accountability bases transactions on UNDP's procurement principles of fairness, transparency, effective competition and value for money.[71] Utilizing existing Long-Term Agreements and the expertise of UNDP Global Procurement Unit will save time in procurement planning, maximise cost effectiveness and ensure standards are met.[72]

   In undertaking procurement, especially for high-cost items, the project will consider sustainability in relation to operational cost effectiveness, with the aim for durable solutions appropriate to the national context. The project will also consider the impact of environment aspects, such as disposal of items.

Project Management

This project represents one component of UNDP South Sudan's country portfolio within the Regional Bureau for Africa. UNDP South Sudan provides oversight to the project. It also provides support services, in areas including finance, common services, procurement, communications, human resources, partnership and management support, as well as guidance on results-based management. To facilitate effectiveness of project execution, a dedicated Project Management Unit will be maintained to implement the workplan and coordinate activities. This will include technical leadership, project management, and operational functions (see Section VIII Governance and Management Arrangements).

The project is operationalised in the UNDP office in Juba, with activities taking place country-wide. The Project Management Unit will primarily be based at the UNDP office but may attend partner offices as needed. Election technical advisors engaged by the project may be co-located with the National Elections Commission, together with technical advisors of the UNMISS electoral team, or at the premises of other primary beneficiaries when mentoring is a key component of the role. Some staff recruited by the project may be deployed to field locations, and short-term field visits may also be undertaken for implementing specific activities and/or monitoring and evaluation of project interventions.

The project may enter into collaborative arrangements with other UNDP South Sudan programmes, and also with UNMISS and other UN agencies, where there is coherence of intended results. The UN Resident

[71] Best value for money, which is the core governing principle of UNDP procurement, means selecting the offer which represents the optimum balance of quality and costs meeting the requirements of the organisation.
https://popp.undp.org/UNDP_POPP_DOCUMENT_LIBRARY/Public/PSU_Procurement%20Overview_Procurement%20Overview%20and%20Principles.docx

[72] The UNDP Global Procurement Unit of the UNDP Bureau of Management Services has a dedicated team of specialists offering centralised procurement services for elections. The Unit provides strategic guidance or undertakes direct operational support in electoral procurement for UNDP Country Offices and EMBs around the world, and maintains a number of centrally-managed long term agreements with specialised suppliers for provision of essential election materials that are often not available locally. More information on the Global Procurement Unit can be found here: https://www.undp.org/procurement/about-us

Coordinator's Office in South Sudan provides support in facilitation of synergies and coordination between UN agencies. The project may also utilize services of UNDP's Global Procurement Office, based in Copenhagen, which has a dedicated team of specialists offering strategic guidance or direct operational support in procurement for elections. The project will also utilize the strategic and policy guidance and resources of the UN Electoral Assistance Division (EAD) and UNDP Bureau for Programme and Policy Support (BPPS), as well as regional platforms facilitated by the UNDP Regional Bureau for Africa (RBA).

The project will be implemented directly by UNDP through Direct Implementation Modality (DIM) whereby UNDP assumes full responsibility and accountability for project delivery. Accordingly, all aspects of project implementation shall be provided in accordance with the policies, procedures and regulations established by UNDP for its operations.[73] The project will be subject to the auditing procedures laid out in the UNDP Financial Regulations and Rules, through which the UNDP Office of Audit and Investigations conducts independent, objective assurance[74]. Audit reports are published according to UNDP disclosure policies.[75]

In accordance with the decisions and directives of Member States on UNDP's Executive Board reflected in its policy on cost recovery, the project shall be subject to cost recovery by UNDP for two distinct cost categories related to the provision of support services, namely UNDP General Management Support (GMS) and Direct Project Cost. GMS encompasses costs incurred in providing general management and oversight functions of the organization as a whole. These costs are incurred in support of its activities, projects and programmes, and services provided, that cannot be traced unequivocally to specific activities, project or programmes. Furthermore, these costs are incurred throughout and at all levels of the organization.[76] Direct Project Costs are linked to the specific project, are built into the project budget against a relevant budget line and represent clearly identifiable transactions.

Implementation of some activities may be through a sub-contracting modality, which will be executed using standard procurement procedures for transparency and best value for money. The project may also apply a grant beneficiary mechanism for organizations promoting civic awareness, voter education or community engagement in peacebuilding around elections in line with specified themes under project outputs. In this case, funding will be awarded on the basis of clear criteria and competitive rules, with discretionary grant awards permissible under agreed policies and UNDP project execution rules. A proportion of grant funding may be earmarked to foster political participation of specific disadvantaged groups.

The project will be managed according to the mandatory Social and Environmental Standards effective for all UNDP projects, as part of UNDP's commitment to ensuring that programming and operations are socially and environmentally sustainable, as fundamental to achievement of sustainable development outcomes.[77]

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[73] UNDP Programme and Operations Policy and Procedures (POPP) covering administrative services, financial management, human resources, ICT, partnerships and procurement is found at https://popp.undp.org/SitePages/Regulations%20and%20Rules.aspx

[74] Provisions relating to audit are stipulated in Article 4 of UNDP Financial Regulations and Rules found on the POPP website referenced above. Rule 104.01: "The Office of Audit and Investigations shall evaluate the adequacy and effectiveness of governance, risk management and control processes regarding the: (a) reliability and integrity of financial and other information; (b) effectiveness and efficiency of operations; (c) safeguarding of assets; and (d) compliance with legislative mandates, regulations, rules, policies and procedures."

[75] In accordance with decision 2012/18 of the UNDP Executive Board, audit reports issued by its Office of Audit and Investigations are publicly disclosed on the UNDP website.

[76] GMS is recovered generally with a minimum flat rate of 8% for contributions from donors. A separate agreement applies for contributions to UNDP from the European Union. In the case of joint programming with UN agencies, project funds may be administered and disbursed by UNDP as the Managing Agent, or a "pass-through" modality can be established, whereby funds are channeled through UNDP to the implementing UN agency. In the latter case, a total amount of 1% from the total contribution is levied by UNDP and the implementing UN agency is entitled to deduct their indirect costs (generally 7%) on contributions received according to their own rules and regulations.

[77] https://www.undp.org/content/undp/en/home/accountability/social-and-environmental-responsibility/social-and-environmental-standards.html

V. RESULTS FRAMEWORK

National goal as stated in the Revised National Development Strategy (2021–2024): Establish and/or strengthen institutions for transparent, accountable and inclusive governance.
Intended Outcome and Output as stated in the UN Sustainable Development Cooperation Framework (UNSDCF) (2023 – 2025): Outcome 1: Women and men in South Sudan, particularly youth and vulnerable groups, benefit from and participate in more transparent, accountable, and inclusive governance that protects and promotes human rights, enables the consolidation of peace, establishes the rule of law and ensures access to justice for all. Output 1.1: The Government of South Sudan has enhanced capacities to develop a permanent constitution, implement effective devolution and run free and fair elections, as per the provisions of the R-ARCSS, in partnership with civil society. **Indicative Output as stated in the UNDP Country Programme:** Output 1.3: Strengthened Parliament, national and state level MDAs, and transitional institutions for effective, transparent, and responsive governance.
Performance indicators as stated in the UNDSCF Results and Resources Framework (2023 – 2025), including baseline and targets: Status of free and fair elections. Baseline: No preparation (2022); Target(s): The election commission reconstituted; legal framework established; legal provisions enacted for electorate Code of Conduct (2023); Voter registration, voting, filing complaints and dispute resolution mechanism completed; Voter awareness-raising conducted; Political parties dialogue conducted (2024); The election process completed; Post election process completed (2025). # of CSOs engaged in consultation processes around the constitution and elections. Baseline: 10 (35% women or youth-led CSOs) (2022). Target(s): 13 (>35% women or youth-led CSOs) (2023); 15 (>35% women or youth-led CSOs) (2024); 18 (>35% women or youth-led CSOs) (2025) Also relevant under UNSDCF Outcome 4: % of seats held by women in (a) national parliaments and b) state assemblies. Baseline: 32% (2021). Target(s): 35% (2025)
Applicable Output from the UNDP Strategic Plan (2022 – 2025): Development Output 2.4 Democratic institutions and processes strengthened for an inclusive and open public sphere with expanded public engagement Indicator 2.4.2 Number of new voters registered (female / male / sex disaggregated data unavailable); Indicator 2.4.3 Number of people who participated in elections (female / male / sex disaggregated data unavailable)[78] Other outputs applicable for specific components of the project: 2.2 Civic space and access to justice expanded, racism and discrimination addressed, and rule of law, human rights and equity strengthened; 6.2 Women's leadership and participation advanced through implementing affirmative measures, strengthening institutions and civil society, and addressing structural barriers, in order to advance gender equality, including in crisis contexts.
Project title and Quantum Project Number: South Sudan Electoral Support Project
Note: Baselines and targets will be completed during the first quarter of the project, where not available, in consultation with relevant national partners.

[78] Indicators included in the Results Framework

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGETS (annual)				DATA COLLECTION METHODS
			Value	Year	Yr 1	Yr 2	Yr 3	FINAL	
Output 1: Establishment of an enabling legal framework for free, fair and inclusive elections supported									
1.1 Promoting standards and inclusiveness in constitutional and legislative reform	*1.1a Number of legislative provisions amended or adopted that enhance inclusion in electoral processes*	*Enacted Legislation*	--	2022	1	1	--	2	*National Elections Law*
	1.1b Number of forums facilitated through the project that promote dialogue around the constitutional and legislative framework for elections (cumulative)	*Project*	--	2022	3	10	--	10	*Project Reports, UNMISS reports*
1.2 Supporting the development of regulations and codes of conduct for elections	*1.2a Number of institutions supported technically on preparation of regulations for elections (cumulative)*	*Partner institutions, Project*	--	2022	1	2	--	3	*Partner Reporting, Project Reports*
	1.2a Number of electoral codes of conduct adopted	*NEC, PPC, CSOs, Media, other*	--	2022	--	4	--	4	*Partner Reporting, Project Reports, Codes of Conduct*
Output 2 Strengthened institutional capacities for professional, transparent and accountable election management									
2.1 Developing the institutional capacity of the National Elections Commission to provide accountable, transparent and professional election management	*2.1a Degree of NEC Capacity Development Plan implemented (%)*	*NEC, Project*	*0*	2022	15%	80%	--	80%	*NEC Reporting; Project Reports/annual review*
	2.1b Proportion of NEC senior and middle management positions held by women (%)	*NEC*	*tbd*	2022	30%	35%	--	35%	*NEC Reporting*
	2.1c Number of internal strategies, regulations or SOPs that promote inclusion in electoral processes[79]	*NEC, Project*	*0*	2022	1	2	--	3	*NEC Reporting; Project Reports*
	2.1d Number of NEC national and state offices rehabilitated, and functioning with communications networks (out of 11)	*NEC, Project*	*0*	2022	1	11	--	11	*NEC Reporting; Project Reports*
	2.1e Number of events facilitated by NEC for stakeholders through the project	*NEC, Project*	--	2022	4	16	--	20	*NEC Reporting; Project Reports*
2.2 Supporting the effective management of political party registration processes	*2.2a Number of political party registration applications decided by the PPC under a new Political Parties Act*	*PPC*	--	2022	10	20	-	30	*PPC Reporting; PPC Board decisions*
	2.2b Number of events for political parties facilitated by PPC through the project	*PPC*	--	2022	3	17	--	20	*PPC Reporting; Project Reports*
	2.2c Proportion of staff trained/mentored who feel more effective in their functions due to capacity building interventions by the project (%)	*PPC, Project*	--	2022	80%	80%	--	80%	*Annual project review; PPC staff questionnaire; Activity evaluations*

[79] Relevant to Indicator 4.1.2 of the UNDP Country Programme (2023 – 2025) in relation to gender: "# of MDAs mainstreaming gender in plans and programs"

2.3 Strengthening processes for electoral dispute resolution	*2.3a Number of judges and personnel trained on adjudicating and/or processing electoral disputes (F / M)*	*Judiciary, Project*	--	*2022*	*tbc*	*tbc*	--	*tbc*	*Partner reporting; Project reports*
	2.3b Proportion of participants demonstrating increased understanding of electoral dispute resolution following training (%)	*Judiciary, Project*	--	*2022*	*80%*	*80%*	--	*80%*	*Project reports; Pre and post training evaluations*
	2.3c Number of electoral appeals tracked and successfully adjudicated (x/y)	*Judiciary*	--	*2022*	*tbc*	*tbc*	--	*tbc*	*Caseload tracking; Judicial decisions*
Output 3: Inclusive participation fostered through enhanced rights and access to information									
3.1 Promoting and protecting human rights in elections	*3.1a Number of persons trained on election human rights monitoring (F / M)*	*SSHRC, CSOs, Media, Project*	--	*2022*	*0*	*120*	--	*120*	*Partner reporting; Project reports*
	3.1b Number of state and non-state agencies monitoring and reporting on human rights in elections after project training	*SSHRC*	--	*2022*	*0*	*15*	--	*15*	*Partner reporting*
	3.1c Number of violations received and responded to by SSHRC (x/y)	*SSHRC*	--	*2022*	*tbc*	*tbc*	--	*tbc*	*Partner reporting*
3.2 Promoting access to accurate and impartial information through media	*3.2a Number of journalists and media personnel trained on reporting for elections (F / M)*	*Project*	--	*2022*	*100*	*225*	--	*325*	*Partner reporting; Project reports*
	3.2b Number of community radio stations, public broadcasters and listener clubs supported to promote access to information and increase public participation	*Radio stations, listener clubs; Project*	--	*2022*	--	*13*	--	*13*	*Project Reports; Recorded and aired programmes*
	3.2c Number of media institutions and state agencies supported to promote freedom of expression and access to information	*Project*	--	*2022*	--	*22*	--	*22*	*Partner Reporting, Project Reports, Press articles*
	3.2d Number of youth, women, community leaders and the public trained on media information literacy (F / M)	*Project, training partners*	--	*2022*	--	*150*	--	*150*	*Partner reporting, Project reports*
3.3 Supporting broad and inclusive civic and voter education	*3.3a Number of national entities involved in delivering civic / voter education in coordination with the NEC*	*NEC, CSOs, VE Coordination Structure, Project*	--	*2022*	--	*12*	--	*12*	*Partner reporting, Project reports*
	3.3b Proportion of youth surveyed who have an increased understanding of electoral processes as a result of project voter education activities (%)	*NEC, CSOs, VE Coordination Structure, Project*	--	*2022*	*80%*	*80%*	--	*80%*	*Partner reporting, Project reports, participant feedback, surveys*
	3.3c Number of community educators trained as trainers to deliver voter education for elections	*NEC, CSOs, VE Coordination Structure, Project*	--	*2022*	--	*100*	--	*100*	*Partner reporting, Project reports*

3.4 Strengthening civic engagement in promoting electoral standards and good practices	*3.4a Number of national / local activities implemented by civic groups to promote inclusive electoral processes as a result of project activities*	*CSO coalitions and CSOs, civic groups, Project*	--	*2022*	--	*100*	--	*100*	*Partner reporting*
	3.4b Number of CSOs participating in a coordinated strategy for domestic election observation	*CSO coalitions and CSOs*	--	*2022*	--	*2*	--	*2*	*Partner reporting, Project reports, Observer reports*
3.5 Fostering inclusive political participation in elections for women and other vulnerable groups	*3.5a Proportion of seats held by women in national parliament following direct elections (%)*	*Parliament, NEC*	*26.5*	*2011*	--	--	*35%*	*35%*	*Election results; national parliament and IPU data*
	3.5b Proportion of candidates standing for parliamentary elections who are women (%)	*NEC*	--	*2022*	--	*35%*	--	*35%*	*NEC candidate data*
	3.5c Number of registered political parties with voluntary quotas or inclusion policies (on gender, youth, persons with disabilities, IDPs and refugees, other minorities) (cumulative)	*PPC, Political parties*	--	*2022*	*2*	*5*	--	*7*	*Political party platforms and/or internal procedures, PPC reporting*
	3.5d Number of aspirants from marginalised groups trained to enhance their electoral participation	*MGCSW, CSOs, Project*	--	*2022*	--	*500*	--	*500*	*Partner reporting, Project reports*
Output 4: Enhanced environment for maintaining security and mitigating violence during elections									
4.1 Strengthening risk management, monitoring and response	*4.1a Number of state and non-state agencies involved in national early warning and report mechanisms*	*Ministry of Peace Building, MoI*	*tbc*	*2022*	--	*2*	--	*2*	*Partner reporting*
	4.1b Number of consultations held with national stakeholders on how to prevent, manage and respond to risks of election violence, facilitated by the project	*Ministry of Peace Building; MoI, NEC, UNMISS, Project*	--	*2022*	*1*	*5*	--	*6*	*Partner reporting, Project reports*
4.2 Strengthening the police and other security actors in maintaining security for elections	*4.2a Number of police trained in maintaining security during elections (F / M)*	*SSNPS, Project*	--	*2022*	--	*tbc*	--	*tbc*	*Partner reporting, Project reports*
	4.2b Degree to which community policing plan for elections is implemented (%)	*SSNPS, UNMISS/ UNPOL, Project*	--	*2022*	--	*80%*	--	*80%*	*Partner reporting, Project reports*
4.3 Promoting civic and community engagement in preventing electoral violence	*4.3a Number of local initiatives involving youth in election conflict prevention as a result of project activities*	*Project, UNDP and UN agency youth programmes*	--	*2022*	--	*50*	--	*50*	*Partner reporting, Project reports, Reports of other UN and UN agency projects*
	4.3 b Proportion of activity participants who demonstrate an improved understanding of issues relating to violence against women in elections (%)	*MGCSW, Project, UNMISS, CSOs*	--	*2022*	--	*80%*	--	*80%*	*Partner reporting, Project reports, training evaluations and feedback*
Output 5: Strengthened effectiveness in planning and implementing electoral processes for all citizens									

5.1 Strengthening operational assessment and planning	*5.1a Operational plan periodic monitoring reports produced and shared with project partners (quarterly)*	*NEC*	--	*2022*	*1*	*4*	--	*5*	*NEC operational plan, monitoring reports; UN Electoral Team feedback*
	5.1b Number of central and state NEC personnel trained on the operational plan (F / M)	*NEC, Project*	--	*2022*	*tbc*	*tbc*	--	*tbc*	*NEC reporting; Project reports*
5.2 Providing technical assistance to support the NEC's implementation of electoral processes	*5.2a Number of voters registered (F / M if disaggregated data available)*[80]	*NEC*	--	*2022*	*tbc*	*tbc*	--	*tbc*	*NEC voter registration data*
	5.2b Number of people who voted in national elections (F / M if disaggregated data available)[81]	*NEC*	*tbc*	*tbc*	*tbc*	*tbc*	--	*tbc*	*NEC Election Day turnout reports; results data*
	5.2c Proportion (%) of registered voters who voted	*NEC*	*tbc*	*tbc*	--	--	--	*tbc*	*NEC data: Turnout as a % of voters registered*
	5.2d Number of electoral processes for which the project supported training activities	*NEC, Project*	--	*2022*	--	*12*	--	*12*	*NEC reporting; Project reports*
	5.2e Number of computerised systems introduced for implementing election operations	*NEC, Project*	--	*2022*	--	*tbc*	--	*tbc*	*IT systems / software, NEC reporting, Project reports*
5.3 Supporting election procurement and logistics operations	*5.3a Degree of NEC-project election procurement plan successfully implemented (%)*	*NEC, Project*	--	*2022*	*10%*	*80%*	--	*80%*	*NEC reporting, Project reports*
5.4 Supporting out-of-country election operations	*5.5a Number of countries in which out-of-country voting took place for national elections*	*GoSS, NEC*	--	*2022*	--	*tbc*	--	*tbc*	*NEC out of country voting turnout data*
5.5 Facilitating review of electoral processes	*5.4a Number of state and non-state entities involved in lessons learned reviews facilitated by the project*	*National partners, Project*	--	*2022*	--	--	*30*	*30*	*Partner reporting, Project reports*

[80] Applicable to UNDP Strategic Plan (2022 – 2025) indicator 2.4.2 "Number of new voters registered"
[81] Applicable to UNDP Strategic Plan (2022 – 2025) indicator 2.4.3 "Number of people who participated in elections"

VI. Monitoring And Evaluation

Project monitoring and evaluation will be undertaken regularly on an ongoing basis in order to inform programming. The project's results framework integrates components of the UNDP Strategic Plan and UNDP South Sudan Country Programme Document, as well as national government indicators as relevant. This may be refined or amended by the Project Board during the project if needed. A monitoring and evaluation plan will be developed in the first quarter of the project that defines mechanisms for development of baselines, where these are not available, to enable tracking at output and sub-output level. Support will also be provided to national partners to developing their capacity to obtain qualitative and quantitative data and to measure results, to provide ongoing basis for activities and programmatic decisions.

The Project Management Unit includes a staff member with dedicated responsibilities for monitoring and evaluation of project progress and results. The UNDP Country Office monitoring and evaluation unit will undertake quality assurance, compliance and oversight functions in line with corporate monitoring and evaluation policies and results reporting.

In accordance with UNDP's programming policies and procedures the project will be monitored through the following monitoring and evaluation plans:

Monitoring Plan

Monitoring Activity	Purpose	Frequency	Expected Action
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Results will be used to better target and/or refine activities, partners and beneficiaries. Slower than expected progress will be addressed by project management.
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly for risk log; ongoing for political and electoral risks in the country	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions and improve project effectiveness.
Annual Project Quality Assurance	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.

Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.
Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)	
Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	At least annually	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.

Evaluation Plan

Evaluation Title	Related Strategic Plan Output	UNSDCF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Review	2.4	UNSDCF Outcome 1	May 2024	MoFEP, NEC, other state and non-state partners, donors	USD 40,000 Project (all donors)
Final Project Evaluation	2.4	UNSDCF Outcome 1	December 2025	As above	USD 70,000 Project (all donors)

VII. MULTI-YEAR WORK PLAN [82][83]

* Planned budget for outputs 1–4 and associated project costs for 2023 and 2024 are budgeted below. The budget for Output 5 and for years 2024 and 2025 will be planned when further information on the electoral framework is available and/or during review of the project in the final quarter of 2023 (whichever comes sooner).

[82] Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

[83] Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

EXPECTED OUTPUTS	PLANNED ACTIVITIES				RESPONSIBLE PARTY[88]	PLANNED BUDGET	
		2023	2024	2025		Budget Description	Amount 2023-2024 (USD)
Output 1: Establishment of an enabling legal framework for free, fair and inclusive elections supported *(Gender marker: 2)*							
1.1 Promoting standards and inclusiveness in constitutional and legislative reform	1..1.1 Provide technical support 1.1.2. Facilitate dialogue and awareness raising 1.1.3. Promote review of provisions on inclusion 1.1.4. Print, translate, disseminate	200,000	200,000	*	UNDP	Intl consultant; Local consultant; Training, workshop, conference; Travel; AV & print costs; Contractual Services - companies	400,000
1.2 Supporting the development of regulations and codes of conduct for elections	1.2.1 Provide technical support 1.2.2 Facilitate meetings for stakeholder inputs 1.2.3 Facilitate discussions on codes of conduct 1.2.4 Raise awareness	200,000	100,000	*	UNDP	Intl Consultant; Local consultant; Training, workshop, conference; AV & print costs; Contractual Services - companies	300,000
	Sub-Total for Output 1						**700,000**
Output 2: Strengthened institutional capacities for professional, transparent and accountable election management *(Gender marker:2)*							
2.1 Developing the institutional capacity of the National Elections Commission to provide accountable, transparent and professional election management	2.1.1 Assessment of preparedness and national budget 2.1.2 Support NEC physical and communications infrastructure at central and state level 2.1.3 Develop institutional management capacities 2.1.4 Facilitate strategies that promote inclusion 2.1.5 Strengthen transparency, communications and stakeholder engagement	500,000	1,300,000	*	UNDP	Intl consultant; Local consultant, Training, workshop, conference; Travel; IT equipment; Comms/AV equipment; Contractual services – companies; Salary & Post Adj Cst-IP Staff; AV & print costs	1,800,000

2.2 Supporting the effective management of political party registration processes	2.2.1 Provide technical support 2.2.2 Strengthen capacities of PPC in management of political party processes 2.2.3 Promote transparency and public information 2.2.4 Support PCC dialogue forums and information for political parties	450,000	200,000	*	UNDP	Local consultant; Contractual services – indiv; Training, workshops, conferences; IT Equipment; Travel; Supplies; Contractual services – companies; Comms & AV Equipment; AV & print costs	650,000
2.3 Strengthening processes for electoral dispute resolution	2.3.1 Provide technical advice on EDR 2.3.2 Support training and capacity building 2.3.3 Promote transparency / communications	400,000	200,000	*	UNDP	Intl consultant; Training, workshops, conferences; Travel; Supplies; Contractual Services – companies; AV and print costs	600,000
	Sub-Total for Output 2						**3,050,000**
Output 3: Inclusive participation fostered through enhanced rights and access to information *(Gender marker: 2)*							
3.1 Promoting and protecting human rights in elections	3.1.1 Support development/application of strategy and methodology 3.1.2 Strengthen capacity to monitor and report 3.1.3 Raise awareness on human rights in elections	150,000	200,000	*	UNDP	Training, workshops, conferences; Intl consultant; Local consultant; Travel, AV & print costs	350,000
3.2 Promoting access to accurate and impartial information through media	3.2.1 Promote understanding of media in elections 3.2.2 Develop capacity on media election reporting 3.2.3 Promote freedom of information, access to information and safety for journalists 3.2.4 Build capacities of community radio and listener clubs 3.2.5 Engage youth through media	500,000	550,000	*	UNESCO / UNDP	Contractual services – companies; Travel; Supplies; IT equipment; Salary & Post Adj	1,050,000

	3.2.6 Facilitate strategies for countering hate speech and mis/disinformation during elections 3.2.7 Strengthen capacities on media information literacy 3.2.8 Support media observation						
3.3 Supporting broad and inclusive civic and voter education	3.3.1 Undertake assessment and develop strategies for civic/voter education (CVE) 3.3.2 Provide technical advice and support NEC in facilitating coordinated approach 3.3.3 Support design and delivery of CVE 3.3.4 Support design and delivery of CVE for marginalised groups	500,000	900,000	*	UNDP, UN agencies	Contractual services – imp partner; Training, workshops, conferences, Travel; Intl consultant; Salary & Post Adj; AV and print costs; Contractual Services – companies; Grants	1,400,000
3.4 Strengthening civic engagement in promoting electoral standards and good practices	3.4.1 Facilitate discussion on strengthening civic role in elections 3.4.2 Develop capacities to monitor and report 3.4.3 Support local and national civic engagement on electoral issues, including through a small grants facility 3.4.4 Facilitate coordinated approaches and good practices in domestic election observation.	200,000	250,000	*	UNDP , UN Agencies	Contractual services – imp partner; Travel; Training, workshops, conferences; Intl consultant; local consultant; Grants	450,000
3.5 Fostering inclusive political participation in elections for women and other vulnerable groups	3.5.1 Facilitate consultations 3.5.2 Conduct analysis on political party inclusion 3.5.3 Provide information to enhance preparations for candidacy 3.5.4 Promote awareness raising	350,000	450,000	*	UNDP, UN Women	Training, workshops, conferences; Local consultant; Travel; AV & print costs; Contractual services – imp partner	800,000

	Sub-Total for Output 3						**4,050,000**
Output 4: Enhanced environment for maintaining security and mitigating violence during elections ***(Gender marker: 2)***							
4.1 Strengthening risk management, monitoring and response	4.1.1 Support risk analyses 4.1.2 Provide technical support to early warning and response systems 4.1.3 Support joint security framework 4.1.4 Support NEC in security analysis and coordination	150,000	200,000	*	UNDP	Training, workshops, conferences; Intl consultant; Travel	350,000
4.2 Strengthening the police and other security actors in maintaining security for elections	4.2.1 Rapid assessment of capacities of NPS 4.2.2 Strengthen security services in public order management over elections 4.2.3 Sensitisation of security forces 4.2.4 Support community policing	300,000	450,000	*	UNDP	Intl consultant; Travel; Training, workshops, conferences; Contractual services – imp partner	750,000
4.3 Promoting civic and community engagement in preventing electoral violence	4.3.1 Facilitate consultative meetings on conflict prevention during elections 4.3.2 Promote community peacebuilding interventions 4.3.3 Engage youth in preventing election conflict 4.3.4 Develop initiatives to reduce Violence Against Women in Elections (VAWE)	450,000	600,000	*	UNDP UN Women UN Agencies	Local consultant; Training, workshops, conferences; Travel; Grants; Contractual services – imp partner; AV and print costs	1,050,000
	Sub-Total for Output 4						**2,150,000**
Output 5: Strengthened effectiveness in planning and implementing electoral operations for all citizens *(Gender marker: 1)*							

5.1 Strengthening operational planning for elections	5.1.1 Support to NEC operational planning 5.1.2 Provide briefings / trainings for NEC personnel on the operational plan	*	*	*	UNDP	*	*
5.2 Providing technical assistance to support the NEC's implementation of electoral operations	5.2.1 Provide technical support to boundary delimitation 5.2.2 Support voter registration 5.2.3 Support candidate and party list registration, and ballot design 5.2.4 Support polling and counting processes 5.2.5 Support field coordination activities 5.2.6 Support results tabulation and transmission 5.2.7 Support election training 5.2.8 Support to accreditation 5.2.9 Support introduction of measures to facilitate access for special target groups	*	*	*	UNDP, Other UN agencies as agreed	*	*
5.3 Supporting election procurement and logistics operations	5.3.1 Provide technical support to election procurement and logistics 5.3.2 Undertake direct procurement	*	*	*	UNDP, Other UN agencies as agreed	*	*

	5.3.3 Support to election logistics operations						
5.4 Supporting out-of-country election operations	5.4.1 Provide technical support to out of country operations	*	*	*	UNDP , IOM, UNHCR	*	*
5.5 Facilitating review of electoral processes	5.5.1 Facilitate a post-election review process	*	*	*	UNDP	*	*
	Sub-Total for Output 5						**0**
Project Management and Oversight							
	6.1 Project Management Unit	900,000	1,780,000	*	UNDP	Salary & post adj; Contractual services – indiv	2,680,000
	6.2 Project Management – Operational Costs	200,000	340,000	*	UNDP	Rental & maintenance; Equipment & furniture; IT equipment; Supplies; Hospitality; Miscellaneous	540,000
	6.3 Monitoring and Evaluation	45,000	65,000	*	UNDP	Intl consultant; Local consultant; Travel; Meetings	110,000
	6.4 Audit	30,000	30,000	*	UNDP	Audit fees	60,000
	6.5 Communications and Visibility	40,000	60,000	*	UNDP	AV & print costs	100,000
	Sub-Total for Project Management						**3,490,000**
General Management Support (8% of actual costs)		445,200	630,000				1,075,200
TOTAL							**14,515,200**

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

The project is implemented by UNDP under its Direct Implementation Modality, in close collaboration with designated counterparts of the Government of South Sudan, as well as UNMISS and relevant UN agencies. Financial contributions are consolidated, coordinated and administered by UNDP through a multi-donor financing modality.

8.1. Financing mechanism

UNDP will manage a multi-donor financing mechanism to support the electoral process in recognition of a mandate by UN General Assembly Resolution 46/137 of 17 December 1991 on electoral assistance. It was also recommended by the Needs Assessment Mission (NAM) deployed to South Sudan from 6 - 26 May 2021, in response to Security Council Resolution 2567 (2021). In this context, contributing partners will conclude separate cost-sharing agreements with UNDP.

Contributing partners accept the principle of a multi-donor Common Fund where funds do not target specific budget lines. The financial and technical reports will cover the Common Fund in its entirety and not individual contributions.

The various contributions made by partners may be mobilized according to two options: The Trust Fund arrangement and the Cost Sharing arrangement. Each partner wishing to participate in the common financing of elections may choose to contribute under either arrangement, in accordance with its rules and procedures.

8.2. Oversight and National Ownership

National ownership of the project and consensus between partners is facilitated through project governance structures, as outlined below.

1. A **Steering Committee** will be established as the key decision-making body (Project Board) that provides strategic guidance and oversight to the project. Working on a consensual basis, this identifies priorities for the project, monitors challenges and risks, approves annual workplans and reports, and reviews funding allocations. The Steering Committee may also agree revisions to this project document.

   The Steering Committee performs the following functions:
   - Providing strategic and policy guidance to the project in light of national priorities
   - Ensuring proposed interventions are in line with strategic priorities and the project document, and reviewing and approving annual workplans and budgets
   - Reviewing the status of project resources and funding allocations, and determine an appropriate response to shortfalls as needed
   - Identifying obstacles to project implementation and agreeing steps to address these
   - Monitoring project risks and determining measures to manage them
   - Reviewing and approving periodic progress and financial reports
   - Agreeing revisions to the project document if needed.[84]

   The Steering Committee meets every quarter, or more often if needed. It is co-chaired by the Minister of Finance and Economic Planning (or designated representative) and the UNDP Resident Representative. It is a multi-stakeholder body, comprising national and international project partners, as follows:
   (i) Government representatives of the Ministry of Finance and Economic Planning (MoFEP) and other ministries involved as partners in project activities
   (ii) National Elections Commission and other national institutions partnering in the project
   (iii) Development/contributing partners contributing to the multi-donor fund
   (iv) UNDP, UNMISS and UN agencies who are implementing partners in the project
   (v) Other international and regional partners providing electoral assistance in South Sudan (as non-voting members)
   (vi) Other stakeholders may be invited as non-voting members on a regular or ad hoc basis.

[84] Terms of reference for the Steering Committee and Technical Committee(s) will be developed on inception of the project.

2. A **Technical Committee** will also be established as a technical coordination structure that reports to the Steering Committee. This is responsible for monitoring the progress of implementation of activities and challenges to implementation, preparation of work plans and raising issues for decision to the Steering Committee. The Technical Committee meets every month and more often if needed; the frequency may be adjusted according to the electoral cycle. It is co-chaired by the National Elections Commission and UNDP (or designated entity) and is comprised of relevant technical representatives of members of the Steering Committee, including:
   (i) National Elections Commission and other national partners involved in the project
   (ii) Contributing donors
   (iii) The UNMISS Principal Electoral Advisor, UNDP Electoral Chief Technical Advisor and relevant technical advisors of the integrated electoral team
   (iv) Other stakeholders involved in the electoral process as relevant.

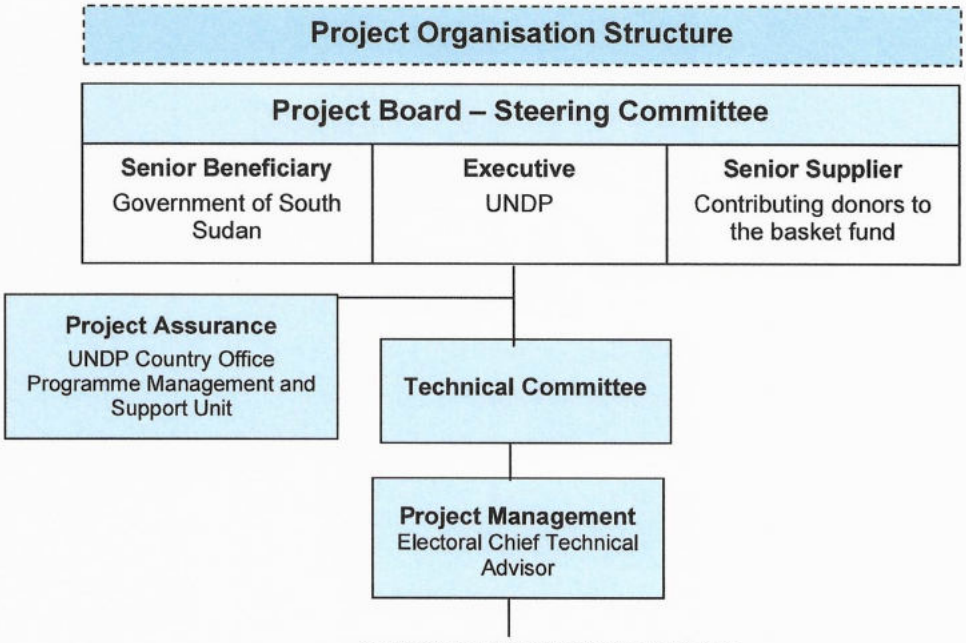
   If deemed appropriate for monitoring and coordination of specific areas of project results, a sub-committee, reporting to the technical committee may be formed that reports to the Steering Committee, and/or technical working groups or sub-committees may be formed that contribute to the work of the Technical Committee.

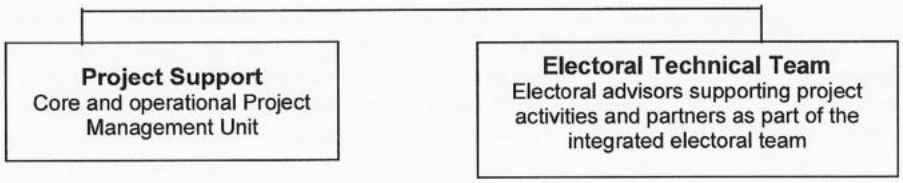
3. UNDP will establish a **Project Management Unit**, to undertake day to day management of the project and delivery of outputs in collaboration with national counterparts. This includes the responsibility for operational, financial and administrative aspects of project execution; monitoring, evaluation and reporting functions; and coordinating with project partners. The Unit will also undertake the Secretariat function for the above committees, in coordination with the co-chairing organisations.

   The Project Management Unit is comprised of a core team, which will be augmented with additional personnel during the operational phases of the electoral cycle. The core team includes an Electoral Chief Technical Advisor who is responsible for day-to-day management of the project and coordination with UN partners, national counterparts and development partners. S/he will be supported by project management, finance and administrative support staff. During electoral operations this will be augmented by additional project management and procurement staff.

   A number of technical electoral advisors will also be recruited to the project, to work on particular project outputs in coordination with national counterparts. These are supplemented by short-term consultants as required. These staff contractually report to the UNDP Electoral Chief Technical Advisor, with oversight of technical aspects of their work as agreed, within the integrated electoral team led by the UNMISS Principal Electoral Advisor. UN Volunteers and interns may also be recruited for electoral and/or project management functions. (See below for more details project staffing).

4. The **UNDP Country Office** will provide a further oversight role to the project, including oversight to project execution, budget planning and financial management and donor coordination, as well as quality assurance and support in results-based management.





Role	Senior Responsibility	Representatives (others may also be included)
Beneficiary	Government of South Sudan	MoFEP, MGCSW, MoI (SSNPS), Ministry of Peacebuilding, Judiciary, NEC, PPC, SSHRC, media agencies, CSOs, civic actors
Executive	UNDP	UNDP, UN agencies (UNESCO, UN Women, IOM, UNHCR, UNOPS, others as agreed), UNMISS, with national implementing partners
Supplier	Contributing donors	Project donors, UNDP, UNMISS, UN agencies. (The Government of South Sudan may also function as contributor.)

UNDP Project Staffing

Core Project Management Unit (PMU)		
Electoral Chief Technical Advisor	International (P5)	Leads the development and day to day management of the project and supervises the PMU; provides strategic and technical advice on electoral programming; primary interlocutor with project partners; Deputy to the UNMISS Principal Electoral Advisor within the UN integrated electoral team.
Programme and Logistics Specialist	International (P3)	Supports implementation, monitoring, coordination and reporting of activities; provides logistical/operational support for timely delivery of activities.
Finance Associate	National	Provides financial support to the project; coordinates with Country Office units; ensures compliance with UNDP rules and regulations.
Project Associate	National	Supports the day-to-day functioning and administration of the PMU.
Driver	National	
Operational PMU Team (additional staff over election operational periods)		
Elections Project Manager	International (P4)	Manages project operations, including procurement, administration, human resources and asset management; supervises operational staff of the PMU and ensures coordination with the UNDP Country Office; ensures accountability of project actions.
Finance Specialist	International (P3)	Supports the Project Manager in providing effective financial support to the project; monitors project budget and financial transactions in cooperation with the Finance Associate.
Additional PMU staff	International National UNV	To be defined in project activity and budget planning for election operations. May include: - Reporting and M&E Specialist - Communications Specialist - Procurement Officer - Logistics Officer - Administrative Assistant(s) - Translator / interpreter - Driver(s)
Electoral Advisors		
Electoral Advisors/Personnel	International National Consultant UNV	Provides technical advice and mentoring support to national stakeholders as part of the integrated electoral team; facilitates the design and execution of project activities in the various area of expertise, such as CVE, inclusion and gender, operations and training/capacity development. Electoral advisors/personnel are itemised within the resource framework against the associated output.[85] Adjustments may be made by the Project Steering Committee in relation to the composition of the integrated electoral team, as agreed with UNMISS and UN agencies.

IX. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of the Republic of South Sudan and UNDP, signed on 11 July 2011. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner." This project will be implemented by UNDP ("Implementing Partner") in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

[85] Positions under phase 1 include international advisors and national analysts on capacity development/training and civic engagement and inclusion. Other technical advisors are envisaged as consultants until the integrated team staffing table is determined.

X. RISK MANAGEMENT

UNDP (Direct Implementation Modality)

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)

2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the project funds are used to provide support to individuals or entities associated with terrorism, that the recipients of any amounts provided by UNDP hereunder do not appear on the United Nations Security Council Consolidated Sanctions List, and that no UNDP funds received pursuant to the Project Document are used for money laundering activities. The United Nations Security Council Consolidated Sanctions List can be accessed via https://www.un.org/securitycouncil/content/un-sc-consolidated-list. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm).

4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.

5. In the implementation of the activities under this Project Document, UNDP as the Implementing Partner will handle any sexual exploitation and abuse ("SEA") and sexual harassment ("SH") allegations in accordance with its regulations, rules, policies and procedures.

6. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

7. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor, and sub-recipient:
   a. Consistent with the Article III of the SBAA [or the Supplemental Provisions to the Project Document], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
      i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried
      ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.

   b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.

   c. Each responsible party, subcontractor and sub-recipient (each a "sub-party" and together "sub-parties") acknowledges and agrees that UNDP will not tolerate sexual harassment and sexual exploitation and abuse of anyone by the sub-parties, and other entities involved in Project implementation, either as contractors or subcontractors and their personnel, and any individuals performing services for them under the Project Document.
      (a) In the implementation of the activities under this Project Document, each sub-party shall comply with the standards of conduct set forth in the Secretary General's Bulletin ST/SGB/2003/13 of 9 October 2003, concerning "Special measures for protection from sexual exploitation and sexual abuse" ("SEA").

(b) Moreover, and without limitation to the application of other regulations, rules, policies and procedures bearing upon the performance of the activities under this Project Document, in the implementation of activities, each sub-party, shall not engage in any form of sexual harassment ("SH"). SH is defined as any unwelcome conduct of a sexual nature that might reasonably be expected or be perceived to cause offense or humiliation, when such conduct interferes with work, is made a condition of employment or creates an intimidating, hostile or offensive work environment. SH may occur in the workplace or in connection with work. While typically involving a pattern of conduct, SH may take the form of a single incident. In assessing the reasonableness of expectations or perceptions, the perspective of the person who is the target of the conduct shall be considered.

d. In the performance of the activities under this Project Document, each sub-party shall (with respect to its own activities) and shall require from its sub-parties (with respect to their activities) that they, have minimum standards and procedures in place, or a plan to develop and/or improve such standards and procedures in order to be able to take effective preventive and investigative action. These should include policies on sexual harassment and sexual exploitation and abuse; policies on whistleblowing/protection against retaliation; and complaints, disciplinary and investigative mechanisms. In line with this, sub-parties will and will require that their respective sub-parties will take all appropriate measures to:
   (i) Prevent its employees, agents or any other persons engaged to perform any services under this Project Document, from engaging in SH or SEA;
   (ii) Offer employees and associated personnel training on prevention and response to SH and SEA, where sub-parties have not put in place its own training regarding the prevention of SH and SEA, sub-parties may use the training material available at UNDP;
   (iii) Report and monitor allegations of SH and SEA of which any of the sub-parties have been informed or have otherwise become aware, and status thereof;
   (iv) Refer victims/survivors of SH and SEA to safe and confidential victim assistance; and
   (v) Promptly and confidentially record and investigate any allegations credible enough to warrant an investigation of SH or SEA. Each sub-party shall advise UNDP of any such allegations received and investigations being conducted by itself or any of its sub-parties with respect to their activities under the Project Document, and shall keep UNDP informed during the investigation by it or any of such sub-parties, to the extent that such notification (i) does not jeopardize the conduct of the investigation, including but not limited to the safety or security of persons, and/or (ii) is not in contravention of any laws applicable to it. Following the investigation, the relevant sub-party shall advise UNDP of any actions taken by it or any of the other entities further to the investigation.

e. Each sub-party shall establish that it has complied with the foregoing, to the satisfaction of UNDP, when requested by UNDP or any party acting on its behalf to provide such confirmation. Failure of the relevant sub-party to comply of the foregoing, as determined by UNDP, shall be considered grounds for suspension or termination of the Project.

f. Each responsible party, subcontractor and sub-recipient will ensure that any project activities undertaken by them will be implemented in a manner consistent with the UNDP Social and Environmental Standards and shall ensure that any incidents or issues of non-compliance shall be reported to UNDP in accordance with UNDP Social and Environmental Standards.

g. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud, corruption or other financial irregularities, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption, anti-fraud and anti money laundering and countering the financing of terrorism policies are in place and enforced for all funding received from or through UNDP.

h. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices (b) UNDP Anti-Money Laundering and Countering the Financing of Terrorism Policy; and (c) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.

i. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an

investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.

j. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud, corruption other financial irregularities with due confidentiality. Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

k. UNDP will be entitled to a refund from the responsible party, sub-contractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud corruption, other financial irregularities or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.

   Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

l. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.

m. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.

n. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, mutatis mutandis, in all its sub-contracts or sub-agreements entered into further to this Project Document.

Special Clauses. In case of government cost-sharing through the project:

1. The schedule of payments and UNDP bank account details shall be annexed to this project document.

2. The value of the payment, if made in a currency other than United States dollars, shall be determined by applying the United Nations operational rate of exchange in effect on the date of payment. Should there be a change in the United Nations operational rate of exchange prior to the full utilization by the UNDP of the payment, the value of the balance of funds still held at that time will be adjusted accordingly. If, in such a case, a loss in the value of the balance of funds is recorded, UNDP shall inform the Government with a view to determining whether any further financing could be provided by the Government. Should such further financing not be available, the assistance to be provided to the project may be reduced, suspended or terminated by UNDP.

3. The schedule of payments takes into account the requirement that the payments shall be made in advance of the implementation of planned activities. It may be amended to be consistent with the progress of project delivery.

4. UNDP shall receive and administer the payment in accordance with the regulations, rules and directives of UNDP.

5. All financial accounts and statements shall be expressed in United States dollars.

6. If unforeseen increases in expenditures or commitments are expected or realized (whether owing to inflationary factors, fluctuation in exchange rates or unforeseen contingencies), UNDP shall submit to the

government on a timely basis a supplementary estimate showing the further financing that will be necessary. The Government shall use its best endeavors to obtain the additional funds required.

7. If the payments referred above are not received in accordance with the payment schedule, or if the additional financing required in accordance with paragraph [] above is not forthcoming from the Government or other sources, the assistance to be provided to the project under this Agreement may be reduced, suspended or terminated by UNDP.

8. Any interest income attributable to the contribution shall be credited to UNDP Account and shall be utilized in accordance with established UNDP procedures.

In accordance with the decisions and directives of UNDP's Executive Board:

The contribution shall be charged:

(a) [...%] cost recovery for the provision of general management support (GMS) by UNDP headquarters and country offices

(b) Direct cost for implementation support services (ISS) provided by UNDP and/or an executing entity/implementing partner.

9. Ownership of equipment, supplies and other properties financed from the contribution shall vest in UNDP. Matters relating to the transfer of ownership by UNDP shall be determined in accordance with the relevant policies and procedures of UNDP.

10. The contribution shall be subject exclusively to the internal and external auditing procedures provided for in the financial regulations, rules and directives of UNDP.

XI. ANNEXES

1. Risk Analysis

#	Description	Risk Category	Impact & Likelihood = Risk Level	Risk Treatment / Management Measures	Risk Owner
			Likelihood: 1 = Not likely; 5 = Expected **Impact:** 1 = Negligible; 5 = Extreme		
1	Increased instability and insecurity, including outbreaks of violence, prevent or make difficult implementation of activities.	Social and Environmental Political Safety and Security	Widespread or localised instability and security problems could preclude actions being undertaken in certain areas, and/or limit access of UNDP and implementing partners to target populations. This may limit the ability to implement or monitor project activities without putting the safety of partners and beneficiaries at risk. This may impact on the achievement of project outcomes also through diverting stakeholder attention from away from electoral issues. Likelihood = 3; Impact = 4; Risk: Moderate	The project will continuously monitor the political and operational security environment, Utilising assessments provided by the UN security apparatus and political analyses. In light of this, adjustments may be made to the workplan, in consultation with key stakeholders, so as to "Do No Harm" through project actions and target interventions where actions are possible. The project will seek to foster partnerships with actors able to engage at local level, to improve access to target populations. In addition to UN structures in place, the project includes support to national early warning and response mechanisms, to facilitate prompt reaction to security risks arising.	Project, UNMISS and UN security apparatus
2	Changes in the political and electoral context result in new needs and priorities.	Social and Environmental Political Strategic	Changes in the political environment may reduce the relevance of planned interventions and give rise to new needs and priorities. Likelihood = 3; Impact = 2; Risk: Low	The project is based on an adaptive programming approach so that it can respond to needs as they arise. Ongoing contextual analysis will take place, which assesses the relevance of planned activities, and revisions to the project and/or its workplan may be considered by project governance structures. The project will work with a range of state and non-state actors to sustain implementation through political changes.	Project
3	Reductions in political and civic space limit participation of beneficiaries in certain project actions, and impact on freedom of expression and access to information.	Social and Environmental Operational Political Safety and Security	Mistrust or tensions between state and non-state actors or between political factions may limit possibilities for beneficiaries to engage in meaningful dialogue on certain issues. This may also reduce the inclusiveness of consultations and preclude opportunities, which may reduce the effectiveness of project actions in reaching intended outcomes. Restrictions to freedom of expression may also limit access to information. Likelihood = 4; Impact = 3; Risk = Moderate	While the project's ability to mitigate this risk may be limited within the national public sphere, the project will act as a convenor of different stakeholders and encourage constructive engagement through providing safe space for dialogue. The project will exercise sensitivity in facilitating dialogue through neutral, technical themes, while at the same time supporting approaches that promote and protect human rights in the electoral environment. The project will continue to work with the Media Authority, Ministry of Information and security organs to promote freedom of expression during the election.	Project

4	Delays to implementation of the R-ARCSS, including legal and institutional frameworks for elections, reduce the timeframe available for project activities and election preparations.	Political Regulatory Strategic	Delays to the establishment of the legal framework for elections and election management institutions may affect the time available for certain activities. This may reduce opportunities for capacity development and affect sustainability of project outcomes, as well as quality of electoral processes. Truncating time available for election preparations may also increase the resources required to achieve its effective conduct. Likelihood = 3; Impact = 4; Risk = Substantial	Project priorities and timelines will be reviewed and revised with key stakeholders in light of the electoral timetable. The project is designed to work range of partners and can prioritise activities that are not reliant on the establishment of the legal framework for elections. In the meantime, the project will rely on UNMISS' good offices, alongside regional bodies supporting the peace process, to encourage resolution of the electoral framework in a timely manner.	Project, UNMISS
5	Natural or manmade hazards and their repercussions disrupt implementation of project activities.	Social and Environmental Financial Safety and Security	The impact of environmental hazards, such as flooding, or health emergencies may bring disruption to project operations. While this is often localised in impact, it may cause delays to activities, affect stakeholder priorities and sometimes partners' resources for cost sharing. Likelihood = 2; Impact = 2; Risk = Low	Possibilities of unexpected disruptions will be factored into the development of annual workplans. Historic data may be useful in this regard. The project will consider UN system contingency planning and responses to determine appropriate solutions. Allowing sufficient time for planning of activities will also work towards mitigating this risk.	Project
6	Lack of experience and capacity of national partners presents challenges to effective and timely achievement of project results.	Operational Strategic	Weak capacities may limit the effectiveness of institutions in fulfilling their mandates or cause delays to project actions. This could have a knock-on effect on other areas of electoral project support. It may also lead to more direct technical support, which, if not managed properly, may have adverse effects on national ownership and capacity development objectives. Likelihood = 3; Impact = 3; Risk: Moderate	The project aims to define expected results realistically in relation to national capacities, and take care to avoid overloading key partners, in coordination with other electoral assistance providers. The project will agree scope and type of assistance in consultation with national project partners and will support them in defining and delivering on their workplans. Knowledge and skills transfer will be promoted throughout interventions.	Project and UNMISS electoral team
7	National partners and/or beneficiaries demonstrate a lack of responsiveness to engage on project objectives, which impedes delivery of concrete results in a timely manner.	Financial Operational Political Strategic	A reluctance to participate may signal that project and national partner goals may not be aligned leading, a lack of involvement in project design and delivery or limited understanding of the project framework. Beyond the project, it may also demonstrate a lack of commitment for free and fair national elections in the broader context. Likelihood = 2; Impact = 4; Risk = Moderate	The project will work collaboratively with partners and beneficiaries to agree interventions in relation to identified needs and priorities. It will involve them in conceptualisation and delivery of activities and monitoring of results. Efforts will be made to ensure understanding of the project through sensitisation of stakeholders involved in the project. highlighting its value in contributing to a successful transition.	Project (and Government)
8	Insufficient harmonization of approach between international electoral assistance providers compromises project cohesion and effectiveness.	Operational Strategic	With the broad project scope and large number of partners, a lack of coherence and/or coordination could result in fragmented and diluted results, duplication of efforts and under-utilization of the benefits of strategic partnerships. This could reduce the impact of the project and could also be confusing to stakeholders. Likelihood = 2; Impact = 3; Risk = Moderate	Through its governance structures, the project will seek to build consensus around priorities and responsibilities and provide a forum for information sharing. It will also maintain open and ongoing communication with project partners and other electoral assistance providers through informal mechanisms. Use of the monitoring and evaluation plan will help to maintain focus on achieving project objectives.	Project, in cooperation with UN system and electoral assistance providers

9	There is a lack of demand for international electoral assistance and/or inaccurate perceptions of UN involvement in the electoral process that undermines the credibility of electoral support provided by the project.	Organizational Strategic	A lack of receptiveness to UN electoral support or perception of bias may generate resistance to the project and/or reputational risk to UNDP and the UN system as a whole at country level. Likelihood = 1; Impact = 4; Risk = Low	As guided by UNMISS and together with all UN entities at country level, UNDP will maintain effective communication on the mandate of the UN in electoral assistance, its role in South Sudan and the purpose of the project. The project will highlight its focus on technical processes and its priority of inclusion, rather than advancing specific policy options, and will pay attention to transparency in project execution. Throughout its communications, the project will emphasize the primacy of national sovereignty over South Sudan's electoral processes.	Project, UNMISS and UN agencies
10	Insufficient funds are committed for the conduct of electoral operations.	Financial Organizational	Insufficient government funding for elections places pressure on the project and donor resources to cover shortfalls. This may also not be readily available, if donor priorities lie elsewhere. This may have significant impact on priorities for project budgeting as well as on electoral processes, particularly in relation to high-cost items, such as election materials, equipment and transportation. Budget limitations may also reduce the operating capacity of election management institutions. Likelihood = 4, Impact = 4; Risk: Substantial	As part of its electoral advisory support, together with UNMISS and in coordination with the Ministry of Finance and Planning, the project will work with the National Elections Commission to establish an appropriate budget estimate for the elections, including timelines for required funds. The project will ensure regular monitoring of the funding situation, highlighting the potential risks of shortfalls on quality and integrity of electoral processes. Activities may be prioritised and reduced, through project governance structures. Effective procurement and financial planning may to some extent mitigate the risk, and in-kind contributions may also be encouraged.	Project, Government of South Sudan

The above considers risks relevant to implementation of this project. There are also risks to the electoral process itself that may be included in a risk assessment undertaken by the relevant national bodies. While the project may support national efforts to respond to those risks, they are not included above, as the responsibility for electoral processes lies with national authorities. These risks may include, for example:

- Lack of consensus, or limited inclusive dialogue, on the electoral framework negatively impacts on acceptance and/or sustainability of election outcomes.
- Resistance to democratic change results in incomplete or inadequate reforms that consolidate the powers of dominant leadership and compromise the free and fairness of the election.
- Topographical factors, limited infrastructure and poor communications hinder facilitation of electoral processes in certain areas.
- Negative perceptions, lack of transparency, mis/disinformation, undermine trust in electoral processes.
- Political interference in the responsibilities of electoral institutions or evidence of partisanship in the behaviour of institutions and/or electoral stakeholders compromises the impartiality of electoral management and the 'genuineness' of election outcomes.
- Significant fraud calls in to question the accuracy of electoral processes and election results are contested.
- Public awareness of electoral processes is poor, thereby undermining citizens' rights to meaningful electoral participation.

Annex [#]. Social and Environmental Screening Template

The completed template, which constitutes the Social and Environmental Screening Report, must be included as an annex to the Project Document. Please refer to the Social and Environmental Screening Procedure and Toolkit for guidance on how to answer the 6 questions.

Project Information

Project Information	
1. Project Title	South Sudan Electoral Support Project
2. Project Number	01000165
3. Location (Global/Region/Country)	South Sudan

Part A. Integrating Overarching Principles to Strengthen Social and Environmental Sustainability

QUESTION 1: How Does the Project Integrate the Overarching Principles in order to Strengthen Social and Environmental Sustainability?
Briefly describe in the space below how the Project mainstreams the human-rights based approach
Programmatic interventions are guided by international human rights principles, as well as the 2030 Agenda for Sustainable Development, in particular SDG 16 relating to peace, justice and strong institutions. Integrated throughout are the three guiding principles of work towards sustainable development: 'Human Rights-Based Approach', 'Leave No One Behind' and 'Gender Equality and Women's Empowerment.' Specifically, the project adopts a human-rights based approach in its support for the development of an enabling environment for elections through supporting the development of an inclusive legal framework for elections, opportunities for civil society to advocate for their rights and to participate in the elections, and through supporting peaceful elections where citizens can exercise their rights safely. The project also supports the South Sudan Human Rights Commission, media and civil society organizations to enhance their capacities to protect and promote human rights through monitoring and response mechanisms throughout the different phases of the electoral cycle at central and state levels. A specific focus will be given to monitoring and reporting on rights of vulnerable groups.
Briefly describe in the space below how the Project is likely to improve gender equality and women's empowerment
The project provides technical assistance to support the inclusion of quotas for women in the electoral legal framework and supports opportunities for women's groups to advocate for and participate in forums on electoral inclusion. In collaboration with UN Women, the project will work with the Ministry of Gender, Child and Social Welfare and women's groups, to enhance women's capacity to stand as candidates as well as encourage their inclusion within the political parties themselves. Attention will also be given to preventing and mitigating violence against women in elections through awareness raising and

advocacy as well as through mechanisms for monitoring, analysis and reporting of instances for response. Efforts will also be made to counter hate speech and mis/disinformation in relation to violence through the media against women in elections.
Briefly describe in the space below how the Project mainstreams environmental sustainability
The project will have environmental sustainability as a guiding principle, specifically, in ensuring that procurement of equipment for national institutions prioritizes the use of solar power and recyclable materials.

Part B. Identifying and Managing Social and Environmental Risks

QUESTION 2: What are the Potential Social and Environmental Risks? *Note: Describe briefly potential social and environmental risks identified in Attachment 1 – Risk Screening Checklist (based on any "Yes" responses). If no risks have been identified in Attachment 1 then note "No Risks Identified" and skip to Question 4 and Select "Low Risk". Questions 5 and 6 not required for Low Risk Projects.*	**QUESTION 3: What is the level of significance of the potential social and environmental risks?** *Note: Respond to Questions 4 and 5 below before proceeding to Question 6*			**QUESTION 6: What social and environmental assessment and management measures have been conducted and/or are required to address potential risks (for Risks with Moderate and High Significance)?**
Risk Description	***Impact and Probability (1-5)***	***Significance (Low, Moderate, High)***	***Comments***	***Description of assessment and management measures as reflected in the Project design. If ESIA or SESA is required note that the assessment should consider all potential impacts and risks.***
Risk 1: Reductions in political and civic space limit participation of beneficiaries in certain project actions, and impact on freedom of expression and access to information.	I = 3 P = 4	Moderate	Mistrust or tensions between state and non-state actors or between political factions may limit possibilities for beneficiaries to engage in meaningful dialogue on certain issues. This may also reduce the inclusiveness of consultations and preclude opportunities, which may reduce the effectiveness of project actions in reaching intended outcomes. Restrictions to freedom of	While the project's ability to mitigate this risk may be limited within the national public sphere, the project will act as a convenor of different stakeholders and encourage constructive engagement through providing safe space for dialogue. The project will exercise sensitivity in facilitating dialogue through neutral, technical themes, while at the same time supporting approaches that promote and protect human rights in the electoral environment. The project will continue to work with the Media Authority, Ministry of Information and security organs to promote freedom of expression during the election.

			expression may also limit access to information.	
Risk 2: Increased instability and insecurity, including outbreaks of violence, prevent or make difficult implementation of activities.	I=4 P=3	Moderate	Widespread or localised instability and security problems could preclude actions being undertaken in certain areas, and/or limit access of UNDP and implementing partners to target populations. This may limit the ability to implement or monitor project activities without putting the safety of partners and beneficiaries at risk. This may impact on the achievement of project outcomes also through diverting stakeholder attention from away from electoral issues.	The project will continuously monitor the political and operational security environment, Utilising assessments provided by the UN security apparatus and political analyses. In light of this, adjustments may be made to the workplan, in consultation with key stakeholders, so as to "Do No Harm" through project actions and target interventions where actions are possible. The project will seek to foster partnerships with actors able to engage at local level, to improve access to target populations. In addition to UN structures in place, the project includes support to national early warning and response mechanisms, to facilitate prompt reaction to security risks arising.

	QUESTION 4: What is the overall Project risk categorization?		
	Select one (see SESP for guidance)		**Comments**
	Low Risk	☐	
	Moderate Risk	☐	
	High Risk	☐	
	QUESTION 5: Based on the identified risks and risk categorization, what requirements of the SES are relevant?		
	Check all that apply		**Comments**
	Principle 1: Human Rights	☐	
	Principle 2: Gender Equality and Women's Empowerment	☐	
	1. Biodiversity Conservation and Natural Resource Management	☐	
	2. Climate Change Mitigation and Adaptation	☐	
	3. Community Health, Safety and Working Conditions	☐	
	4. Cultural Heritage	☐	

	5. *Displacement and Resettlement*	☐	
	6. *Indigenous Peoples*	☐	
	7. *Pollution Prevention and Resource Efficiency*	☐	

Final Sign Off

Signature	*Date*	*Description*
QA Assessor Joanne Cheah, CTA-Elections	4/7/23	UNDP staff member responsible for the Project, typically a UNDP Programme Officer. Final signature confirms they have "checked" to ensure that the SESP is adequately conducted.
QA Approver Catherine Wchanda	4/7/2023	UNDP senior manager, typically the UNDP Deputy Country Director (DCD), Country Director (CD), Deputy Resident Representative (DRR), or Resident Representative (RR). The QA Approver cannot also be the QA Assessor. Final signature confirms they have "cleared" the SESP prior to submittal to the PAC.
PAC Chair Samuel	04-07-2023	UNDP chair of the PAC. In some cases PAC Chair may also be the QA Approver. Final signature confirms that the SESP was considered as part of the project appraisal and considered in recommendations of the PAC.

SESP Attachment 1. Social and Environmental Risk Screening Checklist

Checklist Potential Social and Environmental Risks		
Principles 1: Human Rights		**Answer (Yes/No)**
1.	Could the Project lead to adverse impacts on enjoyment of the human rights (civil, political, economic, social or cultural) of the affected population and particularly of marginalized groups?	No
2.	Is there a likelihood that the Project would have inequitable or discriminatory adverse impacts on affected populations, particularly people living in poverty or marginalized or excluded individuals or groups? [1]	No
3.	Could the Project potentially restrict availability, quality of and access to resources or basic services, in particular to marginalized individuals or groups?	No
4.	Is there a likelihood that the Project would exclude any potentially affected stakeholders, in particular marginalized groups, from fully participating in decisions that may affect them?	No
5.	Is there a risk that duty-bearers do not have the capacity to meet their obligations in the Project?	Yes
6.	Is there a risk that rights-holders do not have the capacity to claim their rights?	Yes
7.	Have local communities or individuals, given the opportunity, raised human rights concerns regarding the Project during the stakeholder engagement process?	No
8.	Is there a risk that the Project would exacerbate conflicts among and/or the risk of violence to project-affected communities and individuals?	No
Principle 2: Gender Equality and Women's Empowerment		
1.	Is there a likelihood that the proposed Project would have adverse impacts on gender equality and/or the situation of women and girls?	No
2.	Would the Project potentially reproduce discriminations against women based on gender, especially regarding participation in design and implementation or access to opportunities and benefits?	No
3.	Have women's groups/leaders raised gender equality concerns regarding the Project during the stakeholder engagement process and has this been included in the overall Project proposal and in the risk assessment?	No
4.	Would the Project potentially limit women's ability to use, develop and protect natural resources, taking into account different roles and positions of women and men in accessing environmental goods and services? *For example, activities that could lead to natural resources degradation or depletion in communities who depend on these resources for their livelihoods and well being*	No
Principle 3: Environmental Sustainability: Screening questions regarding environmental risks are encompassed by the specific Standard-related questions below		
Standard 1: Biodiversity Conservation and Sustainable Natural Resource Management		
1.1	Would the Project potentially cause adverse impacts to habitats (e.g. modified, natural, and critical habitats) and/or ecosystems and ecosystem services?	No

[1] Prohibited grounds of discrimination include race, ethnicity, gender, age, language, disability, sexual orientation, religion, political or other opinion, national or social or geographical origin, property, birth or other status including as an indigenous person or as a member of a minority. References to "women and men" or similar is understood to include women and men, boys and girls, and other groups discriminated against based on their gender identities, such as transgender people and transsexuals.

	For example, through habitat loss, conversion or degradation, fragmentation, hydrological changes	
1.2	Are any Project activities proposed within or adjacent to critical habitats and/or environmentally sensitive areas, including legally protected areas (e.g. nature reserve, national park), areas proposed for protection, or recognized as such by authoritative sources and/or indigenous peoples or local communities?	No
1.3	Does the Project involve changes to the use of lands and resources that may have adverse impacts on habitats, ecosystems, and/or livelihoods? (Note: if restrictions and/or limitations of access to lands would apply, refer to Standard 5)	No
1.4	Would Project activities pose risks to endangered species?	No
1.5	Would the Project pose a risk of introducing invasive alien species?	No
1.6	Does the Project involve harvesting of natural forests, plantation development, or reforestation?	No
1.7	Does the Project involve the production and/or harvesting of fish populations or other aquatic species?	No
1.8	Does the Project involve significant extraction, diversion or containment of surface or ground water? *For example, construction of dams, reservoirs, river basin developments, groundwater extraction*	No
1.9	Does the Project involve utilization of genetic resources? (e.g. collection and/or harvesting, commercial development)	No
1.10	Would the Project generate potential adverse transboundary or global environmental concerns?	No
1.11	Would the Project result in secondary or consequential development activities which could lead to adverse social and environmental effects, or would it generate cumulative impacts with other known existing or planned activities in the area? *For example, a new road through forested lands will generate direct environmental and social impacts (e.g. felling of trees, earthworks, potential relocation of inhabitants). The new road may also facilitate encroachment on lands by illegal settlers or generate unplanned commercial development along the route, potentially in sensitive areas. These are indirect, secondary, or induced impacts that need to be considered. Also, if similar developments in the same forested area are planned, then cumulative impacts of multiple activities (even if not part of the same Project) need to be considered.*	No
Standard 2: Climate Change Mitigation and Adaptation		
2.1	Will the proposed Project result in significant[2] greenhouse gas emissions or may exacerbate climate change?	No
2.2	Would the potential outcomes of the Project be sensitive or vulnerable to potential impacts of climate change?	No
2.3	Is the proposed Project likely to directly or indirectly increase social and environmental vulnerability to climate change now or in the future (also known as maladaptive practices)? *For example, changes to land use planning may encourage further development of floodplains, potentially increasing the population's vulnerability to climate change, specifically flooding*	No
Standard 3: Community Health, Safety and Working Conditions		
3.1	Would elements of Project construction, operation, or decommissioning pose potential safety risks to local communities?	No
3.2	Would the Project pose potential risks to community health and safety due to the transport, storage, and use and/or disposal of hazardous or dangerous materials (e.g. explosives, fuel and other chemicals during construction and operation)?	No

[2] In regards to CO_2, 'significant emissions' corresponds generally to more than 25,000 tons per year (from both direct and indirect sources). [The Guidance Note on Climate Change Mitigation and Adaptation provides additional information on GHG emissions.]

3.3	Does the Project involve large-scale infrastructure development (e.g. dams, roads, buildings)?	No
3.4	Would failure of structural elements of the Project pose risks to communities? (e.g. collapse of buildings or infrastructure)	No
3.5	Would the proposed Project be susceptible to or lead to increased vulnerability to earthquakes, subsidence, landslides, erosion, flooding or extreme climatic conditions?	No
3.6	Would the Project result in potential increased health risks (e.g. from water-borne or other vector-borne diseases or communicable infections such as HIV/AIDS)?	No
3.7	Does the Project pose potential risks and vulnerabilities related to occupational health and safety due to physical, chemical, biological, and radiological hazards during Project construction, operation, or decommissioning?	No
3.8	Does the Project involve support for employment or livelihoods that may fail to comply with national and international labor standards (i.e. principles and standards of ILO fundamental conventions)?	No
3.9	Does the Project engage security personnel that may pose a potential risk to health and safety of communities and/or individuals (e.g. due to a lack of adequate training or accountability)?	No
Standard 4: Cultural Heritage		
4.1	Will the proposed Project result in interventions that would potentially adversely impact sites, structures, or objects with historical, cultural, artistic, traditional or religious values or intangible forms of culture (e.g. knowledge, innovations, practices)? (Note: Projects intended to protect and conserve Cultural Heritage may also have inadvertent adverse impacts)	No
4.2	Does the Project propose utilizing tangible and/or intangible forms of cultural heritage for commercial or other purposes?	No
Standard 5: Displacement and Resettlement		
5.1	Would the Project potentially involve temporary or permanent and full or partial physical displacement?	No
5.2	Would the Project possibly result in economic displacement (e.g. loss of assets or access to resources due to land acquisition or access restrictions – even in the absence of physical relocation)?	No
5.3	Is there a risk that the Project would lead to forced evictions?[3]	No
5.4	Would the proposed Project possibly affect land tenure arrangements and/or community based property rights/customary rights to land, territories and/or resources?	No
Standard 6: Indigenous Peoples		
6.1	Are indigenous peoples present in the Project area (including Project area of influence)?	No
6.2	Is it likely that the Project or portions of the Project will be located on lands and territories claimed by indigenous peoples?	No
6.3	Would the proposed Project potentially affect the human rights, lands, natural resources, territories, and traditional livelihoods of indigenous peoples (regardless of whether indigenous peoples possess the legal titles to such areas, whether the Project is located within or outside of the lands and territories inhabited by the affected peoples, or whether the indigenous peoples are recognized as indigenous peoples by the country in question)? *If the answer to the screening question 6.3 is "yes" the potential risk impacts are considered potentially severe and/or critical and the Project would be categorized as either Moderate or High Risk.*	No

[3] Forced evictions include acts and/or omissions involving the coerced or involuntary displacement of individuals, groups, or communities from homes and/or lands and common property resources that were occupied or depended upon, thus eliminating the ability of an individual, group, or community to reside or work in a particular dwelling, residence, or location without the provision of, and access to, appropriate forms of legal or other protections.

6.4	Has there been an absence of culturally appropriate consultations carried out with the objective of achieving FPIC on matters that may affect the rights and interests, lands, resources, territories and traditional livelihoods of the indigenous peoples concerned?	No
6.5	Does the proposed Project involve the utilization and/or commercial development of natural resources on lands and territories claimed by indigenous peoples?	No
6.6	Is there a potential for forced eviction or the whole or partial physical or economic displacement of indigenous peoples, including through access restrictions to lands, territories, and resources?	No
6.7	Would the Project adversely affect the development priorities of indigenous peoples as defined by them?	No
6.8	Would the Project potentially affect the physical and cultural survival of indigenous peoples?	No
6.9	Would the Project potentially affect the Cultural Heritage of indigenous peoples, including through the commercialization or use of their traditional knowledge and practices?	No
Standard 7: Pollution Prevention and Resource Efficiency		
7.1	Would the Project potentially result in the release of pollutants to the environment due to routine or non-routine circumstances with the potential for adverse local, regional, and/or transboundary impacts?	No
7.2	Would the proposed Project potentially result in the generation of waste (both hazardous and non-hazardous)?	No
7.3	Will the proposed Project potentially involve the manufacture, trade, release, and/or use of hazardous chemicals and/or materials? Does the Project propose use of chemicals or materials subject to international bans or phase-outs? *For example, DDT, PCBs and other chemicals listed in international conventions such as the Stockholm Conventions on Persistent Organic Pollutants or the Montreal Protocol*	No
7.4	Will the proposed Project involve the application of pesticides that may have a negative effect on the environment or human health?	No
7.5	Does the Project include activities that require significant consumption of raw materials, energy, and/or water?	No