ANNEX III

UNDP's ELECTORAL SUPPORT WORK

Click here to access the Elections Moonshot Dashboard

UNDP offers strategic assistance between 40 to 50 countries annually throughout the electoral cycle, from support to voter registration processes to ensure that citizens can cast their vote to designing more effective and inclusive systems or supporting mechanisms to address potential disputes or conflict. Yet elections that reflect the will of the people depend on far more than how election day is run. Their credibility depends on a complex interplay of electoral laws, rights, systems, and institutions that transcend any one election event. Each vote is part of a larger process that stretches before, during and after an election – the electoral cycle.

UNDP assistance aims to ensure that elections are inclusive, credible, peaceful, and transparent. It is this aspiration and commitment for supporting countries' efforts for having more inclusive, effective, and accountable democratic institutions and processes that drives the UNDP's governance moonshot, focused on elections.

Yet, as necessary as elections are, they alone are not sufficient for creating the democratic governance arrangements and institutions that people and the planet need today. Democratic governance requires respect for human rights and equality, a vibrant civic space, free media, accountable, and responsive, and effective institutions that can respond to the needs of citizens. It is for this reason that UNDP's electoral support is seen as one important component of a broader governance support offer, which includes broader support to democratic institutions and processes. Through this support, the organization emphasizes respect for human rights and gender equality and pays particular attention to the threats to electoral integrity and credibility, such as information pollution. UNDP does not see electoral cycle support as an end goal but integrates it into broader efforts to strengthen inclusive political processes for progressive societal change.

METHODOLOGY FOR CALCULATION OF "800 MILLION PEOPLE"

<u>UNDP's Strategic Plan 2022-2025</u> states that during those four years, UNDP will work with Member States in "supporting 800 million people to participate in elections, many for the first time".

First, it must be noted that unlike any other support provided by UNDP, electoral assistance follows agreed UN system-wide policies and protocols for giving such support. Electoral assistance delivered by any UN entity, including UNDP, is provided only at the specific written request of the Member State concerned or based on Security Council/General Assembly mandate and subject to approval by the UN Focal Point for Electoral Assistance, Under-Secretary-General for Political and Peacebuilding Affairs. As such, an electoral needs assessment and clearance of DPPA is required before any UN electoral assistance¹. Therefore, an exact estimation of future UNDP electoral support and number of voters supported are complicated because we cannot be certain which countries will request support and be granted clearance in the future, or the size and scope that assistance may take. The political nature of the electoral process makes this even more complicated since it is not easy to anticipate when early elections could be called in a given country or UN support requested or mandated by the General Assembly or Security Council².

Under these circumstances, the estimation for the Moonshot was created by looking at past performance and statistics and setting an aspirational, yet reachable, target of 800 million. There are three aspects regarding the Moonshot methodology for counting and reporting that are important to consider:

1. Identifying a precise number of countries where UNDP provides electoral support. For the estimation and the reporting of the Moonshot it was essential to have an accurate list of countries where electoral assistance is being provided. For this, the UNDP Governance Team keeps an updated comprehensive list/database of electoral assistance provided by UNDP. The information is sourced through different methods: SG biennial report on UN electoral support, approved list by DPPA, reviewing UNDP data basis and platforms, IRRF, ROAR reporting, etc. This helped UNDP estimate that from 1 August 2017 to 31 July 2019, the United Nations assisted, at their request or

based on a Security Council mandate, more than 50 Member States. UNDP, as by far the largest provider of UN electoral assistance, supported nearly all the listed countries.

- 2. Determine which countries with UNDP electoral support had elections each year. The Moonshot talks about voters participating in elections, but in many cases the electoral assistance to those events is done through multi-year electoral cycle projects, focusing on pre-election, election, and post-election support. To have precise Moonshot target and reporting and avoid counting the same country in multiple years, only countries where elections take place are counted each year. This requires maintaining a precise and updated list/calendar of election events and cross reference it with the list of countries receiving electoral support in any given year.
- 3. Estimating number of voters benefiting from the assistance. For this step, UNDP's Governance Team maintains a list of number of registered voters per country using multiple publicly available reliable sources, such as 1) the Electoral Management Bodies' databases, where possible, 2) International IDEA's Voter Turnout Global Database, and 3) general on-line research on electoral management bodies and voter registration. When available, number of registered voters are sex disaggregated.

How are we doing with our election Moonshot?

UNDP supported 14 elections with over 110.7 million registered voters in 2022 and expect to support a further 22 elections with close to 328.4 million registered voters in 2023, for a combined total of nearly 439.1 million registered voters by the end of 2023 – well on the way to meeting the target of supporting elections with 800 million registered voters by 2025.

STRATEGIC PLAN IRRF ELECTORAL INDICATORS

In addition to the elections related moonshot of supporting 800 million people to participate in elections, the Strategic Plan also captures electoral work in two different indicators in the IRRF. These two indicators are NOT the basis of the calculation of the Moonshot but provides additional evidence of the organization's significant electoral work.

The two electoral indicators in the Strategic Plan are 2.4.1b and 2.4.2. Below are brief explanations of both:

Indicator IRRF 2.4.1 b

Indicator: 2.4.1 To what extent the country has:

- a. Constitution making processes with mechanisms for civic engagement
- b. Electoral Management Bodies³ with strengthened capacity to conduct inclusive, peaceful and credible elections.
 - c. Parliaments with improved capacities to undertake inclusive, effective, and accountable law-making, oversight and representation

Measurement:

Rating scale:

0 = Not in place, 1 = Work started, 2 = Work in progress, 3 = Work almost complete, 4 = In place *Indicator description:*

This indicator focuses on the Electoral Management Bodies with strengthened capacity to conduct inclusive, peaceful and credible elections.

- This indicator measures the number of countries with Electoral Management Bodies (EMBs) that, with UNDP support, have increased capacities to conduct inclusive and credible electoral processes. Broadly speaking, electoral management entails three areas of responsibility: 1) development of the legal framework, 2) planning and organizing elections, and 3) resolution of election-related disputes. The EMB is usually the primary body responsible for planning and organizing an election, with varying levels of responsibility for the other two main areas.
- ✓ By performing these electoral functions, EMBs are uniquely positioned to ensure inclusion and full citizen participation (as voters, candidates, and electoral administrators). The EMB role is particularly important for enhancing inclusion and participation of women, youth, people living with disabilities, minorities, indigenous people, and other marginalized groups throughout the electoral cycle.

- ✓ Elements critical for the credibility and acceptance of an electoral process include the clear articulation of rules governing the process, transparent allocation of the roles and responsibilities for planning and administrating the process, and effectively carrying out these responsibilities. EMBs play a critical role in administrating a process designed to capture the will of the people—this means EMB design, composition, and performance is an important variable in the credibility of an electoral process and acceptance of the results.
- ✓ An EMB should therefore be, inclusive of perception, deemed a credible entity by all stakeholders involved in the process. Stakeholders should be convinced the electoral process is carried out professionally and accurately: from pre-election planning periods to the closure of any dispute regarding results. Despite this, however, the credibility of an election may be affected by political factors beyond the performance and actions of the EMB (including historical power structures or political fault lines such as identity politics).

Data source

This is a quantitative indicator that tallies the number of countries with EMBs that increased their capacity to conduct inclusive and credible electoral processes (with UNDP support). It is not the role of UNDP Country Offices to make a subjective value judgment as to increased capacities. Electoral assistance delivered by any UN entity, including UNDP, is provided only at the specific request of the Member State concerned or based on Security Council/General Assembly mandate and subject to approval by the focal point for electoral assistance, Under- Secretary General for Political and Peacebuilding Affairs. As such, any UN electoral assistance is subject to the assessment of the needs and final approval of assistance. Through the Needs Assessment Mission, areas where UNDP can support EMBs to strengthen their capacities, along with baseline indicators in relevant areas, can be identified. Project reviews and evaluations can provide evidence of results. Observer reports can also be used as independent evidence.

Underreporting of this indicator in the IRRF

Using all the data describe early this paper, we know that UNDP has provided electoral assistance to 46 countries in 2022. Ideally, most of them, if not all, should have reported having supported increased capacities of electoral institutions in their country during the year. This indicates that there is a significant underreporting (and misreporting) during 2022of our electoral work in the ROAR.

Table 1: Countries with Electoral Assistance in 2022/Report IRRF 2.4.1b					
	UNDP Country Offices Providing Electoral Support in 2022 from other sources (see above)	UNDP Country Offices Reporting Electoral Assistance in IRRF Indicator 2.4.1b			
# Number	46	37			
Countries	 Angola Armenia Bosnia and Herzegovina Cameroon, Republic of Central African Republic Chile Côte d'Ivoire Democratic Republic of Congo Ecuador El Salvador Ethiopia Fiji Gambia Guatemala Guinea-Bissau Haiti 	 Algeria* Angola Armenia Benin* Bhutan* Cabo Verde* Central African Republic Democratic Republic of Congo Ecuador El Salvador Fiji Georgia* Haiti Jordan Lebanon Lesotho* Libya 			

	18. Honduras	18. Madagascar
	19. Iraq	19. Moldova
	20. Jordan	20. Mozambique
	21. Kenya	21. Nepal
	22. Kyrgyzstan	22. Niger
	23. Lebanon	23. Pakistan
	24. Liberia	24. Programme of
	25. Libya	Assistance to the
	26. Madagascar	Palestinian People
	27. Malawi	25. Paraguay*
	28. Mali	26. Philippines
	29. Moldova, Republic of	27. Serbia*
	30. Mozambique	28. Sierra Leone
	31. Nepal	29. Somalia
	32. Niger	30. South Africa*
	33. Nigeria	31. South Sudan*
	34. Pakistan	32. Sudan*
	35. Peru	33. Tajikistan*
	36. Philippines	34. Tanzania
	37. Programme of Assistance to the	35. Timor-Leste 36. Togo*
	Palestinian People	37. Tunisia
	38. Sao Tome and Principe	37. Turlisia
	39. Sierra Leone	
	40. Solomon Islands	
	41. Somalia	
	42. Tanzania	
	43. Timor-Leste	
	44. Tunisia	
	45. Uganda	
	46. Uzbekistan	
	47. Vanuatu	
* Countries where LIN	IDP did not have an active electoral project during 2022 or clear	20000

^{*} Countries where UNDP did not have an active electoral project during 2022 or clearance.

Key issues:

- Underreporting from UNDP CO
- > Reporting under this indicator without required approval of electoral assistance provision.

Indicator IRRF 2.4.2

Indicator:

- 2.4.2 Number of registered voters
 - a. Female
 - b. Male
 - c. Sex-disaggregated data unavailable

Measurement:

Number of voters registered disaggregated by sex

Indicator description:

Voter registration is a critical process that enables citizens to vote. UNDP electoral support takes an integrated approach in this process to focus on the conditions needed for eligible citizens to register and exercise their right to vote. The voter registration process varies across countries and in some voters are automatically registered when they reach voting age or they move to a new place of residence, while in other countries a voter must take specific steps to register. In

- all voter registration processes, the government must provide eligible voters with fair access to the process.
- Additionally, the responsible authority, often an Electoral Management Body (EMB) must inform voters in advance about where, when, and how to register or update their details in the voter register. Registering to vote in an election is a prerequisite to voting and there are many factors that affect voter registration numbers such as lack of necessary (or any) documentation, socioeconomic constraints, and cultural, social, and political obstacles. Obstacles can vary significantly between men and women. This indicator focuses on the total number of voters registered disaggregated by sex, allowing a comparison between men and women.
- This indicator is for UNDP program countries that have an active electoral assistance project as a proxy measure of UNDP electoral assistance and as a complement to indicator 2.4.1b that is focused on UNDP direct support to Electoral Management Bodies (EMBs). It is not possible with this voter registration indicator to draw a direct causality line between UNDP support and a citizen registering to vote (there could be many other factors at play) nor is it possible to provide direct evidence of UNDP support resulting in a citizen registering to vote as that citizen may have registered as the result of a media campaign supported by a different development actor. UNDP creates the conditions for increased voter registration through support to EMBs and partnerships with civil society and others.
- EMBs are the structures and individuals responsible for carrying out activities involved in the planning and administering of elections. Voter registration percentages can be a good measure of EMB administrative effectiveness. In countries where UNDP provides electoral support that support creates the conditions for voter registration by supporting local EMBs and civil society to mobilize citizen registrations.
- In some countries, the proportion of voters registered from the total number of eligible voters is a good proxy for the efficacy of the voter registration process, but unfortunately in many countries it may be impossible to get a reliable estimate of eligible voters from the census.

Table 2: Countries F Assistance	Reporting IRRF 2.4.2/ Cou	ntries with Approved	
	UNDP Country Offices Reporting Electoral Assistance in IRRF Indicator 2.4.2	UNDP Country Offices Reporting Electoral Assistance in IRRF Indicator 2.4.2 with approved electoral assistance	UNDP Country Offices Reporting Electoral Assistance in IRRF Indicator 2.4.2 also reporting on indicator 2.4.1b
Total Number	24	19	12
Name of Countries	 Central African Republic Chad* Côte d'Ivoire Democratic Republic of Congo Ethiopia Gambia Guinea* Haiti Kenya Lesotho* 	 Central African Republic Côte d'Ivoire Democratic Republic of Congo Ethiopia Gambia Haiti Kenya Lesotho Liberia Madagascar 	 Central African Republic Côte d'Ivoire Democratic Republic of Congo Haiti Lesotho* Libya Madagascar Mozambique Niger Somalia South Africa*

12. Libya 13. Madagascar 14. Malawi 15. Mauritania* 16. Mozambique 17. Niger 18. Papua New Guinea* 19. Sao Tome and Principe 20. Senegal* 21. Somalia 22. South Africa*	12. Malawi 13. Mozambique 14. Niger 15. Papua New Guinea 16. Sao Tome and Principe 17. Somalia 18. Timor-Leste 19. Uganda	12. Timor-Leste

^{*} Countries where UNDP did not have an active electoral project during 2022 or clearance.

Key issues:

- > Reporting under this indicator without required approval of electoral assistance provision.
- Reporting under this indicator without reporting on indicator IRRF 2.4.1b.

Frequently asked questions (FAQs)

Q1: Why is the figure in the 2022 Annual Report different from the figures on the Moonshot?

A1: The figures for the 2022 Annual Report come from IRRF data indicators and is therefore collected as part of the ROAR reporting done by Country Offices themselves on indicator 2.4.2. The methodology of the moonshot uses other data sources and methodology. To ensure accurate estimation and reporting of the Moonshot, it is crucial to have a precise overview of UNDP electoral assistance, for which the ROAR serves as one of the sources. In addition to the ROAR, UNDP also gathers information from the internal updated comprehensive list/database of UNDP electoral assistance maintained by the UNDP Governance Team, as well as DPPA's list of countries with active required approval for electoral assistance provision.

Q2: Is UNDP well underway to meet the figure of 800 million people?

A2: Yes. UNDP supported 12 elections with over 80 million registered voters in 2022 and expects to support further 17 elections with close to 400 million registered voters by the end of 2023, well on the way to our target of supporting elections with 800 million registered voters during 2022-2025.

Q3: How did UNDP arrive at the figure of 800 million people to be supported in elections?

A3: The figure of 800 million people participating in elections was estimated by analysing past electoral assistance and an estimation of registered voters in countries where UNDP had provided support in the last past four years. It is an aspirational number.

Q4: What methodology will UNDP use to determine the number of people supported to participate in elections?

A4: UNDP will employ a multi-step methodology to calculate the total number. Firstly, a comprehensive list/database of electoral assistance implemented by UNDP during 2022-2025 will be collected from various sources, including Quantum, UNDP's intranet, and the UN Secretary-General's reports on elections. Next, all elections that took place during this period in countries with active electoral projects will be considered, including multiple elections if applicable. The number of registered voters in these countries will be sourced from Electoral Management Bodies' databases, the International IDEA's Voter Turnout Global Database, and other databases.

Q5: What potential factors could affect the number of voters benefiting from UNDP's electoral assistance?

A5: Several factors can influence the number of voters benefiting from UNDP's electoral assistance. It is difficult to predict future needs and requests for UN electoral assistance, as these are often driven as much by internal politics as by actual needs. Additionally, the impact of COVID-19 on elections held in 2020 and subsequent requests for electoral support must be considered. UNDP acknowledges these uncertainties in electoral assistance planning.

Q6: Why UNDP is not using voter turnout data for estimating the Moonshot?

A6: Finding one figure which adequately encapsulates the range of approaches that UNDP uses to support accountable, inclusive, and effective governance is difficult. Having said that, focusing on electoral participation can provide valuable insights and serve as a meaningful indicator for several reasons outlined below. However, UNDP is not measuring **voter turnout** per se for the Moonshot, but rather focusing on the support to create the conditions for that participation to take place. To do that, we use the number of **registered voters** to estimate the potential beneficiaries. In nearly all member-states and for nearly all elections, being registered in the voter roll is an essential prerequisite for citizens to participate and therefore, the number of people registered is a good indication of the potential beneficiaries of our assistance. UNDP's assistance is often essential in ensuring that process is inclusive, and that each eligible voter has an opportunity to cast her or his vote. Voter turnout, on the other hand, is often influenced by a wide array of factors over which UNDP has limited or no influence, such as internal politics (including, for example, decision by certain political parties or candidates to boycott an election), socio-economic issues, overall security, or even extreme weather exacerbated by the climate change (for example, 2019 Mozambique cyclone).

ELECTIONS MOONSHOT ADDITIONAL INDICATORS

As essential as elections are, they alone are not sufficient for creating the democratic governance institutions, practices, and culture that people and the planet need today. Democratic governance requires respect for human rights and equality, a vibrant civic space, free media, accountable, and responsive, and effective institutions that can respond to the needs of citizens. For this reason, UNDP's electoral support is one important component of a comprehensive governance offer which includes broader support to democratic institutions and processes.

The original choice for the Elections Moonshot, despite its recognized deficits, followed a careful consideration of feasible and available data, as well as considerations of political sensitivities. If additional indicators are required, it is recommended to use **relevant SDG 16 indicators** (based on official data) as a starting point. Some additional/alternative governance indicators (produced by non-official sources) are also identified, given the limited official data availability for some indicators, but there are significant concerns about their use as part of UNDP reporting.

Other governance indicators and understanding progress towards the Elections Moonshot

The overall quality of democratic governance is not measured through the quality of elections alone but also the quality of other key governance domains which are helpfully captured in SDG 16 (the SDG focused on justice, peace and strong institutions) such as:

- Respect for human rights including the fundamental freedoms of assembly, expression and association (so called civic space)
- Access to reliable information which includes an independent media and an information ecosystem that is not polluted with dis and mis-information
- People have agency and confidence to participate in public decision making
- Effective institutions that can respond to the needs of people

Indicators and data sources that monitor the above aspects and that have data for at least some UNDP program countries in all regions are included in the table below. The **primary indicator and data source should be the relevant SDG indicator** as the indicator is internationally agreed and the data that is reported to the UN Statistical Division has been validated by a country's national statistical system and quality assured by a UN agency. The alternative/additional indicator presented is not based on data verified by the country's authorities, although those below are internationally known and well regarded.

Domain	SDG 16 indicator (and data source)	Alternative/additional Indicator (and data source)	IRRF indicator
Respect for human rights including the fundamental freedoms of assembly, expression and association (so called civic space) Access to reliable		Rule of Law Index (World Bank) Civic Space Monitor (CIVICUS) World Press Freedom Index	2.2.2: Number of countries that have targeted systems with strengthened capacities to expand civic space 2.4.5 Number of initiatives,
information which includes an independent media and an information ecosystem that is not polluted with dis and mis-information	public access to information (UNSD's SDG database)	(Reporters Without Borders)	policies, and strategies to: protect and promote civil society to function in the public sphere and contribute to sustainable development; Inclusive spaces, mechanisms and capacities for public dialogue; Access to reliable information on issues of public concern
People have agency and confidence to participate in public decision making (global survey: "do you feel you have a say in what the government does")	SDG 16.7.2 – Decision making is responsive and inclusive. (UNSD's SDG database – only 20 countries)	World Values Survey (WVSA – 100+ countries)	
Public institutions are representative of society	SDG 16.7.1 – the parliament, public administration and the judiciary is representative of society (re age, sex, ethnicity etc). (UNSD's SDG database)	Women in Politics' (IPU/UN Women)	6.2.1 Number of countries with measures to advance women's leadership and equal participation in decision-making in: public institutions, and elected positions, including parliaments.
Effective institutions that can respond to the needs of people	SDG 16.6.2 – Satisfaction with Public Services (health, education and government services) (UNSD's SDG database)	Government Effectiveness Index (World Bank)	2.1.1 Number of measures to strengthen accountability (including social accountability), prevent and mitigate corruption risks, and integrate anti-corruption in the management of public funds, service delivery and other sectors

Use of the additional/alternative governance indicators together with the Election Moonshot

Pros:

- Using a 'basket' of the above indicators would provide a more rounded assessment of the state of democratic governance in a country and provide helpful baseline and datapoints in monitoring those aspects for which the moonshot is a proxy.
- Many of these governance indicators are also reflected in the IRRF with many COs reporting on their support to civic space, to information integrity and more inclusive representation in public institutions, so there is a good link to UNDP programming.
- It could encourage more integrated country-level governance programming.

Cons:

- There may not be a direct link between the alternative indicators and UNDP programming causing
 attribution issues in reporting (the elections moonshot uses voter registration data to estimate
 beneficiaries of UNDP electoral assistance projects, that is, the moonshot is estimated based on
 the existence of an electoral assistance project and focuses on the support that UNDP gives to
 create the conditions for participation in elections to take place).
- Progress on democratic governance issues is broadly challenged and many of these indicators are showing reversals across a wide range of countries in all regions. There needs to be a corporate understanding of the risk this could pose in our reporting.
- The use of non-official indicators, particularly in the governance domain, is sensitive and member states may object to their use by UNDP.

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¹ For more on UN electoral assistance policies, see https://dppa.un.org/en/elections

² In addition, "electoral assistance" is a very broad term that could include small electoral support in a country or a large multi-million- dollar project for organizing a post-conflict election from scratch. It could include assistance to whole electoral process or a specific targeted intervention in a specific area, such as voter registration or voter outreach.

³ Electoral Management Bodies or EMBs is a generic term referring to the institution for organizing elections in a country with a varying level of responsibility. Some unify key function in one single body, other countries those functions are divided among different bodies. Some of the most common responsibilities of EMBs are the following: Operational planning: Regulation development (including candidate nomination): Procedures development (including voter registration, polling and counting); Boundary delimitation; Recruitment and training; Voter registration planning and administration (sometimes managed by civil registration authorities); Registration of political parties and candidates for an election; Regulation of political party and election campaign finance (sometimes managed by separate oversight bodies); Enforcement of regulations (including party/candidate nomination for an election, political party and campaign financing, etc.); Regulation of election- related media activities; Voter education and public information; Liaison with political parties, observer groups, media and relevant civil society organizations; Voting and counting operations; and Tabulation and announcement of results.