



U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

SEP 30 1995

Lorne W. Craner  
Member Executive Council  
Consortium for Elections and Political Process Strengthening  
c/o International Republican Institute  
1212 New York Ave., N.W.  
Suite 900  
Washington, D.C. 20005

Subject: Award No. AEP-5468-A-00-5038-00

Dear Mr. Craner:

Pursuant to the authority contained in the Foreign Assistance Act of 1961, as amended, the U.S. Agency for International Development (hereinafter referred to as "USAID" or "Grantor") hereby grants to the Consortium for Elections and Political Process Strengthening (herein after referred to as CEPPS or "Recipient"), a legally binding Joint Venture comprised of the International Republican Institute (IRI), the International Foundation for Electoral Systems (IFES) and the National Democratic Institute for International Affairs (NDI), the sum of \$2,999,994.00 to provide support for a program in Elections and Political Process Strengthening, as described in the Schedule of this award and the Attachment 2, entitled "Program Description."

This award is effective and obligation is made as of the date of this letter and shall apply to commitments made by the Recipient in furtherance of program objectives during the period beginning with the effective date and ending 09/30/98. USAID shall not be liable for reimbursing the Recipient for any costs in excess of the obligated amount.

This award is made to CEPPS, on behalf of the three members of the Joint Venture, on condition that the funds will be administered in accordance with the terms and conditions as set forth in 22 CFR 226, entitled "Administration of Assistance Awards to U.S. Non-Governmental Organizations"; Attachment 1, entitled "Schedule"; Attachment 2, entitled "Program Description"; and Attachment 3 entitled "Standard Provisions."

Please sign the original and each copy of this letter to acknowledge your receipt of this award on behalf of CEPPS, and return the original and all but three copies (one for each member of CEPPS) to the Grant Officer.

Sincerely,

*James A. Jeckell*  
James A. Jeckell  
Grant Officer  
M/OP/B/HNE

Attachments:

1. Schedule
2. Program Description and Budget
3. Standard Provisions
4. Standards for USAID Funded Communications Projects

ACKNOWLEDGED: Consortium for Elections and Political Process  
Strengthening

BY:

*James W. Grant*  
Title: (President, TRI) Member Executive Council

Date:

10/2/95

ACCOUNTING AND APPROPRIATION DATA

A. GENERAL

1. Total Estimated Amount:	\$2,999,994.00
2. Total Program Amount:	\$2,999,994.00
3. Total Obligated Amount:	\$1,000,000.00
4. Cost-Sharing Percentage (Non-Federal):	0%
5. Project No.:	936-5468
6. USAID Project Office:	G/DG Room 5258 NS USAID Washington, D.C. 20523
7. Tax I.D. Number:	52-1943638
8. CEC No.:	49-893-335H
9. DUNS No.:	92-792-3250

B. SPECIFIC

1. PIO/T Number:	936-5468-5692816
2. Appropriation:	725/61021.1
3. Allotment:	561-36-099-00-20-51
4. BPC:	DDV5-95-16900-KG11
5. PIO/T Obl. Amount:	\$1,000,000.00

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ATTACHMENT 1

SCHEDULE

1.1 PURPOSE OF AGREEMENT

The purpose of this Agreement is to provide support for the program described in Attachment 2 of this Agreement entitled "Program Description."

1.2 PERIOD OF AGREEMENT

The effective date of this Agreement is the date of the Cover Letter and the estimated completion date is 09/30/98.

Funds obligated hereunder are available for program expenditures for the estimated period beginning the effective date of this Agreement through 9/30/96.

1.3 AMOUNT OF AWARD AND PAYMENT

1. The total estimated amount of this Award is \$2,999,994.00.
2. USAID hereby obligates the amount of \$1,000,000.00 for program expenditures during the period set forth in 1.2 above and as shown in the Budget below.
3. Payment shall be made to the Recipient by Payment - Cost Reimbursement in accordance with procedures set forth in 22 CFR 226.22.
4. Additional funds up to the total estimated amount may be obligated by USAID subject to the availability of funds, and 22 CFR 226.25.

1.4 BUDGET

The following is the Agreement Budget, by both cost category and by activity for each of the three members of the Joint Venture, including local cost financing items, if authorized. Revisions to this budget shall be made in accordance with 22 CFR 226.25.

CONSOLIDATED 3-YEAR BUDGET

BY COST CATEGORY:	<u>IFES</u>	<u>NDI</u>	<u>IRI</u>	<u>TOTAL</u>
Direct Labor	\$226,470	\$205,469	\$ 393,358	\$ 825,297
Fringe Benefits (1)	0	77,108	169,536	246,644
Supplies	6,840	18,315	7,150	32,305
Commodities	82,800	0	0	82,800
Travel	303,077	266,562	250,778	820,417
Other direct Costs	<u>93,335</u>	<u>175,816</u>	<u>27,410</u>	<u>296,561</u>
Total Direct Costs	712,522	743,270	848,232	2,304,024
Indirect Costs	<u>227,472</u>	<u>196,730</u>	<u>271,768</u>	<u>695,970</u>
Total USAID Support	\$939,994	\$940,000	\$1,120,000	\$2,999,994

(1) IFES' cost structure provides for the allocation of fringe benefits as part of the Indirect Cost Rate.

## 1.4 (Continued)

BY PROGRAM ACTIVITY:	<u>IFRS</u>	<u>NDI</u>	<u>IRI</u>	<u>TOTAL</u>
Resource Materials	\$126,408	\$ 82,345	\$ 0	\$ 208,753
Evaluation Mechanisms	0	42,153	318,853	361,006
Rapid Response	329,225	538,638	229,465	1,097,328
Pre-election Assessments	122,993	183,047	91,853	397,893
On-site Technical Assistance	207,063	0	299,829	506,892
Regional networking	154,305	93,817	0	248,122
Administration	0	0	180,000	180,000
Total USAID Support	\$939,994	\$940,000	\$1120,000	\$2,999,994

## 1.5 REPORTING AND EVALUATION

## 1.5.1 Financial Reporting

In keeping with the requirements established in 22 CFR 226.52, the Recipient is required to submit an original and two copies of a "Request for Advance or Reimbursement", SF 270, on a monthly basis to:

M/FM/PACD/LOC  
Office of Financial Management  
Room 700, SA-2  
USAID  
Washington, D.C. 20523-0209

## 1.5.2 Monitoring and reporting program performance

(a) Requirements. The Recipient shall submit an original and one copy of a brief quarterly program report to the address listed in the Cover Letter. In addition, one copy shall be submitted to USAID/CDIE/DI, Washington, DC 20523-1802. A final performance report is also required.

(b) Contents. The Program report shall briefly present the information contained in 22 CFR 226.51(d).

## 1.6 SUBSTANTIAL INVOLVEMENT UNDERSTANDINGS

The following provisions constitute USAID's substantial involvement in CEPPS' Program in order to assure that program requirements are met and that mutual program objectives are achieved:

(a) The Grant Officer may, from time to time, add additional Program activities to this Agreement by issuance of a formal modification. Each addition shall require the prior written approval of both the Director, G/DG, and the Director of the cognizant add-on USAID Mission or Regional Bureau.

(b) The cognizant USAID Project Officer in G/DG shall:

- (1) Review and approve annual workplans.
- (2) Approve in advance the selection/replacement of Key personnel.  
Under this Agreement the following positions are designated as key:

Administrative Manager for the Joint Venture - Ed Stewart  
Accounting Manager for the Joint Venture - Susan Bardouil (IRI)

(3) Review and approve monitoring and evaluation plans.

(c) All approvals must be in writing with the original sent to the Recipient, a copy retained in G/DG, and copies sent to the Administration Office, M/OP/B/AEP, and any cognizant USAID Mission/Bureau.

1.7 TITLE TO AND CARE OF PROPERTY

Title to all property financed under this award shall vest in the Recipient subject to the requirements of 22 CFR 226.30 through 37.

The Agreement Officer hereby approves the purchase of non-expendable tangible personal property with an acquisition cost of \$5,000 or less per unit. Such approval is subject to any programmatic constraints set forth in the Request for Applications and in any other restrictions set forth in this Grant.

1. The following items have been approved by the Grant Officer for procurement with Grant funds subject to the following restrictions:

Computers, Monitors, Printers and related equipment and software

a. All items will be procured in accordance with the provisions set forth in 22 CFR 226.40 through 226.49 and with the Standard Provision entitled "AID Eligibility Rules for Goods and Services (AUG 1992)."

b. All "restricted" items, require the prior written authorization from the Agreement Officer before they can be procured.

1.8 AUTHORIZED GEOGRAPHIC CODE

The authorized geographic code for procurement of goods and services under this award is 000 (United States only).

Local Cost Financing is authorized in accordance with the Standard Provision entitled LOCAL COST FINANCING (JUNE 1993), in Attachment 3.

1.9 INDIRECT COSTS

This Agreement contains separate indirect cost rates for each of the three members of the CEPPS Joint Venture. These separate rates shall apply to the dollar amount allocated in the budget for each member.

Pursuant to the Standard Provision of this Award entitled "Negotiated Indirect Cost Rates - Provisional (Nonprofits)," an indirect cost rate or rates shall be established for each of the Recipient's accounting periods which apply to this Award. Pending establishment of final or revised provisional indirect cost rates, provisional payments on account of allowable costs shall be made on the basis of the following negotiated provisional rate(s) applied to the base(s) which is (are) set forth below for each member.

Rates for subsequent periods shall be established in accordance with the Standard Provision entitled "Negotiated Indirect Cost Rates - Provisional (Nonprofits)."

INTERNATIONAL REPUBLICAN INSTITUTE (IRI)

Type	Rate	Base	Period
Overhead-All Programs	32.1%	1/	10/01/94-until amended
Fringe Benefits-All Programs	43.1%	2/	10/01/94-until amended

1/ Base of Application: Total direct costs, excluding equipment procurements and sub-grants and sub-contracts.

2/ Base of Application: Total salaries excluding compensated absences.

## 1.9 (Continued)

**INTERNATIONAL FOUNDATION FOR ELECTORAL SYSTEMS (IFES)**

Type	Rate	Base	Period
Overhead/G&A	34%	1/	9/25/95-until amended
Subrecipient	9%	2/	9/25/95-until amended
Commodities	8.75%	3/	9/25/95-until amended

- 1/ Base of Application: See NICRA with USAID  
 2/ Base of Application: See NICRA  
 3/ Base of Application: See NICRA

**NATIONAL DEMOCRATIC INSTITUTE FOR INTERNATIONAL AFFAIRS (NDI)**

Type	Rate	Base	Period
Overhead-All Programs		27.2%	1/ 10/01/92-until amended
Fringe Benefits-All Programs		39.4%	2/ 10/01/92-until amended

- 1/ Base of Application: Total direct costs, excluding equipment procurements and sub-grants and sub-contracts.  
 2/ Base of Application: Total salaries excluding compensated absences.

## 1.10 RESOLUTION OF CONFLICTS

Conflicts between any of the Attachments of this Agreement shall be resolved by applying the following descending order of precedence:

- Attachment 1 - Schedule  
 22 CFR 226  
 Attachment 3 - Standard Provisions  
 Attachment 2 - Program Description

## 1.11 COMMUNICATIONS PRODUCTS (OCT 1994)

- (a) Definition - Communications products are any printed materials (other than non-color photocopy material), photographic services or video production services.
- (b) Standards - USAID has established standards for communications products. These standards must be followed unless otherwise specifically provided in the agreement or approved in writing by the agreement officer. A copy of the standards for USAID financed publications and video productions is attached.
- (c) Communications products which meet any of the following criteria are not eligible for USAID financing under this agreement unless specifically authorized in the agreement schedule or in writing by the agreement officer:
- (1) Any communication product costing over \$25,000, including the costs of both preparation and execution. For example, in the case of a publication, the costs will include research, writing and other editorial services (including any associated overhead), design, layout and production costs.
  - (2) Any communication products that will be sent directly to, or likely to be seen by, a Member of Congress or Congressional staffer; and

1.11 (Continued)

- (3) Any publication that will have more than 50 percent of its copies distributed in the United States (excluding copies provided to CDIE and other USAID/W offices for internal use.

1.12 PAYMENT OFFICE

M/FM/PACD/DC  
Room 700, SA-2  
Office of Financial Management  
USAID  
Washington, D.C. 20523-0209

1.13 ADMINISTRATION OFFICE

This Cooperative Agreement will be administered by:

M/OP/B/AEP  
Room 1543, SA-14  
Office of Procurement  
USAID  
Washington, D.C. 20523-1429

## ATTACHMENT 2

## PROGRAM DESCRIPTION

The Recipient's proposal entitled "Strengthening Elections and political Processes" dated August 4, 1995, and the revision dated August 18, 1995, are incorporated in their entirety by reference into this Agreement and made an integral part of this Award.

**SUMMARY PROGRAM DESCRIPTION**

*The Consortium for Elections and Political Process Strengthening (CEPPS), composed of the International Foundation for Electoral Systems (IFES), the International Republican Institute (IRI) and the National Democratic Institute (NDI), is uniquely qualified to strengthen electoral and political processes around the world. The Members bring to the Consortium more than 31 years of combined experience in implementing political and electoral strengthening programs in more than 80 countries.*

*The Consortium Members are leaders in designing and implementing pre-election assessments, on-site assistance to election administrators, political party development programs, post-election legislative training activities, voter and civic education projects, domestic monitoring, and international observation activities. In the process of this extensive programming, each Member has compiled a unique collection of electoral and political information and analysis. Years after their respective foundings, the central purpose of each Member remains the same: to promote the spread and strengthening of democratic political and electoral processes.*

*Drawing upon the close working relationships between the Consortium Members, in-country program partners, USAID Global Bureau's Center for Democracy and Governance (DG Center), USAID Regional Bureaus and Missions, and the Department of State, the Consortium proposes to continue and augment these program activities under the CEPPS Program. Through experienced staff and proven program approaches, the Consortium has an advantage in designing and implementing democratic initiative programs. The Consortium does not replace or supplant the three Members. Capitalizing on the strengths and capabilities of each Member, the organizational strategy will maintain rapid-response capability and seek to move electoral and political development from its event-driven mode toward a more sustainable systematic process.*

**Goals**

*The Consortium believes that sustainable democratic political development around the world requires:*

- ▶ *Building viable, independent political parties, election authorities, legislative bodies, and non-governmental organizations (NGOs);*
- ▶ *Enabling regular free elections to occur at local and national levels, as validated by independent observation and monitoring;*
- ▶ *Promoting full citizen understanding of and participation in the electoral and political process; and*
- ▶ *Fostering professionalism in the fields of electoral and political processes.*

*The Consortium will achieve these goals through a series of activities which can be expanded and adapted to a variety of countries requesting assistance, subject to the availability of Bureau or Mission add-ons.*

### **Core Activities**

*IFES, IRI, and NDI are currently conducting 168 electoral and political process programs in 45 countries and continually respond to new demands for democratic initiative assistance. While the initial funding provided is not sufficient to carry out the entire CEPPS program, core activities will contribute greatly to improving the "state of the art" and sustainability of democratic development. The Consortium anticipates numerous add-ons and will provide a detailed plan for such funding.*

*Core activities will be financed under the initial funding made available by the DG Center and will allow the Consortium to carry out cost-effective global and regional programming to respond to new challenges in strengthening electoral and political processes. With the initial funding, the Consortium proposes five core activity areas:*

- ▶ *Pre-Election Assessments;*
- ▶ *Rapid Response Assistance;*
- ▶ *Regional and Inter-Regional Networking;*
- ▶ *Development and Dissemination of Resource Materials; and*
- ▶ *Evaluative Mechanisms.*

*(1) Pre-Election Assessments. The Consortium Members have carried out a combined total of 160 pre-election assessments, eliminating much of the need to perform "square-one" assessments in many countries. Building upon this base of knowledge from previous and current activities, the Consortium will use its network of highly qualified individuals in the field, including governmental and non-governmental contacts worldwide, to assess conditions and needs in potential program countries. In those countries where Members have not worked, these assessments may be comprehensive or, depending upon the need, focus upon a specific area, such as access to media, or the use of technology by an election commission. The Consortium will apply core funding in countries experiencing a democratic break-through or with strong regional influence or where USAID is not present. Assessments in other countries will require add-ons.*

*Program results will include: (a) three assessment missions using field staff and reports; (b) three joint on-site assessments and reports; (c) a prioritized list of proposed activities throughout the world, taking into account previous work, needs, and potential for success.*

*(2) Rapid Response Assistance. Core funding will, on a limited basis, allow for rapid response programs when an unforeseen or changing political situation calls for democratic assistance activity that cannot be carried out under other funding. Countries in which there is no USAID presence may request funding through this mechanism in order to begin programming.*

Rapid-response programming will include activities, such as specialized election monitoring assistance and poll worker training in the face of snap elections; dispatching an expert to provide assistance in drafting election procedures following late modifications to election laws; or setting up multi-party fora to address coalition-building and constructive opposition in order to help avert political crises.

**(3) Regional and Inter-Regional Networking.** By sending small numbers of election officials and political and civic leaders to regional and global workshops or study missions to learn about election administration and political processes in other countries, the spread of knowledge and "state of the art" will be advanced. Such programming might require Global Bureau funding due to USAID absence in specific countries or the inter-regional nature of the activity.

These activities will: (a) promote the establishment of independent networks and associations of professionals who conduct elections on a non-partisan basis; (b) encourage the institutionalization of democratic electoral, legislative, and political processes; (c) strengthen the legal framework of elections and encourage the adoption of rules and procedures that meet internationally accepted standards; and (d) strengthen election authorities, political parties, civic organizations, and legislative bodies.

**(4) Development and Dissemination of Resource Materials.** Consortium Members will synthesize the vast amount of information they have gathered and compile a comprehensive set of resource materials in hard-copy or electronic format to be disseminated to election commissions, political parties, civic organizations, legislatures, and others. Development of three types of materials is planned: (a) multi-purpose training materials; (b) "lessons learned" documents, which will generalize approaches, draw conclusions on a global basis; and (c) sample materials for political parties and election administrators around the world. These materials will constitute depositories of international election and political resources and will contribute to the Consortium's capacity-building activities with governments, legislatures, election administrators, party leaders, and civic organizers. Electronic formatting of materials and on-line access, which will allow users to request or directly view and download sample materials, will provide for cost-effective adaptation and wide dissemination.

In year one, the Consortium will develop materials on four of the following topics: (a) election monitoring and parallel vote tabulations with domestic NGOs; (b) voter registration procedures and drives; (c) poll worker/poll watcher training; (d) voter/civic education campaigns; (e) public opinion polling in political development; (f) NGO building and grass-roots advocacy; (g) principles of democratic election administration; (h) election logistics and workflow planning; (i) political party development; (j) legislative structures and procedures; (k) constituent services; (l) legislative party caucuses and legislative agendas; (m) get-out-the-vote programs; (n) expanding participation of women and other under-represented groups in political processes; and (o) promoting citizen participation in public policy formulation. The final topics and priorities will be determined in consultation with in-country partners.

Results will include: (a) bibliographies of information resources on hand at IFES, IRI, and NDI home and field offices; and (b) a comprehensive electronic clearinghouse on political development that includes: resource materials; election and campaign planning guides; international directories and databases of election officials, NGOs, political parties, and suppliers of election-related goods and services; graphical representations of voter education materials, ballots, and other election commodities; election administration, election observation, and voter/civic education reference guides; election laws and regulations from more than 130 countries; political party laws and statutes; legislative procedures; and NGO legislation.

**(5) Evaluative Mechanisms.** A key need in global democratic assistance programming is the development and field testing of systematic and replicable evaluative mechanisms to assess the impact of election and political process assistance. The evaluation package will utilize and further develop a series of program benchmarks and indicators.

In order to refine the evaluative methodology, baseline assessment techniques, program benchmarks, and impact indicators, Consortium staff will review and synthesize different functional and situational experience (transition elections, post-transition and consolidation societies, and closed societies). Field testing of the methodology will be conducted across a range of functional areas, geographic regions, and intervention time lines.

Finally, in order to provide an overview of the activities that Consortium Members would undertake in the event of add-ons, the following Program Description is provided:

### **CONSORTIUM PROGRAM DESCRIPTION FOR ADD-ONS BY BUREAUS AND COUNTRY MISSIONS**

#### **(1) Election Administration**

**(a) Assessments.** Perform diagnostic pre-election assessments to evaluate the state of preparations for elections and estimate the need for technical, financial, and material assistance; political assessments to gauge the political will of incumbents to encourage credible and competitive elections, the viability of political parties, the capability of civic organizations to undertake civic/voter education or election monitoring, civil-military relations, and the broader political environment; and specialized assessments to study such areas as the application of emerging election technologies, the status of parliament, and access to the media.

**(b) Electoral Processes.** Provide short- and long-term assistance to legislators and election officials in drafting or revising electoral laws and procedures, and to election officials in developing workflow and logistics planning, communications, data processing, other management consultations, and public confidence building through political party and citizen participation and other transparency techniques.

**(c) Election Worker/Poll Watcher Training.** Utilize a multiplier "train-the-trainers" methodology, organize training programs, and develop country-specific curricula for election officials, registrars, poll workers, party poll watchers, and monitors. Develop materials which will lend themselves to replication and updating by host-country partners.

**(d) Election Commodities.** Develop bid specifications; match election vendors with supply needs; analyze bids; award contracts; organize the shipping, customs clearance, in-country transport, installation, and training in the use of commodities provided; and ensure, as appropriate, post-election recovery and storage. Engage in donor coordination efforts to reduce duplication of effort.

## **(2) Political Party Development/Legislative Strengthening**

**(a) Political Party Building.** Utilize international experts to provide training to political parties across the democratic ideological spectrum in techniques of organization, communication, constituent contact, and other necessary skills. Organize multi-partisan training seminars and party-specific topical workshops and consultations.

**(b) Governance and Legislative Training.** Promote representative, responsive, and transparent governing and deliberative institutions as vital components of a democratic society. Strengthen the effectiveness and democratic character of national and local legislatures, focusing on legislative procedures, staffing, constituent services, legislative oversight, executive-legislative relations, and the function and role of party caucuses and political coalition building. Promote access to the legislative process by citizen groups and the public at large.

## **(3) Voter/Civic Education and the Role of Observers**

**(a) Voter/Civic Education.** Conduct programs on transparency and accountability in government, and promote communication between citizens and their elected representatives. Support and advise nonpartisan groups and political parties undertaking civic and voter education programs. Develop voter and civic education programs using public opinion polling and focus groups to refine messages, using print, broadcast, and traditional oral methods to disseminate them. Enhance the institutional capacity of parties, civic organizations, and election commissions to carry out such activities without external assistance.

**(b) Election Observation.** Organize both domestic and international election observation. Develop domestic capacity to observe elections on a sustainable and non-partisan basis, including pre-election monitoring, election day observation, and parallel vote tabulation. Advise on the need for international observation, organize observer delegations, when necessary, and coordinate international observers.

**(4) Technical Leadership Services**

**(a) Symposiums, Conferences, and Exchanges.** Encourage the development and strengthening of contacts and networking among election officials, NGOs, and political parties, through region-to-region exchanges and cross-border networking, study missions, and association-building on a regional, inter-regional, or global basis.

**(b) Expanding Participation of Women and Other Under-Represented Groups.** As an intrinsic part of political development programming, assist in-country partners to develop means of including women and other under-represented groups.

**(c) NGO Strengthening.** Encourage the sustainable development of indigenous NGOs in the electoral and political process field through small grants, technical assistance, and increased coordination and interaction with other electoral and political institutions.