

ANNEX

1. IDENTIFICATION

Region/Title/Number	PALOP AND EAST TIMOR/SUPPORT TO THE 2009-2011 ELECTORAL CYCLES OF THE PALOP/TL COUNTRIES – EDF/2009/21324		
Total cost	Euros 6,100,000 (18.4% ¹) Contribution from each NIP: Guinea Bissau (EUR 552,870); Angola (EUR 1,290,030); Cape Verde (EUR 202,719); Mozambique (EUR 3.501,511); Sao Tome and Principe (EUR 92,145); East Timor (Timor Leste) (EUR 460,725).		
Method of implementation	Project approach - Joint management with an international organization (UNDP).		
DAC-code	15151	Sector	Government and Civil Society - Elections

2. RATIONALE

2.1. Sector context

The EC and UNDP have been working together in the area of electoral assistance for a number of years, in a partnership that is unique for its scope, for its achievements and ambitions. This partnership is proving to be of increasing value to electoral assistance operations to the beneficiary countries.

In the programming for 10th EDF, within the scope of the dialogue between the EC and its ACP Partners, there was room for a renewed collective approach to the PALOP development gaps, in close association this time with matching needs concerning East Timor (Timor Leste in Portuguese). Learning from recent experience, common problems and weaknesses will thus be addressed, in the path towards the mutually shared long-term goals of sustainable development and poverty eradication taking into consideration the overarching criteria for the 10th EDF funds' allocation and the European Consensus on Development. Future activities funded by the 10th EDF will focus on democratic governance including political governance of which free, fair, credible and sustainable electoral processes are a fundamental element, including in the PALOP/TL.

It was against this background, and rich with the experience of the specific missions carried out in the last two years in Mozambique, Angola, Guinea Bissau and Cape Verde, that the EC-UNDP Task Force was requested to submit a concept paper for a potential project under the 10th EDF in the field of electoral assistance and in the broader area of democratic governance for the PALOP/TL. This proposal was accepted by the PALOP/TL and EC services during the 6th Meeting between the NAOs of the PALOP/TL and the EC services of 6 May 2008 in Luanda and decision was made to finance the project throughout the “*Governance Initiative*” (18.4% of the 33.1 Million Euros allocated to this facility) to be financed by the National Indicative Programme of PALOP/TL within the 10th EDF – see more

¹ 18,4% of the total of the “*Governance Initiative*” from the National Indicative Programme of PALOP/TL, 10th EDF. The Governance Initiative represents the 4% of each National Indicative Programme.

detailed information in Annex II (TAP). The Governance Initiative represents the 4% of each National Indicative Programme. It was agreed that the EC-UNDP Task Force would have carried out the necessary identification and formulation activities leading to the signature of a Contribution Agreement between the EC Delegation and UNDP Country Office in Bissau to be cleared as usual by UNDP Brussels.

2.2. Lessons learnt

The PALOP/TL countries although dissimilar among themselves on geographical and demographical grounds, share a strong identity and a common institutional heritage. Similar characteristics and patterns of performance can be found among all these countries and the common factors regard: structure and organizational culture of central Administration, legal system and Justice Administration, careers and qualifications of Civil Servants, management of public finances. The PALOP/TL present several common factors regarding *electoral management*, even though they organize electoral processes according to the three different broad types or models of electoral management. As outlined in the International IDEA Handbook on Electoral Management these models can be described as: Independent (Angola, Guinea Bissau and Mozambique), Governmental (Sao Tome and Principe) and Mixed (East Timor and Cape Verde).

The different EU EOM findings and recommendations regarding elections and electoral processes carried out in each of the PALOP countries and Timor Leste form a comprehensive set of lessons learnt that orientated the identification and formulation phases, and will certainly contribute to improve quality support and activity implementation. These findings and recommendations address shared problems and constraints related to legal framework reforms, electoral management capacity development, political participation and gender equity, domestic observation, Media freedom and access to information, among others.

2.3. Complementary actions

The group of Portuguese-speaking African countries, comprising Angola, Cape Verde, Guinea Bissau, Mozambique and Sao Tome and Principe, share a strong linguistic and cultural identity, a similar system of governance and a long tradition of contacts and exchanges amongst themselves. With Timor-Leste joining the ACP group in 2005, the ACP Portuguese-speaking countries have expanded from Africa to the Asian-Pacific region and cooperation under the 10th EDF will thus cover these six countries. Similarly to its precedents the 10th EDF (2008-2013) will fund initiatives of a geographical, sectoral or thematic nature, in line with a new partnership concept involving both parts (EU and ACP) in mutually accountable joint or common action.

The EC-UNDP Joint Task Force and IDEA have been organizing and facilitating training workshops on effective electoral assistance for Electoral Management Bodies (EMB) staff, International Organizations' officials and desk officers, EC and UNDP staff and desk officers both at Headquarters and country levels to enhance and develop the electoral cycle approach in the fields of electoral assistance and management. The longstanding collaboration between Portuguese, Brazilian, PALOP and Timor Leste EMBs represent a window of opportunities for the PALOP and Timor Leste and, of course, a clear example of complementarity. Partially, as result of these relationships and exchanges of experiences between the Portuguese, the Brazilian and ACP Portuguese Speaking Countries, the project's beneficiaries will benefit from a very solid body of electoral knowledge and experiences throughout the access of relevant PALOP and Timor Leste practitioners and EMB officials to the Brazilian National Electoral Administration School as well as the continuing traditional capacity

development activities provided by Portuguese EMBs. The project implementation will benefit in great extent with ongoing complementary democratization and electoral assistance projects mainly financed by the EC and managed UNDP COs in the PALOP-TL.

2.4. Donor coordination

The project in support of the PALOP and Timor Leste electoral cycles has a regional scope and is financed by one donor. The project implementation will build on past and ongoing support in the electoral domain mainly provided by IPAD and Brazilian EMBs to the PALOP and Timor Leste. The Portuguese cooperation agency (IPAD) has provided 380,000 Euros in 2007 and 352,804 Euros in 2008 to PALOP/TL, including also a project of the Portuguese Speaking Countries Community (CPLP) addressed to the EMB of CPLP Member States; furthermore, Portugal participated from 2006 up to now in 9 electoral observation missions of the CPLP.

The proposal follows a project based approach, compatible with the nature of a multi country initiative. The project is a good example of coordination and harmonisation and is in line with the principles of the Paris and Accra Declarations on Aid Effectiveness in the sense that **a)** it is clearly demand-driven and is being designed as a result of extensive consultation among the relevant actors, **b)** it involves a strong coordination among its stakeholders and resources for the implementation of the project will be applied to finance regional harmonized activities, in line with the project's multi country strategy, **c)** aims to support the capacity building of national institutions and to provide support based on partner countries' national strategies, institutions and procedures; **d)** should complement and strengthen existing efforts in the different sectors and avoid duplication of efforts and rationalise activities.

3. DESCRIPTION

This project comes in support to the overall democratization processes of the PALOP/TL, and in particular their electoral processes.

3.1. Objectives

The project overall objective is to contribute to the democratic processes in the PALOP and Timor Leste, through targeted support provided to the electoral processes, elected parliamentarians and parliaments and media. Its specific objectives are to contribute to (1) **improve electoral management capacities of EMB**; to (2) **consolidate lusophone EMB within the ACE Electoral Knowledge Network** and to disseminate **tools and methodologies on electoral management, in Portuguese**, adapted to the needs and specificities of PALOP/TL; and to (3) **enhance Women and Youth's participation and improve the capacity of parliaments and media to fulfill their role, particularly in relation to the electoral process.**

3.2. Expected results and main activities

Through the activities to be implemented, the lessons learnt from the experience of the PALOP/TL and including the support from the EC-UNDP Task Force, the project would provide not only relevant financial and technical support to different phases of the PALOP/TL 2009-2011 electoral cycles, but it would strive to build, share and make use of electoral

knowledge in the Portuguese language from and among the PALOP/TL. The project's expected results and proposed activities are:

Expected Result 1: EMB electoral management practices are enhanced and contribute to establishing a platform of specialized electoral knowledge, comparative experience and documental resources. **Proposed activities:** (1) Strategic and operational planning; (2) Cost assessment, budgeting and Procurement plans; (3) Voter registration (and links to civil registry); (4) Transmission and verification of electoral results; (5) Electoral dispute resolution.

Expected Result 2: Project outputs (mid-term) evaluation enables baseline and indicators refinement and enhance the project's delivery. **Proposed activities:** (1) Stakeholders evaluation; (2) Partners evaluation.

Expected Result 3: Tools and methodologies on electoral management are translated in Portuguese and adapted to the needs and specificities of PALOP/TL. **Proposed activities:** (1) Translation and delivery of the BRIDGE training module in electoral administration in Portuguese Language; (2) Production of face-to-face and e-learning Training Modules on Electoral Administration in Portuguese Language, and translation to Portuguese of existing literature on electoral assistance and electoral administration.

Expected Result 4: Technical and financial support contributes to the consolidation of the *lusophone* electoral management bodies in association with the ACE Electoral Knowledge Network. **Proposed activities:** (1) Establishment of a roster of PALOP/TL electoral administration and/or assistance experts and a Unit for Electoral Support within the framework of the Forum of the Portuguese Speaking EMB; (2) Translation of the ACE Encyclopedia in Portuguese (www.aceproject.org).

Expected Result 5: Experiences and lessons shared among PALOP-TL contribute to increase participation of Women and Youth as voters, candidates and electoral staff. **Proposed activities:** (1) Support national stakeholders to produce and implement a national strategy for Women's and Youth development aiming to promote equal participation of women in the electoral process and political life; (2) Prepare and carry out public information and awareness campaign and workshops (specifically targeting women) on voters' and candidates' rights and responsibilities.

Expected Result 6: Media and Parliament supported to play a more effective role in electoral civic education. **Proposed activities:** (1) Capacity building of MPs, specially women, through regional parliamentarian networks/organizations; (2) Strengthening Parliamentarians and parliament's media relations skills as well as capacity building of the media involved in parliamentary affairs regarding the parliament's role and functions in the democratic process including in the electoral cycle; (3) Support Media professionalism and ethical standards' development, deontology and application of (voluntary) codes of conduct.

3.3. Risks and assumptions

The Project is based on the assumption that the environment conducive for the respect of human rights, democratic governance and the rule of law is largely in place despite some deficiencies.

The discontinuity of the regional geography of the PALOP-TL, and the countries' specificities regarding their different needs and different physical and human capital are non-negligible challenges to be taken into account in the design of the project. The project identifies a series of measures in this context: cooperation platforms, networks of peers and a management infrastructure that enables the coordination, production, sharing and application of content in Portuguese related to electoral assistance and administration in the PALOP-TL.

The project's design also capitalizes on ongoing electoral assistance and parliamentary support projects/programmes in these countries to reduce implementing risks and cover already identified shortcomings. The Joint EC-UNDP Task Force technical assistance, the project assurance and support provided by UNDP Country Offices, as well as the coordination role of the RAO are factors that should mitigate these risks.

1.4. Crosscutting Issues

The project is fundamentally built around the capacity building of State institutions, in a demand driven approach with a very high degree of participation, ownership from the stakeholders. It will be implemented and aim at maximum transparency and accountability. Gender issues are a constant concern throughout the project and appropriate technologies will be used according with the capacities of the countries and having in mind the establishment of networks that should continue beyond the project.

3.4. Stakeholders

- The key stakeholders of the project include a wide variety of governance institutions (e.g. EMBs, Parliaments, Judiciary) and civil society organizations (e.g. domestic observation groups, gender, media) directly concerned and involved in the project. The final beneficiaries of the project include all citizens of the PALOP/TL who benefit from enhanced democratic governance and accountability, and from opportunities of civic engagement in the electoral process. The project aims to promote an enhanced capacity of the Governments of the PALOP/TL and civil society actors to engage in a constructive dialogue on key policy issues about electoral matters. More detailed stakeholders' analysis shows considerable differences among PALOP and Timor Leste in the broader domain of democratic governance and Media freedom.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

A Financing Agreement will be signed between the Commission and the NAO. The programme will be implemented through Joint Management with an international organization, **via signature of a Contribution Agreement with United Nations Development Programme (UNDP)** representation in Guinea Bissau (leading Country for the project). The EC-UNDP partnership on electoral assistance since 1992 has proved to be of great value as it rationalizes interventions in the area and leads to more effective and timely formulation, implementation and evaluation of projects, in line with the concepts of enhanced donor coordination based on the Paris (2005) and Accra (2008) Declarations on Aid Effectiveness.

4.2. Procurement and grant award procedures

Overall responsibility for implementing the programme lies with the NAO, who authorizes the Commission to conclude on its behalf a contribution agreement with UNDP in accordance with Article 35.1 and 23.6 of Annex IV to the Cotonou Agreement. According to Article 65 of Title II, Part IV of the same Agreement, the financial contribution of the EC will be managed through UNDP, under the general provisions of the Financial and Administrative Framework (FAFA), signed on 29 April 2003 between the EC and the United Nations. All contracts implementing the contribution agreement are awarded and implemented in accordance with the procedures and standard documents laid down and published by the UNDP. All the experts and consultants needed for the Project Management will be hired according to UNDP rules and procedures and following the [Joint EC UNDP Operational Guidelines for the implementation of electoral assistance projects](#)².

4.3. Budget and calendar

The proposed budget for implementation is of Euros 6,100,000 and represents 18.4% of the 33.1 Million Euros allocated to the “Governance Initiative”. The foreseen operational duration is 36 months, starting from the signature of the Financing Agreement with Country Office in Guinea Bissau. The total execution period is calculated at 60 months (36 months for operational implementation phase and 24 months for closure phase).

Components	Budget in Euros
1: Improve electoral management capacities of EMB	3,953,435
2: Consolidate <i>lusophone</i> EMBs within the ACE Electoral Knowledge Network and disseminate tools and methodologies on electoral management, in Portuguese	947,500
3: Enhance women’s (and Young voters) participation and improve the capacity of parliaments and media to fulfill their role, particularly in relation to the electoral process	800,000
Total Activities Budget	5,700,935
UNDP GMS (General Management Support, - 7%)	399,065
Total Project Budget	6,100,000

4.4. Performance monitoring

In terms of monitoring and evaluation, the project will be subject to UNDP’s current monitoring and evaluation procedures within the framework of the [Joint Guidelines on reporting obligations under the FAFA](#). Any additional policies and procedures agreed to by the implementing agents, the project partners and UNDP. Follow-up missions to be carried out by the EC-UNDP Joint Task Force will complement the monitoring activities/mechanisms of the project.

4.5. Evaluation and audit

Financial transactions and financial statements shall be subject to the internal and external auditing procedures laid down in the Financial Regulations, Rules and directives of the Organization – General Conditions, Art. 16.2. A copy of the audited financial statements shall be submitted to the European Commission by the

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See http://www.ec-undp-electoralassistance.org/index.php?option=com_content&task=view&id=116&Itemid=121

Organization. Although only required when mandated by partnership protocols, an evaluation of the Project will be undertaken by UNDP within the project's framework at the end of its period to learn lessons and apply these to possible follow-up on assistance activities.

4.6. Communication and visibility

The project implementation will ensure that communication and visibility are integrated in all its activities, mainly throughout the EC-UN Joint Visibility guidelines³ - consistent with the European Commission's own "Communication and Visibility Manual for EU External Actions". Within the inception phase of the project, a communication and visibility plan highlighting the related communication activities should be discussed and agreed between UNDP and EC appropriated services.

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See http://www.ec-undp-electoralassistance.org/index.php?option=com_content&task=view&id=17&Itemid=32