This action is funded by the European Union

**ANNEX 4**

of the Commission Implementing Decision on the financing of the annual action programme in favour of Afghanistan for 2018 part 2, 2019 part 1 and 2020 part 1

**Action Document for Supporting Elections in Afghanistan**

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**INFORMATION FOR POTENTIAL GRANT APPLICANTS**

**WORK PROGRAMME FOR GRANTS**

This document constitutes the work programme for grants in the sense of Article 110(2) of the Financial Regulation) in the following sections concerning calls for proposals: 5.4.1.1., launched on 02 May 2018.

<table>
<thead>
<tr>
<th><strong>1. Title/basic act/CRIS number</strong></th>
<th>Supporting Elections in Afghanistan CRIS number: ACA/2018/040-712 financed under Development Cooperation Instrument</th>
</tr>
</thead>
</table>
| **2. Zone benefiting from the action/location** | Afghanistan  
The action shall be carried out at the following location: Afghanistan country-wide |
| **3. Programming document** | Addendum to the Multiannual Indicative Programme (MIP) between the European Union and Afghanistan for the period 2014-2020¹ |
| **4. Sector of concentration/thematic area** | MIP – focal sector 1) Peace, Stability and Democracy  
DEV. Aid: YES |
| **5. Amounts concerned** | Total estimated cost: EUR 84 777 000  
Total amount of EU budget contribution EUR 15 500 000 |
| **6. Aid modality(ies) and implementation modality(ies)** | Project Modality  
- Indirect management with UNDP (DA) – EUR 12 000 000  
- Direct management – grants – EUR 2 500 000  
- Direct management – services – EUR 1 000 000 |
| **7 a) DAC code(s)** | 15151 Elections |
| **b) Main Delivery Channel** | United Nations Development Programme (UNDP) |

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<table>
<thead>
<tr>
<th>8. Markers (from CRIS DAC form)</th>
<th>General policy objective</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Participation development/good governance</td>
<td>☐</td>
<td>☐</td>
<td>X</td>
<td></td>
</tr>
<tr>
<td>Aid to environment</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
<td></td>
</tr>
<tr>
<td>Gender equality (including Women In Development)</td>
<td>☐</td>
<td>X</td>
<td>☐</td>
<td></td>
</tr>
<tr>
<td>Trade Development</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
<td></td>
</tr>
<tr>
<td>Reproductive, Maternal, Newborn and child health</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
<td></td>
</tr>
<tr>
<td>RIO Convention markers</td>
<td>Not targeted</td>
<td>Significant objective</td>
<td>Main objective</td>
<td></td>
</tr>
<tr>
<td>Biological diversity</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
<td></td>
</tr>
<tr>
<td>Combat desertification</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
<td></td>
</tr>
<tr>
<td>Climate change mitigation</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
<td></td>
</tr>
<tr>
<td>Climate change adaptation</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
<td></td>
</tr>
</tbody>
</table>

| 9. Global Public Goods and Challenges (GPGC) thematic flagship | N/A |

| 10. SDGs | SDG 16 - Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels |

**SUMMARY**

The Action aims to support the presidential and provincial council elections in Afghanistan envisaged for 2019. As Afghanistan is to hold legislative and district council elections in 2018, there will be two electoral cycles very close to each other. The UN has initiated the implementation of its Electoral Support Project (UNESP) for the period 2017-2019, which will be the international community’s programming vehicle of choice also in respect of the 2019 presidential electoral cycle. The EU has already committed EUR 15.5M to support the legislative and district council elections. The establishment of additional financial support to the 2019 presidential and provincial council elections at this stage will allow for more strategic thinking and leverage of the EU to ensure efficient and sustainable support to the forthcoming electoral cycles in Afghanistan. Moreover, this Action will be strengthened through a Grants Scheme targeting CSOs involved with the electoral process in order to ensure public outreach and voter education campaigns, to support women's participation and to observe and monitor all stages of the electoral process, in particular in rural and remote districts.

The focus of this Action will therefore be capacity building and institutional strengthening of the Independent Electoral Commission (IEC) and Electoral Complaints Commission (ECC). Electoral integrity, accountability and fraud mitigation shall be strengthened, polling center specific voter registration and other electoral reforms shall be implemented and gender shall be mainstreamed by the IEC and EEC in their actions. The participation of women in the electoral process, including in the electoral administration, shall be increased, also through
communication, consultation and the general enhancement of public trust. Under the overall objective to promote democratic processes, successful political transition and political stabilisation of Afghanistan, the aim of this project to support credible, inclusive and transparent elections (including credible polling centre-based voter registers).

EU financial support towards the presidential and provincial council elections will be channelled through UNESP via a Delegation Agreement with UNDP, or funding other electoral technical assistance projects similarly structured and supported by the International Community and accepted by Afghan authorities, in the highly unlikely scenario where UNESP should not cover also the 2019 electoral cycle. On the other hand, support to electoral CSOs via the above-mentioned Grant Scheme will be directly managed by the EU.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

Since the fall of the Taliban in 2001, Afghanistan has held presidential elections in 2004, 2009 and 2014, legislative elections (‘Wolesi Jirga’) in 2005 and 2010, and provincial council elections in 2005, 2009 and 2014. The elections were characterised by a lack of security, low voter turnout, intimidation and widespread electoral fraud. The lack of political will to prevent and punish those engaged in fraudulent practices undermined the credibility of the Government and the Electoral Management Bodies (EMBs). One of the key challenges for the upcoming elections remains to ensure a sufficient degree of credibility, the electorate’s confidence in the electoral process and that the latter withstands the intense scrutiny and contestation from political actors remains one of the key challenges for the coming elections.

As it became clear that credible legislative and district council elections were needed for a legitimate and functioning government, the Election Law was amended in September 2016, followed by the replacement of the commissioners of the Independent Elections Commission (IEC) and Electoral Complaints Commission (ECC). This was seen as a crucial step towards the electoral reform, and the electoral preparations for the delayed [2015] legislative elections started to move ahead as the IEC announced 7 July 2018 to be the election day. The next electoral cycles will be particularly important, as they will show whether Afghanistan is still on track to develop into a functioning democracy and if the Afghan political elite representatives are to accept elections as the foundation of future power.

The Afghan stakeholders see the upcoming 2018 parliamentary elections as a test for the following presidential elections which are expected to be held in 2019. Electoral reforms and the credible parliamentary and district council elections would create the base for the Constitutional Loya Jirga and clarify the future government structure. The protracted electoral process has already brought the government under heavy criticism of several opposition groups and political alliances and any further delay might seriously harm the National Unity Government (NUG). Political impact can be mitigated through the implementation of tangible reforms, notably the Biometric Voter Registration (BVR).

As duplicated entries in the voters list led to severe cases of electoral fraud in the past, BVR remains the preferred choice for the presidential elections of 2019. The introduction of the BVR was welcomed both nationally and within the international community as one of the most crucial reforms for the holding of elections. Consensus has also emerged among the Afghan stakeholders on the need to use BVR in order to increase the quality of the voter register. It was agreed that BVR should be implemented in a phased way starting in provincial
capitals and be compatible with the Electronic National Identity Document System (ENID)\textsuperscript{2} to eventually use the captured data for the creation of a proper civil registry.

\textbf{1.1.1. Public Policy Assessment and EU Policy Framework}

In 2016, the Government has developed 22 National Priority Programs (NPP)\textsuperscript{3} divided into six clusters with a total of more than 1,000 deliverables. The Afghanistan National Peace and Development Framework (ANPDF) 2017 – 2021\textsuperscript{4} is a continuation of Afghanistan’s effort to achieve self-reliance and peace. The ANPDF focuses on the reformed development architecture and a reduction of development assistance.

Reflecting the national ownership of the electoral process, the Government announced significant financial and in-kind contributions for the elections originally scheduled in June 2016 and continued full takeover of financing of the daily operations of the IEC and ECC by the Ministry of Finance since June 2015.

The lack of capacity of the EMBs to handle complex electoral operations remains a challenge as they will have to manage two national elections within a short timeline, while implementing new technology, such as the BVR for the 2019 elections. The EU and the international community should consider this already in all phases of planning of their technical electoral assistance, and to this extent the pragmatic and realistic approach taken by the IEC towards the 2018 voters’ registration process is encouraging. The implementation plan and related budget have been developed and implementation on the field is due to start in April 2018.

The international conferences in London (2010), Bonn (2011), Tokyo (2012), London (2014) and Brussels (2016) endorsed the Self-Reliance Mutual Accountability Framework (SMAF),\textsuperscript{5} which saw both the Government and the international community committing to specific deliverables in the spirit of mutuality and accountability. At the Brussels conference, the international community committed to provide USD 13.5 billion (approximately EUR 11.4 billion) until 2020 with assistance at or close to the levels of the past decade.

In relation to the electoral process, the Government achieved the establishment of a Special Electoral Reform Commission, which was SMAF short-term deliverable No.1 and started implementing the electoral reform. In the SMART SMAF deliverables 2017/18\textsuperscript{6}, the Government of the Islamic Republic of Afghanistan (GoIRA) committed to the continued emphasis on democratic governance, leading to free, fair, transparent and participative elections, as well as the concrete steps taken towards electoral reforms and preparations in 2017. Moreover, the GoIRA has engaged in increasing the number of women in government, in line with the EU GAP II Thematic Priority “Political and civil rights - Voice and Participation” and in particular with its objective 17, i.e. "equal rights and ability for women to participate in policy and governance processes at all levels".

The 2017 new European Consensus on Development reaffirms the European support to inclusive, transparent and credible elections by providing timely assistance throughout the

\textsuperscript{2} Also known as E-Tashkeera.
\textsuperscript{4} http://extwprlegs1.fao.org/docs/pdf/afg148215.pdf
\textsuperscript{5} http://www.mofa.go.jp/mofaj/files/000102254.pdf
\textsuperscript{6} http://mfa.gov.af/Content/Media/Documents/agreed_smaf_smart_deliverables_final26102016113033613553325325.pdf
election cycle, and by promoting democratic and accountable political parties and the active participation of citizens throughout the electoral process. Furthermore, the MIP 2014-2020 for Afghanistan identifies how free and fair elections are essential to increasing the culture of accountability in the country and the new EU strategy on Afghanistan, adopted in October 2017, calls on Afghan authorities, political stakeholders and civil society to continue working closely together towards an inclusive, transparent and credible election process, reaffirming the willingness to support the Government's efforts in that regard.

The EU is supporting the Afghan legislative and district council elections with EUR 15.5 million, via a Delegation Agreement with UNDP contracted in 2015.

1.1.2. Stakeholder analysis

The Afghan legal framework establishes the IEC as the main responsible body to administer and supervise every kind of elections, and the ECC to address challenges and complaints arising from negligence, violation of rules and identification of crimes related to elections. The IEC and ECC are the key recipients of the electoral assistance. Although traditionally weak and prone to political influence, both the IEC and the EEC have shown a high degree of initiative and - with the assistance from UNESP - have concretely moved forward with the organisation of the 2018 elections. In order to ensure stakeholders' involvement and build consensus on the way forward towards the 2018 elections, the IEC established the National Election Forum (NEF) in September 2017 as a consultation mechanism involving political parties and civil society. In December, the IEC presented a realistic, time bound and concrete voters' registration implementation plan. It is also worth mentioning how the IEC, where 2 out of the 7 commissioners are women, has a specific "gender department" and it has included specific gender sensitive measures in its voters' registration plan for 2018, such as including at least one woman in each of the ca 7 000 teams that will be deployed in the field.

Nevertheless, the electoral process is a multi-stakeholder initiative, involving the GoIRA, civil society and the international community alike, with many actors responsible for individual parts of the process. The GoIRA entities include primarily the Afghan National Security and Defense Forces (ANDSF), responsible for securing elections, the Ministry of Interior Affairs responsible for the security planning, the Ministry of Finance, the Ministry of Education, the Ministry of Women Affairs; and the Independent Directorate for Local Governance (IDLG).

Afghan electoral civil society organisations (CSOs), including women's groups, are not only critical for providing information to electoral stakeholders but also for organising local remote observers during the elections as both, national and international observers are as crucial to enhance the credibility of the vote as are inclusiveness and transparency. Hands-on experience over three electoral cycles coupled with international financial and technical support allowed elections-focused CSOs to increasingly deepen their role in the electoral process. International observers' reports acknowledge a positive contribution of domestic observer organisations engaged in the monitoring of the electoral process as well as commend their growing interest and methodological improvement. Several CSOs have been observing elections and stimulate public awareness and offer a forum for debate. Moreover, at the end of 2017 the Civil Society Election Coordination Group (CECG) has been established as coordination mechanism to enhance cooperation amongst 15 election-focused CSOs. Other stakeholders are political parties, opposition groups, and potential candidates.

1.1.3. Priority areas for support/problem analysis

The gaps and deficiencies highlighted in the above multidimensional analysis translate into the following priority areas for support:

- Capacity building and institutional strengthening of the IEC and ECC, including to mainstream gender in all of their activities, thus contributing to equal participation of women in Afghan political life;
- Assisting EMBs to implement measures to increase public confidence in the electoral process (and ultimately in the democratic system), notably through the consultative fora with a wide-range of Afghan stakeholders, but also through enhancing EMBs ability to maintain independence, professional impartiality and neutrality;
- Strengthening the integrity of the electoral process by enhancing accountability of responsible actors and supporting the implementation of electoral fraud mitigation mechanisms;
- Contributing to meaningful electoral reform in line with the above;
- Contributing to the full implementation of voters' registration based on polling centres voters list;
- Contributing to technical preparations of the 2019 presidential elections;
- Improve women's participation as voters, candidates, observers, media personnel and in the electoral administration (including in higher position of responsibilities).

2 Risks and Assumptions

<table>
<thead>
<tr>
<th>Risks</th>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political interference with the work of the EMBs.</td>
<td>HIGH</td>
<td>The good offices of the EU, in coordination with the UN and the international community, will be deployed to advocate the importance of the independence and integrity of the EMBs, which will be encouraged to take measures that ensure and demonstrate their independence.</td>
</tr>
<tr>
<td>The results of the elections are not recognized by political stakeholders, who may respond to allegations of fraud through non–institutional means including the use of threats or violence.</td>
<td>HIGH</td>
<td>The EU, in coordination with the UN and the international partners, will promote and support activities to build voters and electoral stakeholders' confidence on the capacity, integrity and impartiality of the EMBs so that the results of the elections are acceptable for everyone.</td>
</tr>
<tr>
<td>Potential deteriorating security situation may affect the functioning of the electoral institutions, notably in the provinces, and therefore the implementation of this Action.</td>
<td>MEDIUM -HIGH</td>
<td>Mitigation includes careful planning and a possibility to adjust electoral assistance accordingly. The EU will continue its careful coordination with the UN and NATO RS to ensure that comprehensive plans are in place, and will liaise with the GoIRA and to ensure that the provision of adequate security for EMBs facilities.</td>
</tr>
<tr>
<td>Significant electoral fraud throughout the electoral cycle.</td>
<td>MEDIUM -HIGH</td>
<td>The EU will support the UN in building the capacities of EMBs in detecting and mitigating fraud, and in requiring all stakeholders to adopt and</td>
</tr>
<tr>
<td>Issue</td>
<td>Risk Level</td>
<td>Description</td>
</tr>
<tr>
<td>----------------------------------------------------------------------</td>
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</tr>
<tr>
<td>IEC is unable to recruit the required number of staff, in particularly female to conduct voter's registration exercise.</td>
<td>MEDIUM</td>
<td>The EU will politically support the UN, together with the international community, to engage and secure the buy-in of religious and tribal leaders in encouraging qualified people, including women, to work with IEC, emphasising local recruitment for voters' registration staff.</td>
</tr>
<tr>
<td>Gender mainstreaming fails and women's participation remains low.</td>
<td>MEDIUM</td>
<td>The EU, in coordination with the international partners, will support the UN vis-à-vis the EMBs to integrate the specific needs of women in all EMBs policies, plans and procedures, in particular by facilitating the coordination of the IEC Gender Unit work with that of other international agencies and CSOs working on gender. Furthermore, the EU will support CSOs through a dedicated Grant Scheme that will focus on gender.</td>
</tr>
<tr>
<td>Public awareness of electoral procedures and guidelines remain poor amongst the general public.</td>
<td>MEDIUM-LOW</td>
<td>The EU will provide funding to CSOs to promote electoral outreach and education. Moreover, it will ensure, in coordination with the UN and the international donors, that EMBs and electoral stakeholders use a wide range of means, including non-written materials in voters' education campaigns.</td>
</tr>
<tr>
<td>Downsizing donor support and therefore the UN footprint may negatively impact the outputs of the Action.</td>
<td>LOW</td>
<td>The EU will ensure a proper Action planning and delimitation of priorities. The focus must be placed on institutional strengthening and capacity building rather than delivering operations on behalf of the EMBs. The strong support to the development of clear IEC operation plan with clear timelines will mitigate the risk of non-delivering.</td>
</tr>
<tr>
<td>Turnover in EMBs personnel results in loss of skills by the electoral management bodies.</td>
<td>LOW</td>
<td>The EU to support the UN in the establishment of appropriate capacity building measures within the EMBs.</td>
</tr>
<tr>
<td>UNDP's managed UNESP project is suddenly rejected by the GoIRA as technical assistance instrument of choice for the upcoming electoral cycles.</td>
<td>LOW</td>
<td>The substance of this Action and its objectives, outputs and priority activities are clear and well defined, as they are designed on recommendations from previous TA electoral missions. The substance of the Action represents a general shared vision amongst the international community, in coordination with GoIRA, on what are the most impending shortcomings of the current electoral legal and regulatory framework of Afghanistan. Thus, the EU will be ready to provide funding to similar electoral assistance project even if the implementing partner should be a different agency from the UN family.</td>
</tr>
</tbody>
</table>

**Assumptions:**
- GoIRA remains politically stable.
- The President and the NUG remain committed to hold regular, fair and transparent elections, and are realistic on the necessary timeline.
- The electoral institutions are functioning and working to prepare for the 2019 presidential and provincial council elections, while finalising the 2018 legislative and district council electoral cycles.
- The 2018 legislative and district council elections are handled in an acceptable manner that does not endanger the implementation of the presidential elections.
- The security situation does not prevent the delivery of electoral assistance on the ground.

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

The European Union has been in the forefront of monitoring past elections in Afghanistan: the Election and Democracy Support Mission was deployed to Afghanistan for the 2004 presidential elections, then the EU Election Observation Mission (EOM) operated for the 2005 parliamentary and provincial council elections, as well as for the 2009 presidential and provincial council elections. Moreover, the EU deployed the Election Assessment Team (EAT) for the 2010 parliamentary elections and the 2014 presidential and provincial council elections.

Several "lessons learned exercises" have taken place during the nearly 15 years of collaboration between the IEC and the UN. Since the 2014 presidential elections, lessons learned from stocktaking exercises included both the Final Report of the UNDP ELECT II project\(^8\), the Final Evaluation of ELECT II\(^9\), and the post-election IEC lessons learned exercise.

The findings and recommendations of the reports as well as evaluations and reviews of the past EU and UN engagements provide a sound basis which the EU and its international partners can build upon and engage with the Afghan authorities on future electoral reforms and elections' cycles.

The major lessons learned are:

- The essential need for polling centre based voter lists in order to avoid the vulnerabilities emerged in the 2014 elections and to reduce the opportunities for fraud at the level of polling centres. This is a key recommendation of the EU 2014 EAT. It remains to be seen how this process will be implemented starting in 2018 for the parliamentary elections, yet preparations are progressing well and on time for the voter registration process to start in April this year.
- Another key challenge is the poor capacity, sustainability and independence of electoral institutions. For this reason, capacity building and institutional strengthening is at the core of this Action.
- Moreover, in the past the EMBs have shown important internal divisions that dramatically decreased their effectiveness in managing electoral cycles, in particularly between the decision-making and the executive levels of the institutions (i.e., respectively the

\(^9\)https://erc.undp.org/evaluation/evaluations/detail/7611
Commissioners and the Secretariat (executive). Therefore, capacity building to the EMBs must, among others, focus on the principles of collegiality and division of powers.

- In previous electoral cycles, public trust has been severely undermined by the lack of transparency of the EMBs, whose strategic communication must be therefore strengthened.
- Another aspect of the poor transparency of the EMBs' operations in the past was the lack of access for domestic observers to their sessions as well as the lack of available electoral information, both of which are essential to build trust in the electoral process and both of which were not ensured in the past. The regular functioning of the National Electoral Forum is therefore crucial to allow an effective consultative mechanism with different political stakeholders.
- The lack of comprehensive regulations, such as for the electoral complaints resolution or for electoral audits, or their late adoption, led in the past to incoherent application of the existing rules. It must be therefore ensured that all rules and regulations are revised and published timely before the elections.
- It is crucial that reforms of the electoral system are not left to the immediate run-up to the next electoral cycle, as it has happened in the past, and the electoral assistance provided by the IC will need to advise political stakeholders accordingly.
- The misappropriation of funds by the Secretariat of the IEC during the 2014 elections showed how Afghanistan was not ready to directly manage electoral assistance funds. For this reason, the UNESP funds will be directly managed by UNDP, under the oversight of the UNESP Project Board composed of all international donors.
- The continued International Community's support and technical assistance to the EMBs can produce donors' dependency. For this reason, the IC has required the GoIRA to financially contribute to the upcoming electoral cycle, and the current electoral assistance aims to empower the Afghan Institutions to lead and own the electoral process.

3.2 Complementarity, synergy and donor coordination

3.2.1. Complementarity & synergy

Support towards elections complements EU activities in the democracy sector by building up the institutional, technical and operational capacity of the Afghan authorities to prepare for and carry out elections in a democratic and transparent way, thus supporting an essential element of democratisation and good governance. The EU has been supporting good governance and rule of law projects in Afghanistan since 2002 and its governance portfolio for the period 2014-2020 includes Democracy and Accountability as one of its four focal sectors, which covers assistance to elected bodies, oversight mechanisms and elections at least until 2020. Moreover, the EU, the largest donor in this sector together with the US, has also been funding Electoral Observation missions since the electoral cycle in 2004 as mentioned above. This Action builds upon the recommendations of the 2014 EU EAT and OSCE Elections Support Team, notably regarding the improvement of the legal and regulatory framework, and the reform of the EMBs.

The most relevant projects funded by the EU and that this Action intends to build upon are:

- *Support to Electoral Assistance in Afghanistan*, implemented by UNDP: this covers EU funding for the 2018 elections within the frame of *UNESP*. The UN Project Document (*prodoc*) for *UNESP* was signed by the Afghan Government on 4th October 2017, and an amendment to the *prodoc* to include the Voters' Registration process for the 2018 legislative elections was signed on 3rd January 2018. Through this Action the EU intends to provide additional funds to the *UNESP* although earmarked for the 2019 presidential elections.
- **Project Implementation Plan (PIP)**, implemented by UNDP: the PIP allows the continuous support of the international community to Afghan Electoral Management Bodies and institutions. It is intended to bridge the period between the operational closure of the ELECT II project and the UNESP. The project builds upon the recommendations of the 2014 EU EAT and OSCE Elections Support Team, notably regarding the improvement of the legal and regulatory framework, and the reform of the Electoral Management Bodies.

- **Electronic National Identity Document (ENID - E-Tazkira)** launched in July 2014 and aiming to support the establishment of a comprehensive civil register. The project intended to provide assistance to Afghan authorities for the implementation of the recommendation of the EU EAT and OSCE EST after the 2014 elections. However, due to delays and underperformance, the project was first reduced and then suspended on 1 February 2016. Subsequently, the government announced that the E-Tazkira would include ethnicity and for this reason EU funding has been withdrawn. However, the assistance this Action intends to provide for BVR should result in the provision of a system compatible with the technical requirements necessary for the realisation of the electronic ID in Afghanistan.

- **ELECT II - Enhancing Legal and Electoral Capacity for tomorrow**, implemented by UNDP: the project provided direct support to Afghanistan’s IEC and the ECC from 2012 to mid-2015 while conducting the two rounds of the Presidential Election, plus 34 Provincial Council Elections. It also supported the IEC to organise and execute a national audit of all votes cast in the run-off round of the Presidential Election.

- **IcSP Exceptional Assistance Measure on Support to electoral institutions in Afghanistan**, which, starting in the second semester 2018 with a duration of 18 months and a budget of 3.5 M EURO, will focus on:
  1. identifying and reducing Electoral integrity vulnerabilities through administrative planning and action;
  2. increasing the capacity of electoral stakeholders to apply evidence-based and effective leadership approaches to the conduct of elections and to the adjudication of election disputes;
  3. provision of measures contributing to the accountability and inclusivity of political and electoral processes through the broad participation of relevant electoral stakeholders with specific emphasis on women.

In addition to the above major projects, this Action also builds upon several other smaller funding channelled through different grant schemes, including the 2015 call for proposals under the CSO-Local Authority scheme and the EIDHR.

**CSO-LA:** "Good Governance at The Sub-national Level: Strengthening Constructive Dialogue between Local Authorities and Civil Society Organizations", implemented by Afghanistan Public Policy Research Organization (APPRO): the project expands the Transparent Electoral Foundation of Afghanistan's (TEFA) mandate to include a specific focus on anti-corruption as an integrated component of free and transparent elections at local and national levels. **EIDHR:** "Enhancing women’s civil and political empowerment in Herat", implemented by World Vision Australia, to promote women’s participation in the upcoming election through the Community Change groups. **Promoting Human Rights and Good Governance in Afghanistan**, implemented by the Institute for War & Peace Reporting (IWPR): to ensure Afghan Civil Society capitalizes on the potential to achieve significant impact both during and after the elections, with a focus on gender. **Promotion of Women’s...
Participation in Governance and Political Processes in Afghanistan", implemented by Cooperation Centre for Afghanistan: to support female candidates who consider running in local or national elections for public offices. "AHRAM (Afghanistan Human Rights Action and Mobilisation)", implemented by COSPE (Cooperazione per lo Sviluppo dei Paesi Emergenti): to support human rights defenders on the protection of women, children and freedom of expression in the post 2014 elections scenario and the withdrawal of international troops. "Future-Proofing the Afghan Media: Sustainable media independence for greater accountability", implemented by BBC Media Action, to contribute to the creation of an open, non-gender discriminatory, and human-rights compliant environment for the holding of presidential, provincial and parliamentary elections. "Our voice, Our Afghanistan: engaging women and youth through civic media", implemented by Afghanaid, to engage the public on electoral issues that integrate the concerns and voices of women.

3.2.2. Donor coordination

Donors' coordination on the electoral process is ongoing and well structured. The Ambassadors-level Election Support Group (ESG) has been created under the auspices of UNAMA to coordinate electoral financial and technical support. The working-level component of the ESG prepares technical and policy suggestions for the high-level meeting. Members of this group are the EU, US, UK, Germany, Japan, Denmark and Norway, as well as representatives of the NATO Resolute Support mission, which are present to coordinate security related matters with Afghan authorities. Both groups are mostly composed by donors, and cover all matters related with elections, with particular attention to gender issues ranging from specific arrangements to facilitate voters' registration to security of female voters and candidates throughout the electoral campaign and Election Day. At the same time, the EUD has also chaired a monthly Election Working Group with all EU Member States present in Afghanistan, to coordinate and agree common European positions on the matters at stake. These mechanisms have ensured a unity of intents of the international community on the subject of elections and electoral assistance to Afghanistan.

A Project Management Board was established within the UNESP project framework. The Project Board, which serves as a management and coordination mechanism, comes under the overall political guidance of UNAMA's Deputy Special Representative for Political Affairs, who also co-chairs the Board together with IEC and ECC chairpersons. The Board's composition includes UNDP Country Director, international donors, government counterparts and implementing agencies as well as other stakeholders of the electoral process in an observer capacity, in particular CSOs representatives on an ad-hoc basis. The Board is therefore the main official forum for donors' coordination, and it has the capacity to make consensus based policy and managerial decisions, track UNESP progress and measure its results. Given the current level of cooperation and unity of intents amongst international donors on the subject of elections, it is expected that similar management bodies will be created whatever the electoral technical assistance project may be in the unlikely scenario that UNESP would not be providing electoral assistance in the 2019 Presidential elections.

3.3 Cross-cutting issues

Gender: There is a continued persistence of gender inequality in political representation, organisational leadership, and political participation, within electoral management bodies and more broadly within the Afghan political participation sphere. While acknowledging that progress has been made in relation to female participation in the political process, it is also necessary to recognize that there is a sustained need for gender focused initiatives in elections
and within the EMBs. Gender will be mainstreamed throughout the entire EU support to the electoral processes. The Action, through the support to the UNESP, will focus on the promotion of gender equality within the EMBs, through increased employment and promotion of women throughout both institutions, on mainstreaming gender throughout the electoral process, on developing gender disaggregated electoral operation data, and on outreach activities promoting women’s participation as voters, candidates, observers, candidate agents and media personnel among others. In addition, the CSOs grants scheme will prioritise women's education and participation to the electoral process.

Peace and stability: There is a direct link between credible, inclusive and transparent elections, and stability and peace in Afghanistan. The fragile National Unity Government (NUG) faces a major challenge in ensuring that upcoming elections are held in a credible manner and contribute to stability rather than rend asunder a tenuous peace. Lack of strategic communication undermines public confidence, necessary for the peaceful elections and acceptance of the results. Possible negotiation of localized ceasefires will require a coordinated effort of security, electoral and political stakeholders. The Action aims at providing technical support to various coordination mechanisms to increase public confidence, strengthen strategic communication and support potential election-related peace efforts.

Migration: Government’s stability is equally crucial to secure functioning services delivery. In addition, lack of government’s legitimacy and stability enforces the feeling of “no future”, especially for the young Afghans. Electoral failure and possible political instability would likely exert pressure on the migration from Afghanistan.

Environment: In the absence of the polling centre based voter list, the surplus of ballot papers had to be delivered to each of the polling centres. If the polling centre based voter list would be in place, the IEC can print only the amount of the ballot papers reflective of a number of voters registered at each centre, which will significantly decrease the consumption of paper.

Human Rights: The proposed actions will develop the capacities of ‘rights-holders’ (eg., women and Civil Society) to claim their rights and ‘duty-bearers’ (eg., EMBs) to meet their obligations. In line with the rights-based approach methodology, the proposed actions will abide by the 'do no harm principle' to avoid unintended negative impact in terms of human rights.  

4 DESCRIPTION OF THE ACTION

4.1 Objectives

The Overall Objective (OO) is to promote democratic processes, successful political transition and political stabilisation of Afghanistan.

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of Sustainable Development Goal(s) 16 – Peace, justice and strong institutions, but also promotes progress towards Goal 5 – Gender equality.

The Specific Objectives (SO) of the Action are:

- **SO.1**: Afghanistan has improved its capacity to hold regular, gender-inclusive, credible and transparent elections with a legitimate outcome.
- **SO.2**: Afghan CSOs have increased capacities to oversee the electoral process and to inform the Afghan public, women in particular, on their rights and duties as voters and potential candidates.

The expected outputs are:

- **O.1 (SO1)**: Key structural reforms and planning milestones focusing on the operational and technical capacity of the IEC are successfully undertaken;
- **O.2 (SO1)**: EEC institutional, operational and technical capacities (to provide effective and legitimate electoral dispute resolution) are successfully built.
- **O.3 (SO1)**: Biometric polling center–based voter registers (BVR) are established and functioning;
- **O.4 (SO1)**: IEC and ECC strategic communication is strengthened
- **O.5 (SO1)**: Afghan public and political stakeholders receive regular and comprehensive information on the electoral process;
- **O.6 (SO1)**: Voters' level of information on the electoral processes is increased;
- **O.7 (SO1)**: Women are effectively informed about elections, their electoral rights and duties, and are effectively encouraged and enabled to participate.
- **O.8 (SO2)**: Electoral CSOs’ capacities are increased throughout the electoral cycle, domestic observers are trained and their skills increased.

### 4.2 Main activities

The **UNESP** project is currently being implemented, providing electoral assistance to Afghan EMBs for the 2018 legislative elections and it is planned to continue until 2019 to cover also the Presidential elections. Key decisions and a roadmap towards the upcoming electoral cycle to be held in 2018 have been made and are being implemented, and a revised project document was signed by the Afghan authorities and international donors on 3rd January 2018 to include the Voters’ Registration process for the legislative elections as an additional output to the activities that were already being implemented. At the moment of drafting this Action Document, UNESP is set to assist EMBs also during the Presidential elections in 2019, however it remains a degree of uncertainty related to the assistance needed for these elections, which in part may be re-focused after 2018, depending on lessons learned from the upcoming electoral cycle. For this reason, the activities listed below are indicative and may expand as the electoral preparations move ahead. Some of the activities may be achieved already prior to the 2018 legislative elections and others may be added, depending on the outcomes of the 2018 electoral cycle.

- **(SOI–O1) 1.** Support the adoption, implementation and monitoring of the strategic reform plans of IEC and ECC
- **(SO1 – O1) 2.** Support and assist the EMBs in the development of Institutional Cooperation Frameworks;
- **(SO1 – O1) 3.** Training newly recruited and existing staff of the IEC and ECC;
- **(SO1 – O1) 4.** Training IEC and EEC on Public Finance Management compliance and set in place a comprehensive asset management plan.
• (SO1 – O7) 5 Support for integrating specific gender sensitive measures in all IEC and ECC operational plans, such as recruiting women both for Voters Registration and elections day, focusing voter education on women;

• (SO1 – O1, O2, O3) 6. Support Voter Registration, procurement of materials, technical support and advice to different areas of electoral operations.

• (SO1 – O2, O3) 8. Assist the IEC in the preparation, approval and implementation of a budgeted operational plan for the next elections (including voter registration, candidate nomination, polling operations and results management) and assist the EEC in the preparation, approval and implementation of a budgeted operational plan for the adjudication of electoral complaints;

• (SO1 – O1, O5) 9. Support and facilitate through UNESP election security coordination mechanism

• (SO1 – O2) 10. Support ECC in reviewing the Regulatory and Procedural Framework for presidential and provincial council elections;

• (SO1 – O2, O5) 11. Support through UNESP the ECC in the timely adjudication of electoral complaints as per the national electoral legal framework;

• (SO1 – O4, O5) 12. Support and assist EMBs in the production of a clear and effective communication strategy able to ensure an appropriate public understanding of the electoral process and of the respective roles and functions of the IEC and EEC in the electoral process;

• (SO1 & SO2 – O5, O6, O7) 13. Support a comprehensive IEC and ECC outreach plan to eligible Afghan citizens to register for the next election cycle.

• (SO1 & SO2 – O5, O6, O7) 14. Support maintaining the key election stakeholders’ fora between EMBs, on the one hand, and political parties and civil society on the other, to strengthen stakeholder confidence in the work of the electoral management bodies;

• (SO2 – O6 & O7) - Provide funding, capacity building and technical assistance to Afghan CSOs, in particular at grassroots level, for public outreach during the electoral process, voters’ education campaigns, women’s (active and passive) participation to elections, and electoral observation especially in provinces and districts.

The Action includes also Technical Assistance to provide monitoring services related with the implementation of the foreseen Grant Scheme.

4.3 Intervention logic

Presidential elections in Afghanistan were held for the last time in 2014, while parliamentary elections were held in 2010. Both these elections, as the previous ones held since the fall of the Taliban regime, were marked by widespread fraud and weak EMBs. Therefore, since 2014 the International Community has been working together to leverage the Afghan authorities for stronger and independent EMBs, capable to own and lead on the organisation and management of electoral cycles, while at the same time supporting Afghan CSOs to hold their government accountable on the electoral process.

This unity of intent of the International Community on electoral matters is maintained through the multi-donors support to UNESP, which is the vehicle of choice for electoral assistance to Afghanistan. Through this Action the EU will be the first donor to already commit funds for the 2019 electoral cycle, allowing leverage and more strategic thinking well in advance of the holding of those elections.
On the other hand, through the financial support to CSOs via the dedicated grant scheme this Action will provide, the EU also ensures the availability of funding for the crucial functions that Civil Society needs to perform in a healthy electoral environment, leading to a future of Afghan led, owned and funded electoral cycles.

5 IMPLEMENTATION

5.1 Financing Agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 36 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission’s authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 Implementation modalities

Both in indirect and direct management, the Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures affecting the respective countries of operation.

5.3.1. Grants: call for proposals "CSOs for fair, transparent and inclusive elections" (direct management)

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The overall objective of the grant scheme is to support, strengthen and assist electoral CSOs in Afghanistan.

The Specific Objectives (SO) are:
- SO1: to promote public participation and awareness about the election process, with specific focus on women and other marginalized groups of the population;
- SO2: to support coordination amongst CSOs on matters related to the inclusiveness, transparency and accountability of the electoral process and of elections day;
- SO3: to build CSOs capacities on lessons learned from previous electoral cycles.

The type of actions supported to meet the above objectives will focus on building the capacities of Afghan CSOs as well as supporting the coordination of their activities, with particular attention given to organisations at grassroots level, in the following thematic areas:
  a) Public outreach, civic and voters' education and women's (active and passive) participation to elections;
  b) Electoral observation in provinces and districts.

It is expected that the above actions will contribute to increase the awareness of the Afghan public about the electoral process and ensure that voters are informed and educated, in particular at district level. Moreover, it is expected that the above actions will contribute to increase women's participation with respect to previous electoral cycles, and that they will contribute to provide the deployment of domestic observers in polling sites across the country, strengthening in this way the transparency and regularity of the operations on election day, as well as the legitimacy of the electoral results.

(b) Eligibility conditions

In order to be eligible for a grant, applicants must:

- be legal persons, and
- be non-profit-making, and
- be civil society organisations, including non-governmental non-profit organisations and independent political foundations, community-based organisations, and private sector non-profit agencies, institutions and organisations, and networks thereof at local, national, regional, and international level, and
- be established in Afghanistan or in a Member State of the European Union, an accession, potential or official candidate country as recognised by the EU, or in a Member State of the European Economic Area, and
- be directly responsible for the preparation and management of the action with their partners, not acting as an intermediary, and
- be operational (i.e. already managing a project and/or have an office) in Afghanistan at the moment of the launch of the Call for Proposals.

Potential applicants may not participate in Calls for Proposals or be awarded grants if they are in any of the situations which are listed in Section 2.3.3 of the Practical Guide to Contract Procedures for EU External Actions (PRAG).

Subject to information to be published in the Call for Proposals, the indicative amount of the EU contribution per grant is between EUR 1 200 000 and EUR 1 300 000. Grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grants, i.e. the implementation period, is up to 36 months.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

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12 This being determined on the basis of the organisation's statutes that should demonstrate it has been established by an instrument governed by the national law of the country concerned. In this respect, any legal entity whose statutes have been established in another country cannot be considered an eligible local organisation, even if the statutes are registered locally or a “Memorandum of Understanding” has been concluded.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing
The maximum possible rate of co-financing for grants under this call is:
- for proposals submitted by applicants from Afghanistan, the grant may not exceed 90% of the total eligible costs of the action. The balance must be financed from the applicant's or partners' own resources, or from sources other than the European Community budget or the European Development Fund.
- for proposals submitted by applicants from any of the other eligible countries of establishment (see above), the grant may not exceed 75% of the total eligible costs of the action. The balance must be financed from the applicant's or partners' own resources, or from sources other than the European Community budget or the European Development Fund.

If full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission’s authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call
This call has been launched on 2 May 2018 under a suspensive clause of the adoption of this decision.

5.3.2. Procurement (direct management)

<table>
<thead>
<tr>
<th>Subject in generic terms, if possible</th>
<th>Type (works, supplies, services)</th>
<th>Indicative number of contracts</th>
<th>Indicative trimester of launch of the procedure</th>
</tr>
</thead>
<tbody>
<tr>
<td>TA – Monitoring Grants Scheme</td>
<td>services</td>
<td>1</td>
<td>4th</td>
</tr>
</tbody>
</table>

5.3.3. Indirect management with an international organisation.
A part of this action may be implemented in indirect management with United Nations Development Programme (UNDP. This implementation entails providing technical assistance and financial support to Afghan institutions for holding the electoral cycle foreseen for presidential and provincial council elections. This implementation is justified because of UNDP's experience in managing the provision of technical assistance and financial support for electoral cycles, both globally and in Afghanistan, where it has assisted Afghan authorities in all electoral cycles in the past fifteen years.

The entrusted entity will carry out one or more of the following budget-implementation tasks: launch calls for tenders and for proposals; define eligibility, selection and award criteria; evaluate tenders and proposals; award grants, contracts and financial instruments; act as contracting authority concluding and managing contracts, carry out payments, recover moneys due and cancel debts that cannot be recovered.

The entrusted international organisation is currently undergoing ex-ante assessment. The Commission’s authorising officer responsible deems that, based on the compliance with the
ex-ante assessment based on Regulation (EU, Euratom) No 1605/2002 and long-lasting problem-free cooperation, the international organisation[s] can be entrusted with budget-implementation tasks under indirect management.

5.4 Scope of geographical eligibility for procurement and grants
The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission’s authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.5 Indicative budget

<table>
<thead>
<tr>
<th></th>
<th>EU contribution</th>
<th>Indicative third party contribution, in EUR</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.3.1. – Call for proposals &quot;CSOs for fair, transparent and inclusive elections&quot; (direct management)</td>
<td>2 500 000</td>
<td>277 000</td>
</tr>
<tr>
<td>5.3.2. – Procurement (direct management)</td>
<td>300 000</td>
<td></td>
</tr>
<tr>
<td>5.3.3. – Indirect management with UNDP</td>
<td>12 000 000</td>
<td>69 000 000(^{14})</td>
</tr>
<tr>
<td>5.8 – Evaluation, 5.9 - Audit</td>
<td>400 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>5.10 – Communication and visibility</td>
<td>100 000</td>
<td>N/A</td>
</tr>
<tr>
<td>Contingencies</td>
<td>200 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Totals</td>
<td>15 500 000</td>
<td>69 277 000</td>
</tr>
</tbody>
</table>

5.6 Organisational set-up and responsibilities
A Project Board (PB) ensures the governance of the UNESP. The PB is composed of UNDP (under guidance of UNAMA DSRSG for Political), the donors (EU, USA, Germany, Denmark, Norway, Japan and UK) and the Action’s Beneficiaries (IEC and ECC).

UNDP as Implementer is ultimately responsible for the project under the overall guidance of the UNAMA DSRSG for Political, and it provides guidance regarding the technical feasibility of the project. As it concerns the Donors, their primary function within the Board is to ensure that the UNESP remains in alignment with funding requirements and overall programme objectives. Finally, IEC and ECC represent the interests of those who will ultimately benefit from the project, and their primary function within the Board is to ensure the realization of project results from the perspective of project beneficiaries

\(^{14}\) Current UNESP donors funding parliamentary elections and that provided indications they will fund presidential elections as well: Germany, Denmark, Norway, Japan, USA and UK.
The PB is responsible for making management decisions (by consensus) whenever guidance is required, including approval of project plans, budgets and revisions. In order to ensure UNDP’s ultimate accountability, the PB decisions should be made in accordance with standards that shall ensure best value for money, fairness, integrity transparency and effective international competition. The project reviews by this group are made at designated decision points during the running of UNESP (quarterly), or as necessary. Based on the approved Annual Work Plan, UNDP may review and approve project work plans when required, and it authorises any major deviation from these agreed plans. The PB is the authority that signs off the completion of each plan as well as it authorizes the start of the next plan. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems between the project and external bodies. In addition, it approves the appointment and responsibilities of the Project Manager and any delegation of its Project Assurance responsibilities.

With regard to the grants scheme in support of CSOs, a Management Committee consisting of representatives of the EU and of the main grant's beneficiary will be set up in case of sub-granting being foreseen in a successful proposal. The Committee will be in charge of overseeing the award of the sub-grants by the main beneficiary and monitor the implementation.

5.7 Performance monitoring and reporting
The day-to-day technical and financial monitoring of the implementation of this Action will be a continuous process and part of the implementing partner’s responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators (for budget support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.8 Evaluation
Having regard to the importance and nature of the Action, mid-term and final evaluations will be carried out via independent consultants contracted by the Commission.

A mid-term evaluation will be carried out for problem-solving and learning purposes, in order to address any shortcomings that may have emerged, in particular in the implementation of the CSO projects stemming from the Call for Proposals.

A final evaluation of the Action will be carried out for accountability and learning purposes at various levels (including for policy revision), taking an increased financial engagement and leadership by the Afghan Government for these elections into account.
The Commission shall inform the implementing partners at least one month in advance of the dates foreseen for the evaluation missions. The implementing partners shall collaborate efficiently and effectively with the evaluation experts, and *inter alia* provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two contracts for evaluation services shall be concluded in the first quarter after, respectively, the submission of the interim and of the final reports by the CSOs Grant Scheme beneficiaries.

5.9 Audit
Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded in the first quarter after the end of the implementation period of the Action.

5.10 Communication and visibility
Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Communication and Visibility activities will be implemented through procurement. The procedure will be launched approximately in the first year after the signature of the financing agreement.
APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)  

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

<table>
<thead>
<tr>
<th>Results chain</th>
<th>Indicators</th>
<th>Baselines (incl. reference year)</th>
<th>Targets (incl. reference year)</th>
<th>Sources and means of verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Promote democratic processes, successful political transition and political stabilisation of Afghanistan</td>
<td>Creditability (or level of acceptability ) of Presidential Elections**&lt;br&gt;Score on Worldwide Governance Index&lt;br&gt;Ranking on Democracy Index&lt;br&gt;Ranking on Perceptions of Electoral Integrity index</td>
<td>- 2014 Disputed Presidential Elections&lt;br&gt;- 2016 Worldwide Governance Index (WGI - Afghanistan in the 0-10th percentile)&lt;br&gt;- 2017 Democracy Index (DI - Afghanistan ranks 149 out of 181)&lt;br&gt;- 2014: PEI (Perceptions of Electoral Integrity index) Afghanistan 119th out of 127</td>
<td>2019: Elections Results are accepted by all stakeholders&lt;br&gt;2020: Afghanistan ranking in WGI, DI and PEI improves</td>
<td>Electoral results and statistics&lt;br&gt;Domestic and International Electoral Observation Missions' Reports</td>
<td></td>
</tr>
</tbody>
</table>

15 Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '**'.

[21]
<p>| Specific objective(s): Outcome(s) | 1.1: # Voters registered for elections (F/M) | 1.2: % Voters turnout in the Presidential &amp; Provincial Councils Elections (F/M disaggregated) | 1.3: # of Candidates and Elected (F/M) | 1.4: Worldwide Governance Index (World Bank) | 1.5: Democracy Index (EIU) | 1.6: confidence level of Afghan people after results in both process and system (disaggregated F/M, vulnerable/at-risk etc.) | 1.1: 2014 na; 1.2: 2014 Pres. &amp; Prov.Coun. Elections (official stats: 6.5-7.9M voters, of which ca 2.2M or 35-37% women); 1.3: 2014: 27 candidates for Pres. Elections (1 women candidate though not qualified for candidacy), voters: 6.6M 1st round (F 2.2M-35%) 2295 candidates, of which 323 - 13% women for Provincial Council Elections, 97 out of 458 elected rep. women; 1.4: 2016 WGI - Afghanistan in the 0-10th percentile; 1.5: 2017 DI - Afghanistan ranks 149 out of 181. 1.6: 2014: PEI Afghanistan 119 out of 127 | 1.1: 2019: 10-14M, 45% women 1.2: 2019: Voters' turnout increased by 40%, women active &amp; passive participation increased by: voters: 45%, candidates: 35%; elected: 25%. 1.3: 2019: women candidate for Pres.Elec., increase 50% of women elected in Prov.Coun. Ele. | 1.4, 1.5, 1.6: 2020: Afghanistan ranking in WGI, DI and PEI significantly improved. | Electoral results and statistics | Domestic and International Electoral Observation Missions' Reports | Voter Registrations' reports; Post-Elections' surveys CSOs and Media’s reports | Security situation does not prevent the regular hosting of electoral operations |</p>
<table>
<thead>
<tr>
<th>Specific objective(s):</th>
<th>Outcome(s)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>SO.2:</strong> Afghan CSOs have increased capacities to oversee the electoral process and to inform the Afghan public, women in particular, on their rights and duties as voters and potential candidates.</td>
<td>2.1: % of women (act/pass electorate) reached by CSOs; 2.2: % of voters informed by CSOs 2.3: Access to Media by CSOs 2.1: na 2.2: na 2.3: na 2.1: 2019: 40% 2.2: 2019: 40% 2.3: 2019: # of elections related news &amp; articles from CSOs As above Security situation does not prevent the regular hosting of CSOs operations</td>
</tr>
</tbody>
</table>
| **O.1 (SO1):** Key structural reforms and planning milestones focusing on the operational and technical capacity of the IEC are successfully undertaken; | 1.1: Status of IEC Strategic, Financial, Regulatory & Operational Plans; 1.2. Status of ICT roadmap; 1.3. % of recruited Tashkeel staff in relation to the approved IEC organigram (disaggregated F/M); 1.4. Status of an Institutional Cooperation Framework; 1.5. Level of compliance with Afghan public financial management system (procurement, finance, HR, admin, independent audit); 1.6. # of IEC gender sensitive operational plans and procedures ; 1.7. Status of list of polling locations for elections approved and published by the IEC in line with the election law; 1.8. Availability of finalised boundaries for the Wolesi Jirga, district council and provincial council constituencies published by the IDLG; 1.9. Status of election security coordination mechanism and availability of security assessment of polling centres locations. 1.1: 2017: partially not available; 1.2: 2017: not available; 1.3: 2017: 67%: M: 94% - F: 6%; 1.4: 2017: not available; 1.5: 2017: not compliant; 1.6: 2017: tbd by UNESP in inception phase; 1.7: 2017: not available; 1.8: 2017: not available; 1.9: 2017: not available. 1.1: 2018/9: available; 1.2: 2019: available; 1.3: 2019: 100%, F 30%; 1.4: 2019: available; 1.5: 2018: fully compliant; 1.6: 2018: 100% 1.7: 2018: available; 1.8: 2018: available; 1.8: 2018/9: functioning. 1.1Approved IEC Plans; 1.2:Approved IEC ICT plan; 1.3: IEC HR records; 1.4: IEC’s finalized Institutional Cooperation Framework; 1.5: IEC M&E review records, administrative documents; 1.6 IEC operational plan; 1.7: IEC Polling Centre list published; 1.8 Published electoral boundaries by IDLG & IEC; 1.9. Minutes & reports of Security Coordination meetings; Approved security assessment report. A legal framework and key decisions (ensuring broad based consultative process) will be in place to allow for the holding of credible elections. IEC and ECC will be empowered and allowed to act according to their independent mandates; Security conditions will be acceptable to hold elections in at least 80% of the country; All relevant government institutions will cooperate with the electoral institutions in the preparation and holding of elections. Important decisions (legal or political) are taken in a timely manner maintaining the electoral preparations’ timeline. Issues related with geography, climate, and (lack of) infrastructure are managed by the GoIRA to maintain the election’s timeline. The security environment allows holding the electoral operations. The political environment does not interfere with the responsibilities of the independent electoral institutions. The elections logistics (shipments of essential materials, customs procedures, etc.) are managed smoothly.
### O.2 (SO1): EEC institutional, operational and technical capacities (to provide effective and legitimate electoral dispute resolution) have been successfully built.

<table>
<thead>
<tr>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>2.3. % of recruited Tashkeel staff in relation to the approved ECC organigram (F/M);</td>
<td>2.3: 2017, 35%, M 91%, F 9%;</td>
<td>2.3: 2018: 100%, F 30%;</td>
<td>2.3: ECC HR records;</td>
</tr>
<tr>
<td>2.4. # of new regulations on the conduct of the complaints process (including: complaints categorization and registration, rules of evidence, application and delivery deadlines, quarantine, interagency cooperation, hearings, audits, recounts, independent investigations, decisions and publication) adopted and published on time;</td>
<td>2.4: 2017: 0;</td>
<td>2.4: 2018/9: 10;</td>
<td>2.4 ECC documentation (approved regulations);</td>
</tr>
<tr>
<td>2.5. # of ECC gender sensitive operational plans and procedures.</td>
<td>2.5: 2017: tbd by UNESP in the inception phase:</td>
<td>2.5: 2018: 100%;</td>
<td>2.5: ECC operations plans;</td>
</tr>
<tr>
<td>2.6. % of electoral complaints adjudicated;</td>
<td>2.6: 2017: 0;</td>
<td>2.6: 2018/9: 100%;</td>
<td>2.6: Electoral complaints monitoring reports;</td>
</tr>
<tr>
<td>2.7. % of people informed and satisfied with ECC’s role in the electoral process (F/M);</td>
<td>2.7: 2017: not available;</td>
<td>2.7: 2019: &gt; 50%;</td>
<td>2.7: Public perception survey;</td>
</tr>
<tr>
<td>2.8. Status of budgeted operational plan for the adjudication of electoral complaints.</td>
<td>2.8: 2017: not available.</td>
<td>2.8: 2018: adopted.</td>
<td>2.8: approved operational plan with budget.</td>
</tr>
</tbody>
</table>

Political actors will respect the rules and results of the election, with the full understanding that they are able to make complaints through proper channels if they or their agents see evidence of fraud or irregularities.

There is no significant electoral fraud, the chains of custody of the ballots are secured, and local instances of EMBs have been duly strengthened.

Electoral stakeholders recognize results and respond to any alleged fraud only through institutional means.

### O.3 (SO1): Credible (biometric) polling center-based voter registers (BVR) are established and functioning;

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<td>3.2. % of districts covered by BVR with support of the Action for the 2019 Presidential elections;</td>
<td>3.2: 2017: 0</td>
<td>3.2: 2019: 60%;</td>
</tr>
<tr>
<td>3.3. % of functioning BVR, established with support of the Action, within the districts where BVR is present.</td>
<td>3.3: 2017: 0</td>
<td>3.3: 2019: 100%.</td>
</tr>
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Security situation does not prevent the regular hosting of electoral operations.
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<tr>
<th>O.4 (SO1): IEC and ECC strategic communication is strengthened</th>
<th>4.1.: % of people who declare themselves (a) informed and (b) satisfied with IEC’s role in the electoral process (disaggregated F/M, vulnerable/at-risk etc.);</th>
<th>4.1.: 2017: not available; 4.1.: 2019: 80%: 90%; 4.1.: Public perception survey; Approved communication strategy and action plan;</th>
<th>Electoral CSOs have the required capacity and understand the need to maintain neutrality.</th>
</tr>
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<tbody>
<tr>
<td>O.5 (SO1): Afghan public and political stakeholders receive regular and comprehensive information on the electoral process</td>
<td>5.1: # of consultative fora convened by the IEC with the support of this Action through UNESP involving political parties, electoral contestants and civil society groups.</td>
<td>5.1: 2017: 5; 5.1: 2019: every month post-2018’s elections; 5.1: Minutes/reports of consultative/coordination meetings;</td>
<td>Electoral Stakeholders remains engaged in the electoral process.</td>
</tr>
<tr>
<td>O.6 (SO1): Voters are informed and educated on the electoral processes;</td>
<td>6.1: % voters reached through IEC’s public information campaigns (disaggregated F/M, region, vulnerable, etc.); 6.2: # of Afghan provinces reached by CSO civic and voter education’s campaigns with the support of this Action (disaggregated by geography, F/M);</td>
<td>6.1: 2017: not available; 6.1: 2019: 80%; 6.2: 2019: to cover all province; 6.2: CSO reports.</td>
<td>Security situation does not prevent the regular hosting of electoral operations.</td>
</tr>
<tr>
<td>O.7 (SO1): Women are effectively informed about elections, their electoral rights and duties, and are effectively encouraged and enabled to participate</td>
<td>7.1 % of women informed through CSOs with the support of this Action who register/vote in Pres.Elec.; 7.2 % of women reached through CSOs with the support of this Action who are candidates/elected representatives in the Prov. Council elections</td>
<td>7.1: 2014: 0; 7.1: 2019: 50%; 7.2: 2019: candidates: 30%; elected: 25%; All indicators 7: CSOs reports and Elections Surveys.</td>
<td>Security situation does not prevent the regular hosting of electoral operations.</td>
</tr>
<tr>
<td>O.8 (SO2): Electoral CSOs' capacities are increased throughout the electoral cycle, domestic observers are trained and their skills increased</td>
<td>8.1: # of domestic observers trained by this Action (disaggregated by sex) each polling station; 8.2: # of domestic observers deployed on elections day by this Action (disaggregated by sex) 8.3: % polling centers covered by domestic observers trained by this Action; 8.4: # of districts reached by this Action through Afghan CSOs delivering common civic and</td>
<td>8.1: 2018: zero; 8.1: 2019: 2 each polling station; 8.2: 2018: 0; 8.2: 2019: 10000-14000; 8.3: 2018: 0; 8.3: 2019: 100%; 8.4: 2018: 0.; 8.4: 2019: in</td>
<td>Electoral CSOs have the required capacity and understand the need to maintain neutrality.</td>
</tr>
</tbody>
</table>
voter education (disaggregated by geography, F/M tg);

| 8.5: # of CSOs at grassroots level engaged in electoral observation through this Action. | 8.5: 2018: 0. | all districts where security allows.
8.5: 2019: 30 |