EN

ANNEX 1

of the Commission Implementing Decision on the
Action Document for the "Promotion of democracy through support to electoral processes, citizen participation and transparency in Paraguay"

**INFORMATION FOR POTENTIAL GRANT APPLICANTS**

**WORK PROGRAMME FOR GRANTS**

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning calls for proposals: 5 ("Grants: call for proposals "Support to Civil Society participation"- direct management-).

<table>
<thead>
<tr>
<th>1. Title/basic act/CRIS number</th>
<th>Promotion of democracy through support to electoral processes, citizen participation and transparency. CRIS 2015 / 038-541 financed under Development Cooperation Instrument</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Zone benefiting from the action/location</td>
<td>The action shall be carried out at the following location: at national level in Paraguay.</td>
</tr>
<tr>
<td>4. Sector of concentration/thematic area</td>
<td>Good governance, Democracy and Rule of law</td>
</tr>
<tr>
<td>5. Amounts concerned</td>
<td>Total estimated cost: EUR 2.4 M EUR. Total amount of EU budget contribution: 2.26 M EUR. This action is co-financed by potential grant beneficiaries for an</td>
</tr>
</tbody>
</table>

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.
indicative amount of EUR 140,000

6. Aid modality(ies) and implementation modality(ies)

Project modality:
- Indirect management (PAGODA Delegation Agreement with IDEA) for component 1.
  Alternative to the above: Direct management (PAGODA grant with IDEA) for component 1.
- Direct management - grants – call for proposals for component 2.

7. DAC code(s)

15151 – Elections
15150 – Democratic participation and civil society

8. Markers (from CRIS DAC form)

<table>
<thead>
<tr>
<th>General policy objective</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
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<tbody>
<tr>
<td>Participation development/good governance</td>
<td>☒</td>
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<tr>
<td>Aid to environment</td>
<td>☒</td>
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<tr>
<td>Gender equality (including Women In Development)</td>
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<td>Trade Development</td>
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<tr>
<td>Reproductive, Maternal, New born and child health</td>
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RIO Convention markers

<table>
<thead>
<tr>
<th>RIO Convention markers</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Main objective</th>
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</thead>
<tbody>
<tr>
<td>Biological diversity</td>
<td>☒</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Combat desertification</td>
<td>☒</td>
<td>☐</td>
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<tr>
<td>Climate change mitigation</td>
<td>☒</td>
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<td>☐</td>
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<tr>
<td>Climate change adaptation</td>
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SUMMARY

The proposed intervention aims to promote democracy in Paraguay through capacity building of the national electoral administration, promotion of citizen participation and transparency.

The identification of the project is mainly based on the recommendations of the EU Electoral Observation Mission (EU EOM) to 2013 general elections and on the EU Election Follow-Up Mission of April 2015 and also takes advantage of the favourable context to support transparency.

A 3 year project (indicatively October 2016- October 2019) is proposed, with two components:

- The first component consists of institutional support to the Superior Tribunal for Electoral Justice (STEJ). Support will focus on those areas where reforms are deemed feasible in the short term, mainly concentrating on capacity building of the electoral body, in view of the next general elections to be held in April 2018. Actions include: a) training to administrative staff and
electoral agents of the STEJ and other key actors involved in the electoral process, b) strengthening of the STEJ Gender Unit, c) support to the planning and implementation of electoral operations, d) support to the legal framework to regulate political party / campaign financing and its application.

- The second component, to be implemented through a Call for Proposals, aims to facilitate a broader dialogue among different government and not government stakeholders on electoral issues which require further debate, consensus building and awareness-raising, which will set the basis for future reforms, and will take advantage of Paraguay’s increasing demand for access to information and the commitment of the Government of Paraguay (GoP) to transparency in complying with Paraguay’s access to information law. Priorities for actions include: a) support to the implementation of a citizen’s platform to promote a consensus on a national agenda on the electoral process and the electoral legal framework reform, b) support to civic, voter information and capacity development activities to increase civic participation and political representation of youth, women, indigenous peoples and people with disabilities, c) support to civil society’s initiatives to promote transparency.

1 CONTEXT

1.1 Country context

Following the impeachment of President Fernando Lugo in June 2012, Paraguay went through a difficult political period both internally, with an interim government, and in the region, as UNASUR and Mercosur suspended its membership.

In July 2012, the Government of Paraguay invited the EU to deploy an electoral observation mission (EOM) to the 2013 general elections. The mission, led in March 2013 by MEP Renate Weber, concluded that the elections were conducted in accordance with the law and international standards, and that the results reflected the will of the Paraguayan people. Its conclusions were broadly in line with the OAS and UNASUR observation missions. These results also created the conditions for a quick normalisation of regional relations. As customary in these cases, the EOPM produced a final report including a number of recommendations in different areas. A very large majority of them were accepted by the Government and the electoral administration. A number of these measures required, for their implementation, simple administrative decision, and the STEJ already implemented a good number. For the implementation of a number of other recommendations, legal reform is necessary. Most of these recommendations were taken into account in a draft legislative proposal elaborated by the STEJ in 2014. Finally, a very limited number of recommendations require a constitutional reform for their implementation, which is dependent of political factors.

The announced priorities of the Government resulting from those elections are to diversify the economy, promote investment in infrastructure, to fight poverty and inequality, to step up efforts in education and social protection, and improve governance, with a particular emphasis on increasing transparency and fighting corruption. In this latter area, the government has undertaken significant steps, including the publication of salaries and functions of public servants; the selection of civil servants through competitive processes; the appointment of judges,
magistrates and public prosecutors from shortlists based on merits; the obligation to publicise public procurement process; as well as the duty to inform about the execution of budgets. Particularly relevant was the adoption, in 2014, of the Law on "Free Citizen Access to Public Information and Government Transparency" which guarantees citizens' right to access public information.

Many of these measures contribute to improving the framework for the exercise of democracy and implementation of the recommendations formulated by the 2013 EU EOM. However, the government is facing significant challenges, linked to weak political, legal, administrative and economic institutions and security threats ranging from the presence of armed groups self-denominating as insurgent, and drug production and trafficking, as well as its links with politics and its financing. In this context, it is expected that the amendments to the 2012 first Political Finance Law, approved by the Congress in 2015, can contribute to improve the situation, since it is expected to make the use of resources connected with money laundering and drug dealing more difficult, by strengthening controls on economic donations to political parties and to enhance overall transparency. This important law has been only partially enforced due to the lack of a comprehensive oversight system to enforce existing sanctions.

Before the prospect of the April 2018 general elections, a window of opportunity for reform exists in 2016 and 2017, and the project should be able to operate in this period. This should be a good period for debating and adopting legislative reforms to be implemented in 2018. There is thus an opportunity for the EU to support the STEJ to make further progress by means of administrative and possibly legal reforms.

Taking into account the above, it is essential for the project to start activities no later than early 2017, so as to have a significant impact on the April 2018 general elections.

1.1.1 Public Policy Assessment and EU Policy Framework

The recommendations of the 2013 EOM mission were well received by the Paraguayan authorities. The recommendations concerned the institutional framework, the legal framework, the Electoral Administration, electoral roll, candidate registration, campaign and party financing, role of the media, opinion polls, human rights, gender, electoral observation, the exercise of voting rights and the compilation and publication of elections results. Roughly speaking, more than half of them required undertaking legal reforms. Other recommendations required administrative changes.

In April 2015, an election follow-up mission was organised, headed by MEP Renate Weber, to assess progress on the implementation of the recommendations. The mission found that most progress has been made on those recommendations requiring only administrative changes, essentially by the Superior Tribunal for Electoral Justice (STEJ), the electoral administration body. While most of the other recommendations were taken into account in a draft legislative proposal elaborated by the STEJ in 2014, this proposal has remained at its early stages in the adoption process by Congress.
The main recommendations and their present status of implementation are described as follows.

**Legal framework**

In the legal area, in 2013-2014, the STEJ elaborated two drafts to amend the Electoral Code of Electoral Justice Regulations aiming at improving the consistency and coherence of the legal framework which include a good number of EU EOM recommendations. Those draft documents were reviewed following a consultation process involving both officials at the STEJ, key civil society stakeholders and representatives of political parties, with a view to build consensus and legitimize reform. This draft legislative package covers the following recommendations:

- campaign regulation, including a ban on electoral campaigns outside the prescribed period
- regarding electoral justice, the draft bill seeks greater proportionality of sanctions for a range of electoral crimes and included a procedure for the management of electoral offenses
- clarifying the right to vote, lifting the ban on some categories previously excluded from voting (deaf people, or prisoners under trial)

However, recommendation with respect to the media have not been included, nor the establishment of more effective quotas to increase the representation of women or to allow challenges of election results. The regulation of the Law on Political Party Financing has not been included either.

Moreover, it is clear that several recommendations requiring legal changes touch upon areas which are politically very sensitive and will require building a broader consensus among different stakeholders, including the recommendation to review the balance of powers, which requires a constitutional change. A constitutional reform is currently not on the country agenda even if a debate has emerged recently. Also, the definition of clearer procedures for a "political trial" will require further debate.

**Administrative reform**

Most progress has been made in the area of administrative reform, where the STEJ can take its own initiatives.

Most significant progress has been made in improving voting rights of people with disabilities. Actions include registration campaigns for persons with disabilities, the vote at home and more accessible polling stations progress.

The STEJ has also made significant progress in the general electoral register. A massive registration campaign has been launched to capture key groups, including those without ID cards, young voters and indigenous voters, who are also deemed to be under registered. The permanent and automatic registry of all Paraguayans reaching 18 years in a given period of time, and the
process of updating and purging the register, are also in implementation\(^2\) as well as the adoption of regulations to purge the electoral roll, for accessible vote; and simultaneous primary elections, among others.\(^3\)

The STEJ is exploring options to improve and strengthen the system of personal identification of voters at the polling stations and is taking some steps for the reorganisation of the electoral jurisdictions in order to have a better control over who votes where and to neutralize voter's transportation practice to the polling stations which promotes the political parties influence and vote buying.

Registration campaigns are being undertaken to improve voting for Paraguayans living abroad. Additional polling stations will be established to safeguard voting rights. A software has been developed to improve the transmission of electoral results and preparations are being made to devise a biometric identification system.

Recommendations which remain to be implemented include free transportation during Election Day, forcing voters to leave the polling station after they have casted their vote and the deployment of a private telephone network.

**EU policy framework**

Beyond the EOM, the EU is committed to undertake a longer term engagement in the area of democracy and human rights in Paraguay (COMM 2000 on "EU Election Assistance and Observation"). Paraguay is also included in the list of second generation pilot countries for EU democracy support (EU Council (OR. 6005/14).

The Multi-Annual Indicative Programme (MIP 2014-20) for Paraguay foresees the possibility of funding follow-up support to the results of the EOM and to work with Paraguayan authorities under the priority sector of "Democracy, participation and institutional strengthening". It also seeks to exploit complementarities with EIDHR funding, which between 2013 and 2015 financed a first NGO action to generate a wider debate on electoral reform and democracy in Paraguay.

1.1.2 **Stakeholder analysis**

**Electoral Justice**

The Superior Tribunal for Electoral Justice (STEJ) is the highest organ responsible for the enforcement of constitutional and legal obligations relating to elections and is an independent body. The STEJ is composed of 3 members (who have the rank of Ministers in Paraguay) designated by the Chamber of Senators with the approval of the Executive Power upon a shortlist


\(^3\) [http://tsje.gov.py/legislaciones/](http://tsje.gov.py/legislaciones/)
of three candidates nominated by the Judicial Council (Consejo de la Magistratura). The Constitution establishes the specific requirements to become a STEJ member. They may only be removed from office by impeachment, or at the mandatory retirement age of 75 according to Article 261 and 275 of the Constitution. The President and Vice-President are elected annually among its members.

The Electoral Justice operates throughout the country with decentralised, permanent bodies, namely 10 Departmental Electoral Tribunals and 17 Electoral Courts.

The last level in the "Electoral Justice" is the civic boards. They consist of five members on temporary basis named upon proposals of the political parties always based on the representation of the parties in the Senate.

The Electoral Justice enjoys general confidence of citizens on its technical abilities to conduct the elections. However, the members of the entire institution of the Electoral Justice, including the STEJ, lower levels of electoral administration and the technical organs, are appointed from names submitted by the political parties under a de facto power-sharing system. This has resulted in an institution subject to political control with limited institutional, discretionary capacity.

Most significantly, the members of the STEJ represent the traditional political parties, and much of the STEJ’s field activities, including polling-day procedures, are conducted by partisans directly appointed by these parties. While this system facilitates mutual control among the political parties, it also creates imbalance and lack of uniform practices. For example, parties and movements that are not represented at the Tribunal do not have the same means to oversee the functioning of the election administration. Therefore, those without practical representation in the STEJ tend to put in question the impartiality of the institution.

The STEJ implemented in 2013 elections for the first time a Preliminary results programme (TREP) in order to provide the public with fast provisional results - two hours after the closing of the polling -, which also operated well in the Municipal Elections of November 2015. The TREP is also intended to be a key mechanism to enhance transparency and to provide efficiency to the election process.

Political parties

Political parties are an essential actor of any democratic political system. This is particularly salient in a country such as Paraguay, with a relatively recent experience with real multi-party democracy – since the departure of Dictator Alfredo Stroessner in 1989-. Indeed, political parties are organised groups of people with similar political aims. Citizens seek to influence public policy by getting their candidates elected to public office – most often through political parties – or, when in opposition, by mobilising opinion and working to counter majority opinion. Beyond contesting elections, parties can also link government institutions to representatives of civil society.

Political parties elect their leaders and candidates internally through a system of primary elections. In order to address the problem of multiple-affiliation and to prevent multiple voting, the STEJ determined in 2014 the simultaneity of internal party elections. This approach was
successfully tested on 26 July 2015, were parties proceeded to carry out a number of elections for their internal organisation and in view of the municipal elections scheduled in November 2015.

Internal elections are sometimes rude and provoke marked tensions within the party. The campaign for the last internal elections within the ANR of President Cartes is a good example.

Political parties play a central role in many critical reform areas and particularly those requiring legal/institutional changes, as described above. It will be important to persuade them of the importance of the electoral reforms and to seek their cooperation in the process.

**Civil Society and Media**

Paraguayan Civil Society organisations (CSOs) have not had an easy access to the various democratic institutions and the struggle to have their voices heard continues. However, there have been several attempts of joint work between civil society and the authorities, with some results: the preparation of the National Plan for Human Rights, the establishment of the National Mechanism to prevent Torture, the draft Law against Discrimination, the involvement of CSOs in the context of the preparations for a comprehensive judicial reform, and the draft law on Democratic parity.

At the same time, traditional media and social media have progressively become more influential, to the point that the pressure they exert has led to some concrete action and results in the field of overall transparency and anti-corruption (resignation of the Public Auditor, uncovering scandals concerning the Universidad Nacional de Asuncion, mismanagement by the police forces, corruption and traffic of influences within the judiciary, the adoption of the 2014 Law on "Citizen Free Access to Public Information and Government Transparency", etc.). Although the legal framework does not foresee explicit provisions on domestic electoral observation, CSOs play an important role in ensuring the transparency of the process, encouraging voter participation and monitoring the performance of electoral institutions in general and political campaign financing. The media and civil society organisations are key actors for discussions in view of the implementation of reforms and mechanisms to improve the electoral process. The analysis of media monitoring, conducted by the EU EOM, stressed the important role of the radio as a source of information and civic education and recommended some improvements such as: to ensure the equitable distribution of radio frequencies; eliminating the distinction between political and electoral propaganda.

**Women**

A critical point highlighted in the EU EOM recommendation concerns the low representation of women. This is not just a legal but also a broader cultural issue, which requires broader action. The 1992 Constitution provides for an extensive protection of the rights of women and Paraguay is under the obligation to ensure adequate participation of women in all levels of government following its ratification of CEDAW (Convention on Elimination of all Forms of Discrimination against Women) in 1999. However, while women’s groups have been successful in order to provide women candidates with the skills necessary to organise an effective campaign and to
achieve significant progress in educating vulnerable women voters (in particular illiterate or rural women) on voting procedures, the participation of women in the political and public life of Paraguay continues to suffer from multiple constraints, and parity is still far from being achieved. The Electoral Code establishes a quota system which requires that political parties and movements put forward at least 20% of women in the proportional representation lists of the primary elections. This should have raised their numerical representation. However, the system did not fully fulfil its objectives because there is no requirement to put women in winnable positions on the lists, so their chances to be elected are remote in many cases. In fact, Paraguay is in a low position in the Inter-Parliamentary Union ranking of parliaments with respect to women’s participation. In March 2013, the United Nations Human Rights Commission pointed out at the low level of representation of women in the Congress. On 8 March 2016, the draft law on Democratic Parity was presented to the Congress, which seeks to ensure equal representation of women and men in public office and in political parties.

**Indigenous populations**

While indigenous populations in Paraguay represent only 1.7% of the total population, in certain areas of the western region of the country they reach 31% of the local population. However, their political representation continues to be almost non-existent, because of lack of understanding of the political processes and of sufficient incentives for indigenous people to actively take part. Among vulnerable groups, the EU EOM targeted the indigenous and rural population as important target groups to ensure an informed and active participation in elections. The EU EOM highlighted the rather generalised practice of gathering indigenous voters in order to influence/buy their votes. Although this is not done against the will of the indigenous – who are often happy to get "something" in exchange of their vote, the EU EOM clearly expressed its concerns about the challenge it represents for free elections and for human dignity.

**Persons with disabilities**

Relevant steps to promote human rights of persons with disabilities and prohibit discrimination against them have been adopted in Paraguay in last recent years. Act Nº 4720 of 2012 establishes the National Secretariat for the Human rights of Persons with Disabilities (in Spanish SENADIS). SENADIS main task is to formulate national policies on persons with disabilities and to promote the implementation of national programmes in this area. In this regard, SENADIS presented in November 2014 the Strategy for the establishment of a National Plan for Disabled People. The National Disability Commission (CONADIS) bringing together representatives of the State, civil society and persons with disabilities has been set up and adopted the first "National Plan of Action for the Rights of Persons with Disabilities 2015 – 2030. During the last 2015 municipal elections, Paraguay has initiated measures to facilitate voting of people with disabilities (registration campaigns, the possibility to vote at home for citizens with a severe disability, training of election civil servants to register and assist disabled voters, etc.) but efforts still need to be pursued.
1.1.3 **Priority areas for support/problem analysis**

A number of reform areas are mainly of administrative nature, linked to the role and functioning of the STEJ as a central body in the electoral operations. However, many reforms, including legislative reforms, require a broader political debate, awareness-raising and consensus-building among different stakeholders. Both require a different approach.

**Area 1: Institutional strengthening and reinforcing of electoral operations**

The STEJ in Paraguay is widely recognised for its expertise and transparency in the administration of the electoral process. STEJ carried out all its functions in line with its obligations and with the electoral calendar. The EOM did not register complaints on any systematic bias of the electoral administration in this process.

Nevertheless, a number of areas have been identified for actions that will further strengthen the institution and the electoral process.

- **Electoral administration staff and electoral agent training**

  - Strengthening legislative drafting skills of STEJ staff is essential especially in view of the large number of recommendations which imply legislative changes.
  - In addition, the STEJ training system for electoral agents should be further strengthened: on the one hand, training campaigns hardly ensure universal training at national level and, on the other hand, the content of the training is not properly designed to include the needs and specific interests for the exercise of citizenship, in particular of vulnerable groups such as indigenous and disabled people, rural population, women (especially indigenous) and youth.
  - Specific activities will be included to increase the active participation of women’s representatives in elective office. In the 2013 elections, women did not succeed in expanding their number in the Executive and in the Legislative. According to the national electoral roll, female voters are slightly under registered (48.75% of female voters and 51.27% of male voters), however there is clearly a need to conduct specific campaigns targeting women to increase their information, in particular in rural areas and targeting indigenous women, and ensuring full registration and identification cards. Actions could include: designing a strategy for gender mainstreaming in all electoral process; a training plan and specific information, communication and training materials.

- **Reinforcing planning and implementation of electoral operations**. In spite that the STEJ has undertaken some actions to improve the electoral roll, it still needs technical assistance to improve the registration and personal identification of voters. In particular, there are still problems with the identity documents and registration of adults without identification, mainly in disadvantaged areas, in the purification of deceased people, and registration of Paraguayans living abroad. The project will focus on providing technical assistance on biometric identification systems through horizontal cooperation that will allow sharing regional best practises on this matter.
- **Supporting the legal framework to regulate political party / campaign financing:** The project will support the STEJ to develop and implement an improved framework to ensure proper enforcement of the Political Finance Law. For instance, the Law requires political parties to allocate 30% of the State's contribution to civic education; however there are no oversight mechanisms or sanctions for lack of compliance with these requirements. The project will support the STEJ to develop incentives that lead political parties to comply the law.

**Area 2: Improvement of citizen participation in democratic and electoral processes and promotion of transparency**

Actions under this area will contribute to improve the democratic participation of citizens in the electoral process and promotion of transparency.

It will enhance citizens' involvement and increasing the exercise of rights, especially of women (especially indigenous), youth, indigenous people and persons with disabilities who have an overall low participation and representation. It will strengthen spaces for the analysis and debate about issues having an electoral impact and will allow that a reform of the legal framework is acknowledged and widely discussed by citizens.

Activities shall include the implementation of a platform to build a national agenda on the electoral process and on the electoral legal framework reform, which will be promoted by citizens, including CSOs, social movements, indigenous organisations, women organisations, and media, in a coordinated manner with political parties. It will increase public dialogue on electoral issues, including political system reform, especially political-party finance.

Other activities that will be carried out by CSOs will contribute to increase civic education, improve registration and to enhance the exercise of voting rights for vulnerable groups, and will increase the participation and especially the representation of women. While women voters represent 48.75%, there is still clearly a need to conduct civic and voter education campaigns targeting women, in particular of rural areas (especially indigenous women) and to support skills and capacity development for women as potential candidates and party leaders.

Finally, this area will support other civil society's initiatives to promote democracy, including actions to improve transparency focusing on the promotion of the implementation on the Law on "Free Citizen Access to Public Information and Government Transparency" and of the effective exercise of the right of access to information and enforcement (through advocacy, awareness campaigns, training to citizens and media).

### 2. RISK AND ASSUMPTIONS

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<thead>
<tr>
<th>Risks</th>
<th>Risk</th>
<th>Mitigating measures</th>
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11
### Political interference in electoral reform process.
Lack of independence and influence of political parties on STEJ.

<table>
<thead>
<tr>
<th>Level</th>
<th>Description</th>
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<tbody>
<tr>
<td>H</td>
<td>Political dialogue. Working through IDEA should mitigate political influence.</td>
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### Lack of political support at high level and lack of availability and willingness of different stakeholders (e.g. STEJ, civil society organisations) to participate in the project.

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<th>Level</th>
<th>Description</th>
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<tbody>
<tr>
<td>M</td>
<td>This can be mitigated by making clearly demonstrated political will and commitment a key criterion for the selection of partners by ensuring a stable flow of information and operational activities between all stakeholders.</td>
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### Political instability and/or in the STEJ, which may lead to turnover of policy makers and civil servants.

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<th>Level</th>
<th>Description</th>
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<tbody>
<tr>
<td>M</td>
<td>This risk is outside the control of the project, but should be counter-acted as much as possible by ensuring high political support for the project and a commitment to maintain key civil servants in office.</td>
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### Insufficient interest and/or capacity from civil society to put forward proposals of high quality for the implementation of component 2.

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<th>Description</th>
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<tr>
<td>L</td>
<td>The EUD maintains regular consultations with CSOs working on these matters and will inform widely about the objectives and priorities of the call for proposals. There is usually a good participation and high quality proposals from CSO's to local call for proposals launched by the EUD (especially through the EIDHR).</td>
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### Assumptions
- There is a political will and a solid commitment of the electoral justice and other stakeholders in the electoral process to strengthen the electoral and democratic process in the country.
- The current process of recruitment of civil servants based on careers criteria in some public institutions and in some positions within the court of justice extends to electoral power.
- EU funded civil society projects contribute to increase social awareness and control on electoral reform.

### Lessons learnt, complementarity and cross-cutting issues

#### 3 Lessons learnt

The support to Paraguay's electoral reform process is based on the 2012-2015 EU experience in the sector. It mainly follows the recommendations of the EU EOM to 2013 general elections and the EU Election Follow-Up Mission of April 2015 which assessed the progress made in the implementation of the 2013 EU EOM. It also includes priorities of the STEJ. In addition, inputs of other reports were taken into account, in particular those of the UNDP Need Assessment Mission and Formulation Mission (2014), both requested by the STEJ. Views of representatives of political parties, international organisations, civil society actors and discussions with the EU.
Delegation in Paraguay sustained during the EU Exploratory mission (2012), the EU EOM (2013) and EU Election Follow-Up Mission (2015) have been also taken into account.

Key lessons learnt and recommendations that have been considered to design the project are:

- To focus the project on areas where change is feasible. A number of recommendations require administrative changes, which can be accompanied in the context of a project. However, a number of other reforms require important legislative changes, including reviewing the Constitution. These reforms take time to materialise and require awareness raising campaigns, extensive debate and consensus-building among different public and private stakeholders. In this context, a project can help creating the conditions in which a broader national debate can take place, which in turn will set the basis for reforms to take place in the medium- to long run.

- Most of the progress regarding the recommendations of the 2013 EU EOM occurred in areas where the STEJ had exclusive competence to implement administrative changes, especially in the registration and voting rights of disabled people. An area where multiple actions have been developed jointly with State institutions and CSOs- the general registration of voters, including voters living abroad; the provision of a larger number of polling stations and computer security.

- The STEJ has made efforts to adjust the electoral framework through a wide consultation process within the institution that represents a valuable experience to strengthen technical expertise and capacity building within the institution. This consultation process has been successful and should be further exploited in the context of a project.

- CSOs play a key role in ensuring the transparency of the electoral process, encouraging voter participation and monitoring the performance of electoral institutions. Their role in terms of encouraging debate and raising awareness on voter rights, especially among vulnerable groups, is crucial in reaching the objectives of the EOM recommendations. CSOs also have a key role to play to support transparency through awareness of citizens and media to promote the effective exercise of the right of access to information and enforcement.

### 3.2. Complementarity, synergy and donor coordination

USAID funded IFES\(^4\) from 1989-2001 to provide electoral assistance to the SCEJ and some national NGOs in specific electoral matters for 2009 general elections. Many of these organisations currently keep working in the area of democratic governance, women’s political participation, access to justice and rights of disable persons.

Following the 2013 EU EOM, the EU has provided funding for two relevant projects dealing with electoral issues, implemented by CSOs under the European Initiative for Democracy and Human Rights (EIDHR):

\[^4\] International Foundation for Electoral Systems
Objectives: To contribute to the strengthening of democracy through active participation of civil society in order to promote a more inclusive electoral system and more effective democratic control mechanisms. The action is focused on the recommendations of the EU Electoral Observation Mission as well as on those of civil society organisations following the 2013 general elections. In particular, the project supports the recommendations to regulate inclusive and equitable electoral propaganda and access to information on the use of public funds. Semillas also contributes to the functioning of the Technical Commission of the STEJ, in charge of revising the electoral legislation.

2. Improving the electoral political participation of indigenous peoples and women in Paraguay (Diakonia, Swedish NGO) - (2016-2018)
Objectives: To enhance the role and visibility of indigenous peoples and women in social and political agenda and in the 2018 electoral process, in the Department of President Hayes, from their knowledge, organisational process and restitution and exercise of their rights. Ongoing until 31/07/2018.

In 2016, the EU will finance a new EIDHR to support political empowerment of women.

In the wider area of "governance", several donors are active. Donor coordination takes part within the "subgroup on governance", which is led by USAID and UNDP, gathers together a number of areas in the field of governance such as: improvement and access to justice (BID, USAID and EU/NSA grant to CEJ), transparency (USAID, BID); local governance (GiZ); public administration reform (AECID, UNDP, USAID); good governance and social accountability (WB). The EU is part of the subgroup of governance and constitutes a reference on electoral issues.

In particular, a specific coordination will be promoted with USAID which also foresees to support the area of political party financing in the same period.

3.3. Cross-cutting issues
The project will promote the participation of vulnerable groups such as: youth, women (especially indigenous), indigenous people and persons with disabilities, in line with international conventions principles and the 2013 EU EOM recommendations. These groups have been prioritised because they have a low participation in the electoral process and a low representation both in parliament and in regional and local authorities. The gender perspective will be included through gender mainstreaming within all the activities to increase citizen participation in the electoral process. The project will support civil society engagement to raise awareness about the importance of women participation and representation, and to foster citizen oversight of compliance with the quota.
4 DESCRIPTION OF THE ACTION

A three year project (indicatively October 2016-October 2019) is proposed with two components:

Component 1: To strengthen institutional capacity of the STEJ and electoral operations

Main priorities are:

i) To support STEJ’s training centre (Centre of Information, Documentation and Electoral Education - CIDEE) for administrative staff and electoral agents in view of the 2018 elections. The training programme will include strengthening legislative drafting skills of the core STEJ staff in view of the large number of recommendations which imply legislative changes.

ii) To support STEJ’s training centre to develop specific training modules and actions to address the needs and specific interests for the exercise of citizenship (in particular vulnerable groups such as indigenous -especially indigenous women- and disabled people). The training modules will be included in the general training that electoral agents receive before elections. Furthermore, CIDEE’s continuous training programme will be strengthened, outside election periods, targeting STEJs’ permanent staff.

iii) To support staff development programme focusing on: the elaboration of a gender mainstreaming strategy for key departments of STEJ, including CIDEE, the Directorate for institutional communication and the Directorate for political parties. The project shall also contribute to the creation and dissemination of regular publications with data disaggregated by gender and including gender-specific analysis. The project will also contribute to the creation of specific training programmes for political parties and other key stakeholders on gender-related topics. IDEA will provide technical assistance and support along the process. It will also place special emphasis on generating room for dialogue with national actors who promote the political rights of women.

iv) To strengthen the planning and implementation of electoral operations.

- Technical assistance for improving the results transmission, support for enabling a STEJ independent phone line for SMS and voice transmission of results (as per recc.45 EU EFM).

- Support for creation of a secured access system to the STEJ data centre (as per recc 46 EU EFM).

- Provision of technical assistance to use digital media (fingerprints) for the identification of voters, to avoid fraud with identity cards and double voting (TBC).

v) To support the legal framework to regulate political party / campaign financing. The project will support the STEJ to develop and implement an improved framework to ensure proper enforcement of the Political Finance Law.

In this regards, IDEA will provide technical assistance for drafting the law, accompaniment as well as comparative knowledge in order to generate room for dialogue and debate among the STEJ, political actor and the Congress. Complementarity with existing projects will be ensured.
Component 2: To improve the citizen participation in democratic and electoral processes and promotion of transparency

Main priorities are:

i) To support the creation of a citizen platform to discuss and build a national agenda on electoral reforms in the medium term. The platform will include political parties, CSOs, social movements, indigenous organisations, women organisations and media. While the platform will be independent from the public institutions, it shall establish a partnership with the STEJ to agree on an agenda and to establish working operations. Key issues should include: the electoral system, the party system vis-a-vis the electoral process; financing regulations of political parties; mechanisms to improve the participation of women, indigenous and vulnerable groups in decision-making; and legal aspects to improve the electoral overall process;

ii) To carry out civic and voter education campaigns, in particular for women (especially indigenous), youth, indigenous people and persons with disabilities, informing them about their right to be registered, to participate and freely vote.

iii) Training programmes will be devised for media on key issues in the electoral process, to reinforce their understanding of the electoral process, the importance of inclusivity and integrity of the elections

iv) To support skills and capacity development for women, youth, indigenous people and persons with disabilities as potential candidates and party leaders;

v) To support transparency through the promotion of the effective implementation of the Law on "Free Citizen Access to Public Information and Government Transparency" and the exercise of the right of access to information and enforcement (through advocacy, awareness campaigns, training to citizens and media).

4.1. Objectives/results and options\(^5\)

The overall objective is: Democracy, citizen participation and transparency are improved.

The specific objectives and main results are:

<table>
<thead>
<tr>
<th>Specific Objective 1: The STEJ effectively delivers inclusive and transparent elections</th>
</tr>
</thead>
<tbody>
<tr>
<td>Results:</td>
</tr>
<tr>
<td>1. Legislative drafting capacity of the STEJ is strengthened.</td>
</tr>
<tr>
<td>2. Inclusivity of the STEJ is strengthened.</td>
</tr>
<tr>
<td>3. Implementation of electoral operations is strengthened.</td>
</tr>
<tr>
<td>4. Legal framework to regulate political party / campaign financing and its application are improved.</td>
</tr>
</tbody>
</table>

\(^5\) Adjust the title using 'options' only during identification and deleting 'and options' for the final AD.
Specific Objective 2: The participation of citizens in the democratic and electoral processes and promotion of transparency are increased

Results:
1. Consensus is built on electoral reform and inclusiveness of the political process.
2. Civic participation and representation of women, youth, indigenous people and persons with disabilities in political and electoral processes are increased.
3. Participation of women as candidates is increased, including that of indigenous women.
4. Citizens are aware and use access to public information.

4.2 Main activities

Component 1: To strengthen institutional capacity of the STEJ and electoral operations

Support to STEJ will be provided through a partnership agreement with IDEA which will strengthen STEJ's capacity through technical assistance. IDEA will hire a range of international experts who will provide technical expertise and organise training programmes in specific selected areas for core staff:
- legislative drafting skills;
- electoral rights and specific needs of vulnerable groups;
- elaboration of a gender mainstreaming strategy for key departments of SCEJ;
- developing training modules on gender-related topics, which will be including in trainings of the members of the polling stations and electoral agents;
- support to a telephone line dedicated to the transmission of electoral results through sms or voice;
- support for the implementation of a secure access system to the SCEJ data center;
- technical assistance on biometric system;
- technical assistance on drafting political party / campaign financing legal framework; ensuring proper enforcement of the Political Finance Law.

IDEA will be in charge of the preparation of the ad hoc training materials as well as the call process and the selection of experts in close coordination and communication with the Centre of Information, Documentation and Electoral Education (CIDEE).

IDEA will also facilitate the exchange of know-how between the STEJ and other regional electoral administrations by sharing regional best practices and promoting exchange visits of the STEJ staff on political financing with the Mexican electoral administration: [http://www.ine.mx/](http://www.ine.mx/)

Component 2: To improve the participation of citizens in the democratic and electoral processes and promotion of transparency
Civil society organisations' projects will be selected through a call for proposals launched by the EUD to implement the following activities:

- A citizen platform will be supported by CSOs to discuss and build a national agenda on electoral reforms in the medium term. Key issues should include: the electoral system, the party system vis-a-vis the electoral process; financing regulations of political parties; mechanisms to improve the participation of women, indigenous and vulnerable groups in decision-making; and legal aspects to improve the electoral overall process.

- Civic and voter education campaigns, in particular for women (especially indigenous), youth, indigenous people and persons with disabilities, informing them about their right to be registered, to participate and freely vote.

- Training programmes devised for media on key issues in the electoral process, to reinforce their understanding of the electoral process, the importance of inclusivity and integrity of the elections

- Training sessions to improve skills and capacity development for women, youth, indigenous people and persons with disabilities as potential candidates

- Advocacy, awareness campaigns, training to citizens and media to support the promotion of the implementation of the Law on "Free Citizen Access to Public Information and Government Transparency" and the exercise of the right of access to information and enforcement.

4.3 Intervention logic

The intervention logic of this action is mainly based on the recommendations of the EU Electoral Observation Mission (EU EOM) to 2013 general elections and on the EU Election Follow-Up Mission of April 2015. It also takes advantage of the willingness of the Government of Paraguay to fight against corruption and promote transparency to also support civil society activities in this area.

On one hand, the project identified the Superior Tribunal for Electoral Justice (STEJ) as key actor to be strengthened and, on the other hand, it considered the role of civil society organisations (CSOs), in terms of encouraging debate and raising awareness on voter rights (especially among vulnerable groups), to be crucial in reaching the objectives of the EU EOM recommendations.

The first component of the action consists of institutional support to the STEJ. This support mainly focuses on capacity building of the electoral administration. In view of the next general elections to be held in April 2018, the project should be able to operate in 2017 in order to help the STEJ make further progress in different areas that have been identified by the EU EOM. Before the prospect of the April 2018 general elections, a window of opportunity for reform exists in 2016 and 2017, and the project should be able to operate in this period. In 2017, a window of opportunity exists for debating and adopting legislative reforms to be implemented in 2018.

The second component aims at supporting activities of CSOs. It aims to facilitate a broader dialogue among different public and private stakeholders on electoral issues which require
further debate, consensus building and awareness-raising, which will set the basis for future reforms. This debate will be supported through the implementation of a citizen’s platform to promote a consensus on a national agenda on the electoral process and the electoral legal framework reform. CSOs will also provide support in the area of participation and political representation of vulnerable groups (youth, women, indigenous peoples and people with disabilities) and will implement civic education campaigns and capacity development training.

Taking advantage of Paraguay’s increasing demand for access to information and the commitment of the Government of Paraguay to transparency in complying with Paraguay’s access to information law, the project will also support civil society’s initiatives to promote transparency, focusing on the promotion of the implementation of the Law on "Free Citizen Access to Public Information and Government Transparency" and the exercise of the right of access to information and enforcement.

Both components will be implemented independently; however coordination mechanisms will be set up between the CSOs and the STEJ.

5. IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Budget (Article 184(2)(b) of Regulation (EU, Euratom).

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 adoption by the Commission of this Action Document.

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

5.3.1 Grants: call for proposals "to increase the participation of citizens in the democratic and electoral processes and promotion of transparency" (direct management).

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

An amount of EUR 1.260 M will be allocated to (a) grant(s) in order that "the participation of citizens in the democratic and electoral processes and promotion of transparency are increased " (Specific Objective 2).

Results to be achieved are:
1. Consensus is built on electoral reform and inclusiveness of the political process.
2. Civic participation and representation of women, youth, indigenous people and persons with disabilities in political and electoral processes are increased.
3. Participation of women as candidates is increased, including that of indigenous women.
4. Citizens are aware and use access to public information

(b) Eligibility conditions

Essential eligibility criteria for applicants:

The potential applicants for funding will be civil society organisations (CSOs). Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is EUR 400,000 and the grant(s) may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grant (its implementation period) is 24 months.

(c) Essential selection and award criteria

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

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 90%.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012, 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

4th trimester 2016.

5.3.1.2 Indirect management with an International Organisation

A part of this action may be implemented in indirect management with the International Institute for Democracy and Electoral Assistance (IDEA) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012.

This implementation will allow that "STEJ effectively delivers inclusive and transparent elections" (Specific Objective 1).

Results to be achieved are:
1. Legislative drafting capacity of the STEJ is strengthened.
2. Inclusivity of the STEJ is strengthened.
3. Implementation of electoral operations is strengthened.
4. Legal framework to regulate political party / campaign financing and its application are improved.

This implementation is justified because:

1. IDEA has broad experience with electoral issues and is an established partner of the STEJ.

2. IDEA has a strong presence and experience in Latin America. IDEA has four offices in Latin America (Bolivia, Costa-Rica, Ecuador, and Peru) with high level of expertise on different topics related to this project (Gender, Political Finance, and Electoral Process). IDEA also has an important network of expert that can contribute to project implementation and facilitate knowledge sharing, comparative experience.

3. Other Latin American countries such as Mexico, Costa Rica, Dominican Republic, Uruguay, Chile, Brazil are IDEA member states.

4. Given the limited political independence of STEJ, working with an internal organisation like IDEA would shield the project political interference.

5. Signing a PAGODA with IDEA would also allow a quicker start, which is needed in view of the 2018 general elections.

6. The EUDEL has established fluid contacts with the IDEA office in Latin America and can ensure EU visibility and involvement in the selection of experts.

7. IDEA has a proven track record and demonstrated its in-depth knowledge by implementing several election-related projects with the EU (in Myanmar, Libya, Haiti, Peru and Egypt).

8. IDEA has passed the 3 mandatory Pillars (Internal Control System, Accounting System and, External Audit) as well as the Sub-Delegation Pillar. Procurement will be assessed on 7 and 8 June 2016 with the report of the external auditor being submitted to the EU shortly thereafter.

With the signature of a PAGODA (Delegation Agreement), IDEA might launch Calls for Tenders and award Procurement contracts in order to implement the Action.

The entrusted international organisation is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. This Pillar Assessment is foreseen to be finalized in the 3rd quarter of 2016. This is the first time that IDEA undergoes a Pillar Assessment and, as a consequence, there is no "presumption of conformity". The Commission’s authorising officer may only sign a PAGODA (Delegation Agreement) if allowed by the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012.

Depending on the results of the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012, this part of the action may be implemented in direct management in accordance with the implementation modalities identified in section 5.3.1.3.

The Commission authorises that the costs incurred by the entrusted entity may be recognised as eligible as of 1st July 2016 because the action include activities to support the electoral cycle (general elections will be held in Paraguay in 2018) that need to be implemented as soon as possible.
5.3.1.3 Changes from indirect to direct management mode due to exceptional circumstances

Depending on the results of IDEA's ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012, the implementation modality described in point 5.3.1.1 may be replaced by the following:

Grant: direct award to IDEA (direct management)

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

A direct grant of an amount of EUR 1 M will be awarded to IDEA so as the "STEJ effectively delivers inclusive and transparent elections" (Specific Objective 1).

Results to be achieved are:
1. Legislative drafting capacity of the STEJ is strengthened.
2. Inclusivity of the STEJ is strengthened.
3. Implementation of electoral operations is strengthened.
4. Legal framework to regulate political party / campaign financing and its application are improved.

(b) Justification of a direct grant

Under the responsibility of the Commission’s authorising officer responsible, a grant may be awarded without a call for proposals to the International Institute for Democracy and Electoral Assistance (IDEA)

Under the responsibility of the Commission’s authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified, on the basis of Article 190(1)(f) of the RAP, because the action has specific characteristics requiring a specific type of beneficiary. In this context, IDEA has been identified as adequate implementing body.

This Action involves several actors at political level and must be implemented in close cooperation with the Paraguayan Public Authorities and, more specifically, with the STEJ. It will provide technical assistance on subjects and policies of Governmental competence. Therefore, the body providing the technical assistance needs to have good access to, and relations with, the STEJ and the other stakeholders in electoral matters. In this context, the success of this Action will largely lie in the capacity of the implementing body to encourage the participation and ensure the involvement of the STEJ and all relevant stakeholders in the definition and implementation of the technical assistance missions.

IDEA has a strong administrative power in the electoral sector throughout Latin America in general and in Paraguay in particular as it has established institutional relations with the STEJ, in particular to provide technical support. Over the last 20 years, IDEA has collaborated with the STEJ on numerous occasions. It has supported the following activities: provision of technical assistance, invitation to IDEA's conferences on electoral justice; has been present in Paraguay's
electoral processes and provided recommendations; has organised conferences and seminars; has provided regular feedback to the STEJ on consultations related to electoral justice.

Also, IDEA has already implemented projects in support of the electoral public authorities in Latin America. In this context, IDEA demonstrates a very specific and strong technical competence in the area, particularly taking into account the tools that have been developed by the organisation and the long standing expertise that accounts for the success in the achievement of the main goal of promoting democracy and strong democratic institutions in Paraguay. International IDEA has a Regional Office in Costa Rica, and country offices in Peru and Bolivia. IDEA’s regional office will be in charge of overseeing the implementation of the project, with the support of staff members at the country level, as well as to secure the organisational structure in Paraguay for the in-situ inception, execution and evaluation of this project.

(c) Essential selection and award criteria
The essential selection criteria are the financial and operational capacity of the applicant.

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 this grant is 100%.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 37 of (EU) regulation nº 323/2015 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 trimester to conclude the grant agreement
4th trimester of 2016.

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 and 89(3) of Council Decision 2013/755/EU 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>Component 1:</th>
<th>EU contribution (amount in EUR)</th>
<th>Co-financing</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.3.1.2 Indirect management (PAGODA Delegation Agreement with IDEA) or 5.3.1.3 Direct management (PAGODA grant with IDEA)</td>
<td>1.000.000</td>
<td>0</td>
</tr>
<tr>
<td>Component 2 5.3.1.1: Grants: Call for proposals (direct management)</td>
<td>1.260.000</td>
<td>140.000</td>
</tr>
<tr>
<td>5.8. Evaluation and 5.9. Audit</td>
<td>Will be covered by support measures</td>
<td></td>
</tr>
<tr>
<td>5.10. Communication and visibility</td>
<td>May be covered by support measures</td>
<td>N.A.</td>
</tr>
<tr>
<td>Contingencies</td>
<td>N.A.</td>
<td>N.A.</td>
</tr>
<tr>
<td>TOTAL</td>
<td>2.260.000</td>
<td>140.000</td>
</tr>
</tbody>
</table>

5.6 Organisational set-up and responsibilities

Component 1: To strengthen institutional capacity of the STEJ and electoral operations

IDEA will be responsible for overall implementation, supervision and monitoring of the activities.

Talking into account the presence of IDEA in the region, and the demonstrated capacity of IDEA staff in the field for the implementation of projects oriented toward the strengthening of electoral institutions, the main responsibilities of IDEA should include:

In relation to the inception phase of the Action:

- Defining a working plan of activities jointly with the STEJ;
- Identifying the most appropriate experts for the transfer of their expertise from the pool of experts that IDEA manages in the Americas;
- Formulating a communication and visibility plan.

In relation to the implementation phase of the Action:
- Undertaking the tasks of each activity by mobilising the appropriate and necessary expertise;
- Organising the participation of STEJ members to seminars at sub-regional or regional level;
- Setting up a system of indicators in order to follow up the activities and measure the results;
- Promoting the dissemination of good practices and the results of the Action;
- Ensuring coordination with other donors;
- Maintain regular meeting with the EUD.

Component 2: To improve the participation of citizens in the democratic and electoral processes and promotion of transparency

In line with applicable EU guidelines, the EUD will be in charge of launching the call for proposals in to select CSOs' actions and will manage the grant contacts.

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. 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 nature of the action, evaluations will not be carried out for this action or its components.

In case an evaluation is not foreseen, the Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.
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.

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.

The financing of the audit shall be covered by another measure constituting a financing decision.

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 5.5 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.

List of annexes:
1. Logframe matrix
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 without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators.

### APPENDIX - LOGFRAME MATRIX (FOR PROJECT MODALITY)  

<table>
<thead>
<tr>
<th>Overall objective: Impact</th>
<th>Intervention logic</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></td>
<td>3. % of participation in 2018 General elections (disaggregated by sex)</td>
<td>3. 2013 General elections (TBC)</td>
<td>3. TBD</td>
<td></td>
<td>Reports from Election Observation Missions STEJ published data</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4. Confidence level of citizens in democratic process</td>
<td>4. TBC</td>
<td>4. TBD</td>
<td></td>
<td>Media coverage Opinion surveys</td>
<td></td>
</tr>
</tbody>
</table>

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

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

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<table>
<thead>
<tr>
<th>Specific objective:</th>
<th>Intervention logic</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>Outcome</td>
<td>1. STEJ effectively delivers inclusive and transparent elections</td>
<td>1. General elections are implemented in an inclusive and transparent manner</td>
<td>1.1 2015 Municipal elections</td>
<td>1.1. TBD</td>
<td>STEJ published data</td>
<td>STEJ and main state stakeholders are committed to strengthen the electoral process and democracy</td>
</tr>
<tr>
<td></td>
<td>1.2. Number of electoral reforms drafted</td>
<td>1.2 zero (2016)</td>
<td>1.2 TBD</td>
<td>Reports from Election Observation Missions</td>
<td>CSOs' reports actively participates</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.3 Number of measures adopted and implemented to improve the political financing legal framework</td>
<td>1.3 zero (2016)</td>
<td>1.3 TBD</td>
<td>Legal texts</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2. Participation of citizens in the democratic and electoral processes and transparency are increased</td>
<td>2.1 Existence of a citizen consensus document</td>
<td>2.1 No citizen consensus document exists (2016)</td>
<td>2.1 Citizen consensus document with proposals for electoral reform is built (2018)</td>
<td>CSOs' reports</td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.2. Number of CSOs participating in consultations</td>
<td>2.2 TBC</td>
<td>2.2 TBD</td>
<td>Minutes of meetings</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.3. Number of persons with awareness about electoral rights</td>
<td>2.3 TBC</td>
<td>2.3 TBD</td>
<td>CSOs' reports</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.4. Number of women candidates</td>
<td>2.4 TBC</td>
<td>2.4 TBD</td>
<td>STEJ published data</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.5. Number of measures and/or electoral reforms proposed</td>
<td>2.5 zero (2016)</td>
<td>2.5 TBD</td>
<td>Legal texts</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2.6. Citizens with awareness on access to information</td>
<td>2.6. TBC</td>
<td>2.6 TBD</td>
<td>Media coverage Opinion surveys</td>
<td></td>
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<tr>
<td>Outputs</td>
<td>1.1. Legislative drafting capacity of the STEJ is strengthened.</td>
<td>1.1.1 Number of trainings of trainings organised</td>
<td>1.1.1 zero (2016)</td>
<td>1.1.1 TBD</td>
<td>Minutes of trainings</td>
<td></td>
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<tr>
<td></td>
<td>1.1.2. Number of training modules developed</td>
<td>1.1.2 zero (2016)</td>
<td>1.1.2 TBD</td>
<td>STEJ data</td>
<td></td>
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<tr>
<td></td>
<td>1.1.3. Number of core staff trained on legislative drafting</td>
<td>1.1.3 zero (2016)</td>
<td>1.1.3 TBD</td>
<td>Project reports</td>
<td>STEJ staff available to participate in trainings</td>
<td></td>
</tr>
<tr>
<td>Intervention logic</td>
<td>Indicators</td>
<td>Baselines (incl. reference year)</td>
<td>Targets (incl. reference year)</td>
<td>Sources and means of verification</td>
<td>Assumptions</td>
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</tbody>
</table>
| 1.2. Inclusivity of the STEJ is strengthened. | 1.2.1. Number of gender materials produced
1.2.2. Number of employees and polling agents of the STEJ trained on electoral rights and specific needs of vulnerable groups
1.2.3. Existence of a gender mainstreaming strategy
1.2.4. Existence of specific training modules on gender-related topics
1.2.5. A CIDEE's continuous training programme is in place, outside election periods, targeting STEJs' permanent staff. | 1.2.1 zero (2016)
1.2.2 zero (2016)
1.2.3 No gender mainstreaming strategy exists (2016)
1.2.4 No specific training on gender topics exist (2016)
1.2.5 No CIDEE training programme exists (2016) | 1.2.1 TBD
1.2.2 TBD
1.2.3 A gender mainstreaming strategy is designed for key departments of STEJ (2018)
1.2.4 Specific training modules on gender-related topics are designed and implemented (2018)
1.2.5 A CIDEE's continuous training programme is in place, outside election periods (2018) | STEJ data
Project report
STEJ data
Project reports
STEJ data
Project reports
CIDEE reports
CIDE | Assumptions |

| 1.3. Implementation of electoral operations is strengthened. | 1.3.1. Number of regional best practises shared (on biometric identification systems)
1.3.2. And independent phone line for sms and voice transmission of results is set up | 1.3.1. No regional best practised shared
1.3.2. No independent phone line exists (2016) | 1.3.1 One Regional best practised shared
1.3.2. An independent phone line in place (2018) | Project reports
Media coverage
STEJ webpage
STEJ webpage
STEJ webpage |

| 1.3.1. Number of regional best practises shared (on biometric identification systems)
1.3.2. And independent phone line for sms and voice transmission of results is set up | 1.3.1. No regional best practised shared
1.3.2. No independent phone line exists (2016) | 1.3.1 One Regional best practised shared
1.3.2. An independent phone line in place (2018) | Project reports
Media coverage
STEJ webpage
STEJ webpage
STEJ webpage | Assumptions |
<table>
<thead>
<tr>
<th>Intervention logic</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>1.4. Legal framework to regulate political party / campaign financing and its</td>
<td>1.3.3. A secured access system to the STEJ data centre is created</td>
<td>1.3.3 No secured access system exists (2016)</td>
<td>1.3.3 One secured access system in place (2018)</td>
<td>CIDEE data</td>
<td>Regional electoral administrations collaborate</td>
</tr>
<tr>
<td>application are improved.</td>
<td>1.3.4. Number of employees and polling agents of the STEJ trained on</td>
<td>1.3.4 zero (2016)</td>
<td>1.3.4. TBD</td>
<td>CIDEE data</td>
<td></td>
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<tr>
<td></td>
<td>electoral operations</td>
<td></td>
<td></td>
<td>Project reports, Media coverage, STEJ webpage</td>
<td></td>
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<tr>
<td></td>
<td>1.4.1. Number of regional best practises shared (on political financing)</td>
<td>1.4.1 No regional best practise shared (2016)</td>
<td>1.4.1. At least one regional best practise shared (2018)</td>
<td>STEJ data and reports, STEJ webpage</td>
<td></td>
</tr>
<tr>
<td></td>
<td>1.4.2. Number of measures and/or reforms proposed to improve the political</td>
<td>1.4.2 zero (2016)</td>
<td>1.4.2. TBD</td>
<td>Reports of CSOs, Media coverage</td>
<td></td>
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<tr>
<td></td>
<td>financing</td>
<td></td>
<td></td>
<td>Minutes of meetings, CSO's project reports, Media coverage</td>
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<tr>
<td>2.1. Consensus is built on electoral reform and inclusiveness of the political</td>
<td>2.1.1 A consensus document is drafted</td>
<td>2.1.1 No consensus document exists (2016)</td>
<td>2.1.1 Existence of 1 consensus document (2018)</td>
<td>Reports of CSOs, Media coverage</td>
<td></td>
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<tr>
<td>process</td>
<td>2.1.2. Number of meetings organised by the electoral citizen platform</td>
<td>2.1.2. zero (2016)</td>
<td>2.1.2. TBD</td>
<td>Minutes of meetings, CSO's project reports, Media coverage</td>
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<tr>
<td></td>
<td>2.1.3. Number of participants in the meetings organised by the platform</td>
<td>2.1.3 zero (2016)</td>
<td>2.1.3 TBD</td>
<td>CSO's project reports</td>
<td></td>
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<tr>
<td></td>
<td>2.1.4. Number of electoral issues/proposals debated</td>
<td>2.1.4 zero (2016)</td>
<td>2.1.4 TBD</td>
<td>CSO's project reports</td>
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<td></td>
<td>2.1.5. Number of reactions to developments on electoral reform</td>
<td>2.1.5 zero (2016)</td>
<td>2.1.5 TBD</td>
<td>CSO's project reports</td>
<td></td>
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<tr>
<td>2.2. Civic participation and representation of women, youth, indigenous people</td>
<td>2.2.1. Number of civic and voter information campaigns</td>
<td>2.2.1 zero (2016)</td>
<td>2.2.1 TBD</td>
<td>CSO's project reports</td>
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<tr>
<td></td>
<td>2.2.2. Number of capacity</td>
<td>2.2.2 zero (2016)</td>
<td>2.2.2 TBD</td>
<td>Minutes of trainings</td>
<td></td>
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<tr>
<td>Intervention logic</td>
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<td>and persons with disabilities in political and electoral processes are increased</td>
<td>building trainings</td>
<td>2.2.3 zero (2016)</td>
<td>2.2.3 TBD</td>
<td>CSO's project reports</td>
<td>Spaces for civil society and media to operate freely and independently</td>
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<td></td>
<td>2.2.3. Number of women trained</td>
<td></td>
<td>2.2.3 TBD</td>
<td>Minutes of trainings</td>
<td></td>
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<td></td>
<td>2.2.4. Number of youth trained</td>
<td>2.2.4 zero (2016)</td>
<td>2.2.4 TBD</td>
<td>CSO's project reports</td>
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<td></td>
<td>2.2.5. Number of indigenous people trained</td>
<td>2.2.5 zero (2016)</td>
<td>2.2.5 TBD</td>
<td>Minutes of trainings</td>
<td></td>
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<tr>
<td></td>
<td>2.2.6. Number of persons with disabilities trained</td>
<td>2.2.6 zero (2016)</td>
<td>2.2.6 TBD</td>
<td>CSO's project reports</td>
<td></td>
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<tr>
<td>2.3. Participation of women as candidates is increased, including that of indigenous women.</td>
<td>2.3.1. Number of women candidates trained</td>
<td>2.3.1 zero (2016)</td>
<td>2.3.1 TBD</td>
<td>Minutes of trainings</td>
<td></td>
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<tr>
<td></td>
<td>2.3.2 Number of indigenous women trained</td>
<td>2.3.2 zero (2016)</td>
<td>2.3.2 TBD</td>
<td>CSO's project reports</td>
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<tr>
<td>2.4. Citizens are aware and use access to public information</td>
<td>2.4.1. Number of advocacy and awareness campaigns implemented</td>
<td>2.4.1 zero (2016)</td>
<td>2.4.1 TBD</td>
<td>CSOs' project reports</td>
<td></td>
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<td></td>
<td>2.4.2. Number of communication materials produced</td>
<td>2.4.2 zero (2016)</td>
<td>2.4.2 TBD</td>
<td>Media coverage</td>
<td></td>
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<tr>
<td></td>
<td>2.4.3. Number of trainings to citizens and journalists</td>
<td>2.4.3 zero (2016)</td>
<td>2.4.3 TBD</td>
<td>Minutes of trainings</td>
<td></td>
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<td></td>
<td>2.4.4. Number of journalists trained</td>
<td>2.4.4 zero (2016)</td>
<td>2.4.4 TBD</td>
<td>CSO's project reports</td>
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<td></td>
<td>2.4.5. Number of citizens trained</td>
<td>2.4.6 zero (2016)</td>
<td>2.4.6 TBD</td>
<td>Minutes of trainings</td>
<td></td>
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<tr>
<td></td>
<td>2.4.6. Number of public request for information</td>
<td>2.4.6 zero (2016)</td>
<td>2.4.6 TBD</td>
<td>CSO's project reports</td>
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