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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX III**

to the Commission Implementing Decision on the multiannual action plan in favour of Bolivia for 2022 and 2023 to be financed from the general budget of the Union

**Action Document for “Strengthening Good Governance in Bolivia”**

**MULTIANNUAL PLAN**

This document constitutes the multiannual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

## 1 SYNOPSIS

### 1.1 Action Summary Table

<b>1. Title CRIS/OPSYS business reference Basic Act</b>	Strengthening Good Governance in Bolivia OPSYS number: ACT-60770 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the Action</b>	The Action shall be carried out in Bolivia
<b>4. Programming document</b>	Multi Annual Indicative Programme 2021-2027 – Plurinational State of Bolivia
<b>5. Link with relevant MIP(s) objectives / expected results</b>	<p>Priority area 2 – Governance and Human Rights</p> <p>Specific objectives:</p> <p>SO 2.1: Strengthen the Rule of Law and Democracy in Bolivia, in line with the Bolivian constitution and normative framework, and support the implementation of the recommendations of the 2019 and 2020 EU Electoral Expert Missions.</p> <p>SO 2.3: Support the Bolivian strategy and institutional framework for the fight against corruption (National Anti-Corruption Policy and Council for the Fight against Corruption) and illicit drug trafficking.</p> <p>Expected results:</p> <p>ER 2.1.2: Improved capacities of the Plurinational Electoral Organ (OEP) to organise fair, free, efficient, inclusive, transparent elections and better accomplish its mandate (SDG 16.7).</p> <p>ER 2.3.1: Reduced corruption levels within the public administration and more transparent institutions (SDG 16.5).</p> <p>ER 2.3.2: Increased effectiveness of the fight against Illicit Drug Trafficking and Reduction of Surplus Cultivation of Coca (SDG 16.4).</p>

PRIORITY AREAS AND SECTOR INFORMATION				
<b>6. Priority Area(s), sectors</b>	Priority area 2 – Governance and Human Rights 151 - Government & Civil Society-general			
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG (1 only): SDG 16 (peace, justice and strong institutions). Other significant SDGs (up to 9) and where appropriate, targets: SDG 5: Achieve gender equality and empower all women and girls			
<b>8 a) DAC code(s)</b>	15151 - Elections – 40% 15113 - Anti-corruption organisations and institutions- 20% 15150 - Democratic participation and civil society - 20% 15132 – Police - 20%			
<b>8 b) Main Delivery Channel</b>	UNDP - United Nations Development Programme – 41114 UNODC - United Nations Office on Drugs and Crime – 41128 <i>*indicative. To be determined once the implementing partners have been identified in line with the criteria set in section 4.3.1.</i>			
<b>9. Targets</b>	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>11. Internal markers and Tags:</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>

	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	YES <input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
	Connectivity @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	digital connectivity energy transport health education and research	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
	Migration @ (methodology for tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @ (methodology for marker and tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>12. Amounts concerned</b>	Budget line(s) (article, item): BGUE-B2022-14.020140 Total estimated cost: EUR 2,500,000 Total amount of EU budget contribution EUR 2,500,000			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>13. Type of financing</b>	<b>Indirect management</b> with the entities to be selected in accordance with the criteria set out in section 4.3.1.			

## 1.2 Summary of the Action

This Action has been conceived as a response to the **crisis scenario** of the past years in Bolivia following the annulled 2019 elections, which led the country to a situation of conflict and violence and evidenced the impossibility of State institutions for safeguarding political and institutional stability. Despite successful elections in 2020 and 2021, the country is still highly polarised, and Governance and the Rule of Law are still under significant distress. It is foreseen that the current tensions further intensify within the framework of the current post-pandemic crisis and as the next 2025 Presidential elections approach.

The **overall objective of the Action is to enhance good governance** in the post-crisis context in Bolivia by promoting democracy, peace culture and institutional transparency. It aims at maintaining the high profile of the EU during the crisis and post-crisis in accompanying dialogue, supporting conflict management, and reinstating the Rule of Law and the democratic order. This will be achieved through two specific objectives.

The **first specific objective** will build on successful EU previous **support to the Electoral Management Body (EMB)** in Bolivia, provided between 2018 and 2021 through UNDP and International Idea. It will also contribute to implementing the recommendations of the two Electoral Expert Missions (EEM) deployed by the EU in 2019 and 2020. The Action aims to strengthen the EMB's capacity to organise professional and credible electoral processes through technical assistance at the national and departmental levels. The project will also integrate a sub-grant component to **support CSOs role in the electoral process**, both as observers and public outreach actors (EUR 400.000). This will allow to sustain EU support to the national CSO electoral observation platform during

the past national and subnational elections. With the Action, the EU intends to support the electoral system during the inter-electoral period to assess further support for the electoral processes of 2025 under the AAP 2024.

The **second specific objective** intends to strengthen the rule of law by supporting institutional transparency and fighting against corruption in the Bolivian Police. This component has been conceived as a pilot phase of two years, targeting the Police Special Force on Fight against Drug Trafficking (FELCN) in four Bolivian departments. It will thus complement ongoing sector budget support and technical assistance projects in the fight against illicit drug trafficking, with a specific intervention to combat corruption in the police force. Support will focus on implementing a comprehensive corruption risk management system, strengthening ethics and integrity among police staff, and reinforcing investigative, prosecution and sanction mechanisms. The activities and good practices could be replicated in other regions and police units at a further stage. The Action intends to positively impact the promotion of institutional transparency, ethics, and integrity in the Bolivian Police while increasing general population trust in this institution.

The **ultimate objective of both components is to consolidate democracy and promote a culture of peace** in Bolivia, strengthening the transparency and confidence in the State institutions, with the objective of contributing to the reduction of risks of conflicts, violence and human rights violations.

The proposed Action is in line with the Bolivian Development Plan (PDES) 2021-2025, in particular with strategic axis 7 “Judicial Reform, Digital and Transparent Public Management, Comprehensive Security and Defence with National Sovereignty”. It **will contribute to MIP Priority Area 2** “Governance and Human Rights”. More specifically, specific objective 1 will contribute to SO 2.1 “Strengthen the Rule of Law and Democracy in Bolivia”, in line with the Bolivian Constitution and normative framework, and support the implementation of the recommendations of the 2019 and 2020 EEMs. Specific objective 2 intends to contribute to SO 2.3: “Support the Bolivian strategy and institutional framework for the fight against corruption and illicit drug trafficking”. In an interlinked way, it will address both expected results: 2.3.1: “Reduce corruption levels within the public administration and more transparent institutions”, and 2.3.2: “Increase effectiveness of the fight against Illicit Drug Trafficking and Reduction of Surplus Cultivation of Coca”. The Action will also contribute to the strategic **objective 2 of the Joint European Strategy 2022-2025**: “To promote the rights and peaceful coexistence of the Bolivian people in a representative, participative, intercultural, and equal democracy”.

This Action is **aligned with the European Consensus for Development**, contributing to the implementation of the **2030 Agenda**, particularly SDG 16 (peace, justice, and strong institutions). It will contribute to the **EU Action Plan on Human Rights and Democracy** for 2020-2024, the Human Rights and Democracy Country Strategy for Bolivia for 2021-2024, and the implementation of the recommendations of the **EEMs** deployed by the EU in 2019 and 2020. It will also contribute to the implementation of the Gender Action Plan III by promoting the participation of women and women’s organisations in the electoral process.

Even if there is no national TEI under this priority area, EU Action on Governance has traditionally followed a **“Team Europe” approach**. The proposed Action, and especially objective 1, is anchored in sustained political and policy dialogue with other EUMS within the donor coordination group on Democracy co-chaired by the EU and the proposed support has been conceived as a basket fund with other MS (notably SE, ES).

## 2 RATIONALE

### 2.1 Context

The past years in Bolivia have been dominated by high political, institutional and social instability. Major shortcomings in the 2019 elections triggered the resignation of the former Government and the establishment of a short-lived interim Government, evidencing the limitations of State institutions for granting political stability and safeguarding the Rule of Law. After a convulsive period, the “*Movimiento al Socialismo*” (MAS) won the October 2020 national elections with an absolute majority. The elections expressed an electoral solution to the political crisis, redressing in some measure the Rule of Law and managed to re-established reasonable levels of public confidence in the country’s democratic and institutional order. However, the country remains highly polarised and confidence in the State institutions is still fragile due to structural deficits, lack of transparency and a progressive erosion of the independence of powers. Furthermore, peaceful coexistence appears continually threatened by societal divides, political struggles, and unmet social demands that are expected to grow in the current post-pandemic crisis scenario and as the next 2025 Presidential elections approach.

Country score according to the Bertelsmann Transformation Index (BTI) is 6.17 out of 10 (ranked 45 out of 137). This composite index corresponds to low moderate scores on Rule of Law adherence and stability of democratic institutions. Citizen's confidence in national institutions has been historically low in Bolivia, according to several studies (Latinobarómetro, Vanderbilt University LAPOP, World Values Surveys). More recent measurements<sup>1</sup> show that the average level of trust towards institutional actors does not exceed 20%; the institutions with the highest trust are the EMB (32% but currently at risk because of political and institutional changes), the national government (32% trust); at the other end, the institutions facing higher mistrust are the Judiciary (7% trust) and the Bolivian Police (15%).

The EU has played a significant role in accompanying the post-crisis process to reinstate democratic stability and the Rule of Law, as a prerequisite to enhance citizen's confidence in the institutional order. The present Action intends to uphold and reinforce this role with a specific focus on democratic and institutional strengthening. It will be achieved through two specific objectives, one focused on enhancing the electoral system and participatory democracy, and a second one aimed at reinforcing the fight against corruption in the Bolivian Police.

The first specific objective intends to continue supporting the electoral system in Bolivia. The annulation of the 2019 elections was the main trigger of a major political and institutional crisis in Bolivia, only stabilised after the 2020 and 2021 successful elections. These electoral processes were the result of complex negotiations between political forces disputing power, which concluded with a fragile political agreement supported by the EU, the UN and other members of the international community.

Through this Action, the EU will continue providing technical assistance to the Electoral Management Body (EMB) in Bolivia. The electoral legal framework, which derives primarily from the 2009 Bolivian Constitution, the 2010 Electoral and Plurinational Electoral Body Laws and the 2018 Law on Political Organisations, provides a sufficient basis for the conduct of democratic and competitive elections. However, there is a need of adjusting and homogenising the regulations developing these laws and reinforcing its implementation. The EMB, comprised of the Supreme Electoral Tribunal (TSE) and nine Departmental Electoral Tribunals (TEDs), had in 2019 more than a decade's record of successful elections and had advanced in consolidating institutional capacities, with support of Spain, Sweden and the EU, amongst others. However, towards the general elections of 2019, the EMB suffered a progressive erosion of independence, technical capacities, and specialised human resources -due to the resignation of several electoral judges and specialised staff-, and a general loss of credibility. This process culminated in the elections of 2019, as a result of political negotiations. The EMB arrived to the 2020 elections in unfavourable conditions derived from its complete institutional restructuring, loss of equipment and specialised staff, apart from a re-composition reliant on fragile political agreements, and an electoral climate dominated by social and political polarisation. Despite the challenging situation, and also thanks to international support by the EU and other partners (UNDP, SE, CAN, UK), the 2020 electoral process was deemed credible and successful, as confirmed by a number of international and national observation exercises, including the 2020 EU Electoral Expert Mission; granting a much-needed legitimacy to a new Government and Legislative.

This Action intends to continue supporting the EMB in the inter-electoral period (January 2023 – December 2024) that allows for structural institutional reforms beyond the urgency of elections, on the basis of the OEP Strategic Institutional Plan (2021-2025). It also gives a step further by completing institutional reinforcement to the EMB with a component in support of democratic participation of civil society<sup>2</sup>, with a specific focus on women and youth organisations, both as electoral observers and public outreach actors. Further support for the electoral processes of 2025 will be assessed in due time under AAP 2024, on the basis of the political and institutional context. The Action builds on previous successful EU electoral support in Bolivia, provided between 2018 and 2021 through IDEA International (2018-2021) and UNDP (2020-2021). The Action will also contribute to the implementation of the recommendations of the two EEM deployed by the EU in 2019 and 2020. Finally, through this intervention, the EU will continue to work in close partnership with other MS (SE, ES, DE), placing the EU and its Member States as the reference partner in supporting democracy and a peace culture.

<sup>1</sup> Data were obtained through two studies conducted by UN in 2021: i) Sociopolitical Flash Survey. Public opinion survey carried out by UN in 2021 with a sample of 1000 interviewees across the 9 country departments, incl. urban and rural scope (representativeness of 95% for a margin of error of +/- 3%) and ii) Socio-political opinion survey conducted by UN (house-hold based, sample of 2500 interviewees distributed nationally-urban and rural, with a representativeness of 95% and a margin of error of +/- 1.96%).

<sup>2</sup> Including women's organisations and organisations representing groups with specific needs and interests (PLWD, LGBTI persons, and indigenous peoples, among others). This component in support of civil society, corresponding to Output 2.1, will have a minimum amount of EUR 400,000.

The second specific objective intends to strengthen the rule of law by supporting institutional transparency and fighting against corruption in the Bolivian Police. According to the Transparency International corruption perception index for 2021, Bolivia had a score of 30/100 (ranking 128 out of 180 countries), which has remained relatively stable over the past years. Perception of corruption is especially high with regards to the police, where trust rates are among the lowest in the region. The 2021 concluding observations of the UN Human Rights Committee for Bolivia urges to “take prompt and forceful measures to prevent, combat and punish acts of corruption, especially among judicial and police officials, with appropriate penalties”. Furthermore, recent corruption scandals in the Bolivian Police Special Force on Fight against Drug Trafficking (FELCN) have gained attention in the past months with two cases of key political relevance.

Against this background, this component aims at supporting the Bolivian Police Special Force on Fight against Drug Trafficking (FELCN) in strengthening measures to prevent corruption, provide effective access to public information, enhance risk management, improving internal controls and punishing acts of corruption. The FELCN has the mandate to combat illicit drug trafficking, including the detection, investigation and dismantling of laboratories or facilities dedicated to the manufacture or refining of illicit drugs, and related crimes through specialised investigative and intelligence tools and techniques. In recent years, the involvement of police officers in corruption cases or cases linked to drug trafficking has affected their credibility. The Action intends to positively impact institutional transparency, ethics, and integrity in the Bolivian Police while increasing general population’s trust in this institution.

Support will focus on implementing a comprehensive corruption risk management system, strengthening ethics and integrity among police staff, and reinforcing investigative, prosecution and sanction mechanisms. The Action seeks to influence the prevention of corruption through promoting police integrity, but at the same time promoting capacities and inter-institutional cooperation to enhance prosecution and reduce impunity. It complements ongoing EU sector budget support and technical assistance in the fight against illicit drug trafficking. It has been conceived as a pilot phase of two years, targeting the FELCN General Command and selected directorates in four Bolivian departments. The activities and good practices could be replicated in other regions and police units at a further stage.

The proposed Action will contribute to SDG 16 (peace, justice and strong institutions), and 5 (gender equality); to MIP Priority Area 2 “Governance and Human Rights”, SO 2.1 “*Strengthen the Rule of Law and Democracy in Bolivia, and support the implementation of the recommendations of the 2019 and 2020 EU Electoral Expert Missions*” and 2.3 “*Support the Bolivian strategy and institutional framework for the fight against corruption and illicit drug trafficking*”; and to strategic objective 2 of the Joint European Strategy 2022-2025. It is aligned with the European Consensus for Development, to the EU Action plan on Human Rights and Democracy for 2020-2024 and the Human Rights and Democracy Country Strategy for Bolivia for 2021-2024.

The Action is complementary to other initiatives under different financing instruments. For Specific Objective 2, to projects supporting governance and the peace process, such as the foreseen support to the OHCHR under the NDICI Rapid Response Pillar or the mobilisation of mediation experts under the FPI ERMES and transitional justice facilities. It is also complementary to direct support to civil society platforms for monitoring electoral and democratic processes under the CSO programme<sup>3</sup>, and to an EIDHR project implemented by OXFAM in support of women’s political participation in political parties and of the fight against political violence<sup>4</sup>. Regarding specific objective 2, it complements the ongoing Sector Reform Policy Contract on fight against illicit drug trafficking and EU-funded technical assistance to the Bolivian Police and criminal justice operators implemented by UNODC and FIAPP. It is also complementary to the bilateral project on Justice Reform implemented by UNODC and AECID<sup>5</sup>, and regional programs such as El PACcTO and COPOLAD.

<sup>3</sup> “[Participación Ciudadana para la Agenda de Derechos Humanos y de Acceso Igualitario a la Justicia en Bolivia - fase 2](#)” (CSO-LA/2021/429-284, EUR 0,8M).

<sup>4</sup> “Fortalecimiento de la Democracia Paritaria intercultural en Bolivia- segunda fase” (EIDHR/2022/434-194, EUR 1M): Regarding the latter, the implementing partner –Oxfam– will also work with two electoral departmental courts on preventing and addressing political violence, where coordination with UNDP and UNWOMEN (associated UN agency) will be of utmost importance. This will be ensured through regular coordination meetings, both bilateral and in the framework of ad hoc participation of Oxfam at the Steering Committee or the donor-coordination group on Governance and Democracy.

<sup>5</sup> “Access to Justice for All and System Reform” (LA/2018/40117, EUR 3M).



## 2.2 Problem Analysis

Short problem analysis:

Specific Objective 1 will address the following problems, highlighted in the 2019/2020 EEM reports:

**1. Institutional challenges faced by the EMB (Órgano Electoral Plurinacional) in the following areas:**

- i. **Deficiencies in planning systems and protocols**, as well as inefficient communication channels between the TSE and TEDs, and weaknesses in the protocols and specific regulations for EMB staff.
- ii. **Weak capacity of the EMB for regulation and enforcement:** Absence of a fully consistent legal/regulatory framework and difficulties in its implementation due to uncertain interpretations and ambiguities of the legal basis (e.g., criteria of qualification of candidates). There is also a lack of jurisdictional records to inform EMB decisions.
- iii. **Limitations in communication and relationship with citizens, voters, political parties, media and candidates;** as well as low capacities to prosecute cases of violence/pressure against journalists, prevent hate speech or controlling government advertising and the use of public funds.
- iv. **Deficiencies in Information and Communication Technologies (ICTs):** weaknesses in ITCs, security policies, voter counting systems and regulations, or in the biometric platform for the administration of the electoral roll.
- v. **Electoral Roll:** weaknesses in electoral roll and absence of mechanisms for regular update.
- vi. **Deficiencies in facilities and equipment**, which were damaged in the framework of the 2019 electoral process and have not yet been fully replaced.
- vii. **Electoral operations** with security flaws and inconsistencies, which could only be partially corrected in 2020 due to urgency.
- viii. **Limitations in qualified human resources** and frequent rotation.

**2. Perceived lack of independence of the EMB and low levels of public confidence in the EMB:** which contributed to the 2019 outbreak of violence during the post-electoral conflicts. For tackling this, the support to the EMB for the 2020 and 2021 electoral processes introduced a component for supporting political dialogue processes led by the EMB but involving different electoral stakeholders, which contributed to mitigate political and electoral violence. The challenge now is to ensure that the EMB institutionalises these political dialogue mechanisms of conflict prevention.

**3. Civil society and general population are not sufficiently informed and socially active on electoral processes,** which reduces scrutiny on the electoral processes and on EMB Action/decisions. There is also a gender-gap in political participation and a perceived lack of representation of youth and their expectations across political forces. The support to the involvement of civil society organisations, including organisations representing women, youth and other specific groups, is intended to contribute to a more informed electorate who will play a bigger role in the consolidation of democracy and to support their role in monitoring the electoral processes, ultimately making the electoral processes more informed, participatory, inclusive and transparent.

Specific Objective 2 will address the following problems:

**1. High corruption levels in the police force:** this is a regular trend in Latin America and Bolivia is not the exception, even though lack of official data one of the limitations (TI 2019). Perceptions from the population suggest that Bolivian Police would be one of the most affected institutions, with 62% of respondents stating perception of corruption in the Police according to Transparency International (2017)<sup>6</sup>. High corruption levels among the police have significant repercussions eroding governance and the rule of law and citizen security. Significant public attention has come after the arrest of some former counter-narcotics high ranking officials, under serious allegations from foreign counter-narcotics agencies regarding their involvement in drug trafficking to United States and Europe. Several internal evidence followed these reveals, which are under official investigations.

**2. Weak implementation of anticorruption legislation:** Bolivia has enacted a number of laws criminalising most forms of corruption. However, legislation is not properly implemented due to insufficient prosecution capacities (including delayed justice and weak crime investigation/prosecution procedures), as well as a lack of political will, which remains a major obstacle in the fight against corruption deriving in high impunity levels (of the 1503 corruption complaints received by the police in 2021, only 31% were referred to the public prosecutor's office).

<sup>6</sup> Transparency International Global Corruption Barometer (2017).

### 3. Institutional deficiencies such as:

- i. **Limited awareness of ethical standards at FELCN**, which are the main reference framework for institutional conduct, combined with a lack of monitoring mechanisms. The current code of conduct adopted in 2015 is framed to international standards, so the focus would be on updating it and promoting its implementation. Due to the recent scandals, the authorities and the Police have committed to institutional reforms which should include increased awareness of ethical standards among police staff and stronger mechanisms for monitoring conduct accordingly. The lack of gender mainstreaming in fighting and preventing corruption is also a limitation: the impact of corruption is highly gendered as men and women are affected by corruption in different ways and are subjects and objects of different corrupt practices and behaviours.
- ii. **Lack of investigation, prosecution and sanction mechanisms**: there are currently no effective mechanisms to register complaints against police officers. Therefore, it is necessary to strengthen the structures and proceedings and capacities of the Inspector General's Office and the Police Disciplinary Regime. It is also important to adequately address the different levels of corruption: when corruption manifests itself in isolation or only affects some elements of the police, the use of internal control mechanisms is usually enough; on the contrary, corruption or police abuse occurs in some sectors or jurisdictions in a widespread manner, comprehensive measures are required as proposed in the Action.
- iii. **High turnover of personnel at FELCN and insufficient specialised courts and prosecutors' offices**, as well as limited articulation between the three institutions to ensure effective investigation and treatment of corruption cases.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the Action:

For Specific Objective 1: The Electoral Management Body (EMB)– Órgano Electoral Plurinacional (OEP) is the main beneficiary of the Action, composed of composed by the national Electoral Tribunal, nine (9) Departmental Tribunals, electoral judges, electoral notaries, and polling station staff. The Action aims at reinforcing the technical capacity of the institution to organise credible, inclusive and transparent elections, both at central and local levels; but also to accomplish its broader mandate including the promotion of intercultural and parity democracy, electoral registry or the production of permanent electoral information accessible to the different stakeholders. The OEP is also responsible for ensuring civic education and electoral education to promote citizenship engagement with democracy and therefore, in the implementation of its mandate, the EMB interacts with political parties, media and civil society organisations<sup>7</sup>. **Civil Society Organisations** will also be an important beneficiary of the Action, representing rights-holders as managers of electoral observation platforms or observers, and electoral public outreach actors. **Political parties, media representatives and academia** will benefit from the Action's role to promote access to accessible and transparent information regarding the electoral processes and facilitate their direct participation in events and discussions on various electoral issues. **Other state institutions**, such as the legislative body -Asamblea Legislativa Plurinacional- or the Constitutional Court, will be part of discussions aiming at improving the organisation of electoral processes, through adoption of reforms, new procedures to enhance better understanding of the electoral processes and trust in the electoral organisation. Within the donor community, a key instance is the **donor-coordination group on Democracy and Governance**, currently co-chaired by the EU and the UNDP, allowing for aligned political/policy dialogue and complementarity.

For Specific Objective 2: The Ministry of Government which directs the Bolivian Police guaranteeing their effective Action, composed by three Vice-Ministries: 1) Vice-Ministry of Internal Regime and Police, 2) Vice-Ministry of Social Defence and Controlled Substances and 3) Vice-Ministry of Citizen Security. The Action will specifically work with the **Police Special Force on Fight against Drug Trafficking (FELCN)**, a specialised agency of the Bolivian Police whose purpose is to combat illicit drugs and to enforce a regulatory framework with an approach on social participation, respect for human rights and protection of the environment. Special police organisms that the Action will reach are the Disciplinary Regime Department of the Bolivian Police, the Anti-Corruption Unit of the Bolivian Police and the police University (UNIPOL). It reports to the Vice Ministry of Social Defence and Controlled Substances (VDSSC) and has a General Staff, 9 Departmental Directorates and 7 specialised unit. Beyond the police, the Action will improve the capacities of prosecuting and judging corruption

<sup>7</sup> Including CSOs representing women and groups with specific needs and interests (indigenous peoples, persons living with disabilities, LGBTI persons, among others).



criminal cases within the **General Prosecutor's Office** and the **Judiciary**. Regarding the former, the Action will support the Directorate of the Specialised Prosecutor's Office for Corruption Crimes and provide specialised training through the School of Prosecutors. For the latter, the Action will support the capacities of specialised anti-corruption judges, promoting their specific competence for corruption cases (that currently is inadequately shared with gender-based violence) and supporting specialised training through the School of Judges.

For both objectives the Action will specifically coordinate with EU Member States, particularly Sweden and Spain which are active in the fields of intervention; and other development Partners co-financing the UNPD electoral programme. In order to maintain the current solid donor coordination, the EU will continue to co-chair (with UNDP) the **donor-coordination group on Democracy and Governance**.

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The **Overall Objective (Impact)** of this Action is to enhance good governance by promoting democracy, peace culture and institutional transparency in Bolivia.

The **Specific Objectives (Outcomes)** of this Action are to:

1. Contribute to mitigate political disputes in Bolivian society, by strengthening the electoral system and democratic culture, with a specific focus on youth and women.
2. Support the fight against corruption within the Bolivian Police (Special Force on Fight against Drug Trafficking - FELCN), in line with UNCAC and SDG 16.

The **Outputs and Sub-outputs** to be delivered by this Action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1. Contributing to Outcome 1 (or Specific Objective 1): Improved capacities of the Bolivian Electoral Management Body (EMB) to better accomplish its mandate.
  - 1.1.1: The EMB counts with enhanced technical and operational capacities.
  - 1.1.2: Electoral legal framework improved and effectively implemented in a transparent manner.
  - 1.1.3: Enhanced EMB capacities to promote institutionalised dialogue with electoral stakeholders and to fully implement intercultural and parity democracy and democratic culture.
- 1.2. Contributing to Outcome 1 (or Specific Objective 1): Reinforced Civil Society Organisations' capacities, particularly those representing youth, women and other groups with specific needs and interests, in fulfilling their key role in electoral processes, both as electoral observers and public outreach actors.
- 2.1. Contributing to Outcome 2 (or Specific Objective 2): A comprehensive risk management system designed and implemented, identifying and mitigating corruption risks within the Bolivian Police (FELCN).
  - 2.1.1. Corruption risks assessment undertaken and Action Plan developed.
  - 2.1.2. Provided technical assistance for the implementation of the Action Plan.
  - 2.1.3. Transparency and anti-corruption information systems within the FELCN updated and streamlined.
- 2.2. Contributing to Outcome 2 (or Specific Objective 2): Strengthened ethics, integrity and a corruption prevention culture within the Bolivian Police (FELCN).
  - 2.2.1. Code of ethics for the police updated and under implementation.
  - 2.2.2. Promoted culture of ethics and integrity in the Bolivian Police.
- 2.3. Contributing to Outcome 2 (or Specific Objective 2): Internal capacities reinforced for the investigation, prosecution and sanction of acts of corruption within the Police (FELCN).
  - 2.3.1. Strengthened internal control mechanisms and bodies
  - 2.3.2. Reinforced mechanisms for the investigation, prosecution and sanction of corruption acts within the Police and Prosecutor's Office.
  - 2.3.3. Increased capacities of police members, anti-corruption specialised judges and prosecutors on investigation, prosecution and sanction of corruption acts.

## 3.2 Indicative Activities

### Activities relating to Output 1.1:

1.1.1: *Capacity development/ on the different aspects of the EMB mandate (planning systems and protocols, ICTs and communication, Electoral Roll, Electoral operations, inter alia) and supporting the facilities and equipment: delivery of technical trainings, promoting international exchange of experiences and best practices (study visits); organising national and international conferences with recognised expertise in various aspects of electoral administration; elaborating studies and producing knowledge products, and knowledge management; providing technical assistance through consultancies; organising internal and external meetings with electoral stakeholders; elaborating study on OEP institutional re-engineering; organising internal meetings for the strategic roadmap on modernisation of the registry platform; supporting the EMB institutional communications strategy.*

1.1.2: *Providing technical assistance through consultancies to improve electoral laws and regulations; compiling and analysing jurisprudence and processing complaints and disputes systems; delivering trainings on electoral law; producing studies and proposals for electoral framework reform; organising workshops, international conferences and exchanges of experiences and best practices.*

1.1.3: *Systematising electoral mechanisms used in indigenous communities; organising inclusive dialogue processes, debate, information events and media-campaigns; organising workshops on women political rights and protection against political harassment and violence; elaborating studies and research knowledge products, including human rights and gender analysis.*

Activities relating to Output 1.2: *Implementing a Small Grants Fund to Civil Society Organisations, including youth and women's organisations in two areas: 1) electoral observation; 2) public outreach campaigns, including to promote women's and youth political participation; mapping actors; organising consultations; designing terms of reference for Call for Proposals; monitoring and evaluating proposals; promoting exchanges of experiences amongst grants; conduct analysis on participation barriers and, subsequently, design specific activities to promote participation and political involvement of young people (using a youth-friendly approach and supporting youth-led initiatives) and women.*

Horizontal activities: *conducting regular risk assessments and socialise finding with the EU and other members of the international community.*

### Activities relating to Output 2.1:

2.1.1: *Organising consultations and workshops to identify corruption risks; carrying-out survey on (i) corruption risks and (ii) perception of trust in the FELCN; designing and developing of a Corruption Risk Matrix; conducting risk validation workshops; preparing the diagnostic document of corruption risks and supporting a participatory design of an Action Plan; carrying out analysis on how corruption affects women and men differently; collecting and analysing gender-sensitive information to integrate a gender perspective in the AP.*

2.1.2: *Supporting the dissemination of the Diagnosis of Corruption Risks and Action Plan; supporting the preparation of an implementation plan; providing technical assistance to support the implementation; support in the monitoring of the Plan implementation.*

2.1.3: *Updating the FELCN web portal to facilitate people's access to information; developing and updating the information on Transparency and Anti-Corruption systems.*

### Activities relating to Output 2.2

2.2.1: *Updating and disseminating the Police Code of Ethics; disseminating the Police Code of Ethics.*

2.2.2: *Developing a comprehensive ethics and integrity training strategy and plan; implementing training plan delivering training modules; follow-up and monitoring of the training process; update ethics and integrity training programs and teaching methodologies at UNIPOL; development of ethics and integrity materials. Including gender-sensitive aspects in FELCN staff training and action guides.*

### Activities relating to Output 2.3

2.3.1: *Carrying out training programmes for the FELCN's Inspectorate; providing technical assistance to support improvements and interoperability of the monitoring and control systems in the disciplinary regime application in the FELCN.*

2.3.2: *Supporting the development and implementation of coordination mechanisms to improve the investigation, prosecution and sanction of corruption cases.*

2.3.3: *Developing and implementing specialised training programs for judges, prosecutors, and police officers, in coordination with the partner institutions.*

Horizontal activities: *Selecting the 4 pilot Bolivian departments together with the EU on the basis of a preliminary mapping and pre-defined criteria. Baseline study to be conducted in 2023.*

### 3.3 Mainstreaming

#### **Environmental Protection & Climate Change**

**Outcomes of the EIA (Environmental Impact Assessment) screening** (relevant for projects and/or specific interventions within a project)

The EIA (Environment Impact Assessment) screening classified the Action as Category C (no need for further assessment).

**Outcome of the CRA (Climate Risk Assessment) screening** (relevant for projects and/or specific interventions within a project)

The Climate Risk Assessment (CRA) screening concluded that this Action is no or low risk (no need for further assessment).

#### **Gender equality and empowerment of women and girls**

As per the OECD Gender DAC codes identified in section 1.1, this Action is labelled as G1 – significant objective, priority 1. Within specific objective 1, the Action will specifically implement measures (i) to promote women's participation, including support to the Electoral Management Body (EMB) to comply with legal parity requirements, and (ii) to combat political harassment and violence against women, including the design and implementation of an early warning system in this area or supporting the EMB/electoral judges' capacities to lodge and resolve complaints in a timely and transparent manner. These activities will be based on sectorial analysis on women's political participation and fight against political violence developed by the EU (EEM, EIDHR projects) and the UNDP/UN Women.

Regarding specific objective 2, the action will specifically integrate and monitor the impact on the fight against corruption in the Bolivian Police/FELCN on women, since they (and specifically the most vulnerable women) are a group particularly affected negatively by the policies and laws against drug trafficking. Even though the focus of the Action will be on reducing corruption, the gender-sensitive aspects will go beyond this and generally improve FELCN behaviour towards women in its action. More specifically, the Action will include gender-sensitiveness aspects in training courses for FELCN staff and in the revision of FELCN protocols and procedures.

The Action is based on the 2021 Gender Country Profile and will contribute to GAP III and CLIP objectives. It will also privilege sex-disaggregated data and gender-sensitive indicators to ensure that contribution to gender equality can be well-measured.

#### **Human Rights**

The Action will apply a Human Rights-based approach throughout the implementing partners will permanently liaise with relevant UN agencies, such as the United Nations High Commissioner for Human Rights (UN OHCHR) and UN Women, to receive complementary information and assessment on the human rights/gender context.

Through the specific Objective 1, the Action will support the EMB and Civil Society Organisations to effectively implement civil and political rights at all phases of the electoral cycle: electoral registry, candidate nomination process, participation of informed voters and observation. By providing technical assistance to the EMB (duty-bearer), the Action will contribute to enhance regulations and other electoral normative and strengthen implementation capacities to ensure the full implementation of civil and political rights, in alignment with international and regional standards. It will also support the EMB to adopt regular and systematic communication mechanisms to ensure that electoral stakeholders are fully aware of their civil and political rights, also empowering them as rights-holders to better understand the mechanisms at their disposal to denounce civil and political human rights breaches within the democratic and electoral system. The Action will also support discussion spaces between the duty bearers and right-holders to ensure that civic and political rights in the electoral process are upheld. It will further promote a participatory democracy approach through the CSO component, which intends to strengthen

civic participation and democratic dialogue of the population (right holders) through organised civil society, with a focus on youth and women, as well as other groups with specific needs and interests, inclusion and participation. Finally, the Action will pro-actively cater for linguistic diversity and diverse literacy levels in relation to civic education, electoral materials, and media campaigns, etc., essential for the inclusion and effective participation of indigenous peoples, women, and other vulnerable sectors of society (people with disabilities, youth without a formal education, etc.).

Through the specific objective 2, the Action will support the police force to fulfil their role of protecting the population with integrity, promoting human rights standards and accountability in their action. It will also empower right-holders by strengthening and disseminating the channels for reporting inappropriate behavior by police officers and for filing complaint mechanisms for corruption acts. It will promote corruption prevention measures, strengthening institutional transparency and internal and external accountability. This will contribute to increase the Bolivian population's (right holders) trust towards the police institution and other actors of the corruption criminal chain.

Overall, the action will contribute to the implementation of the Human Rights Based Approach working principles, in particular by promoting meaningful and inclusive participation, non-discrimination, accountability and the rule of law, and transparency and access to information.

### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action 1 is labelled as D1– significant objective. The specific objective 1 of the action will incorporate specific activities targeting persons with disabilities, such as specific civil society public outreach projects and/or monitoring for these populations and a guide to both inform populations with disabilities on the electoral procedures, as well as to prepare the polling station officers to adequately serve and communicate with these persons. Regarding specific objective 2 the Action will ensure that complaint mechanisms against corruption acts by the FELCN are inclusive for persons with disabilities. Whenever applicable, the use of data disaggregated by disability status will be promoted.

### **Democracy**

Democracy is at the centre of the proposed Action, in line with the Human Rights and Democracy Country Strategy for Bolivia for 2021-2024 and the EEM recommendations. As regards specific objective 1, this Action contributes to enhance the Electoral Management Body's (EMB) technical capacity to organise credible and professional elections, being the key tool to designate democratic governments. Another particular element that contributes to the quality of participatory democracy is the level of civic engagement, including citizen's observation and accountability exercises. To this end the Action combines support to the EMB with a strong component of support to civil society organisations in their roles of electoral observation and public outreach actors, contributing to a more informed and participatory democracy. Regarding specific objective 2, the Action aims at strengthening prevention and fight against corruption within the Bolivian police, therefore contributing to democracy through enhanced law enforcement, increased institutional transparency and a strengthened rule of law.

### **Conflict sensitivity, peace and resilience**

Specific objective 1 will have a specific focus on conflict prevention and peace culture promotion. The 2020-2021 EU funded electoral assistance project implemented by UNDP contributed to conflict mitigation through shielding the electoral process, as well as supporting dialogue processes to promote mutual understanding and trust among electoral stakeholders, as well as political debates, public information events, and electoral education. This Action intends to continue strengthening the EMB as a key actor institution to promote an electoral-based solution for conflictivity. It will continue promoting dialogue processes that contribute to a peaceful electoral environment and supporting CSOs as outreach actors and electoral observers. The Action will also include a permanent risk assessment system, which will have a specific component on conflict analysis, prevention and management. It will be managed by the implementing partner by UNDP but regularly discussed with the EU and other members of the international community. This analysis will be one of the basis for considering further support for 2025 elections under AAP 24.

Regarding specific objective 2, the action entails risks related to institutional fragility in the Bolivian Police and to links to corruption and criminal organisations which can imply strong reticence to implement the and generate conflict. The Action will implement a conflict-sensitive approach that minimises tensions within the beneficiary (Police/FELCN) by increasing internal awareness of the benefits to address corruption and increase trust in the Police institution, by securing the buy-in of the highest authorities' and by emphasising the aspects of the Action related to corruption prevention.

**Disaster Risk Reduction**

N/A

**Other considerations if relevant**

N/A

**3.4 Risks and Lessons Learnt**

Category	Risks	Likelihood	Impact	Mitigating measures
<b>Specific objective 1</b>				
External environment - Political	Political interference in the EMB and potential loss of independence and impartiality	<b>Medium</b>	<b>High</b>	EU and the implementing partner will carry out periodic joint political-electoral context assessments to identify risks and mitigation measures. They will be discussed at bilateral/restricted level or within the donor-coordination group on Governance and Democracy.  Balance technical assistance to the EMB with support to CSOs as watchdogs.  Joint policy/political dialogue. Potential EEM follow-up visit assessing and passing the message
	Designation of new electoral vocals (at central and/or departmental levels) requiring complex political agreements and/or who do not hold previous electoral experience.	<b>High</b>	<b>High</b>	Support the institutional and political mechanisms to manage the election of new appointees, following the institutional rules and ensuring inclusivity, transparency and impartiality.  Ensure capacity building for new appointees.
	Political tensions and polarisation may affect the EMB's independence and impartiality	<b>Medium</b>	<b>High</b>	Promotion of democratic dialogues with different electoral stakeholders to increase trust and joint understanding.
	Low tolerance demonstrated by political and public actors on the EMB institutional management	<b>High</b>	<b>Medium</b>	Organisation of inclusive civic education campaigns and electoral information events with different electoral stakeholders to inform on different aspects of the electoral process, increase trust and prevent electoral conflict.
People and the Organisation	Lack of capacities of TSE and most specifically TEDs to carry out their mandate and implement the Action.	<b>High</b>	<b>High</b>	EMB develops a communications strategy and continuously analyses prospective sceneries.  Capacity building by the Action to enhance the TSE/TEDs capacities.
	EMB is not institutionally strong to respond to conflictive situations	<b>High</b>	<b>High</b>	Promotion of democratic dialogue with political organisations, media and civil society organisations.  Capacity building on conflict management by the Action.
	Lack of vertical and horizontal coordination affects the institution management capacity	<b>Medium</b>	<b>Medium</b>	Internal training to promote more effective central coordination.

	Support through the implementing partner does not permeate sufficiently to CSO	<b>Medium</b>	<b>Medium</b>	Support through the implementing partner will be combined with direct support to CSO platforms through an ongoing CSO grant. The added value of implementing partner will be not only to support capacity building to CSOs, but also to promote communication and collaboration channels between EMB and CSOs, as well as provide technical assistance to the EMB to ensure that observation regulations remain flexible. There will be a minimum amount of EUR 400.000 in support of CSOs.
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### **Specific Objective 2**

External environment - Political	Corruption cases in the police are become more politically sensitive, increasing reticence for project implementation, and potential risks to become embroiled in political internal disputes.	<b>Medium</b>	<b>High</b>	Secure commitment of high-level authorities (Minister of Government, Vice-minister of Social Defence, Police General Commander, and Director General of the FELCN, among others), emphasising the importance of counteracting corruption to increase citizen's confidence in the police institution, and ensuring their full buy-in and ownership of lines of action and solutions proposed by the Action.
People and the Organisation	Police resistance in the implementation of risk management methodology	<b>High</b>	<b>High</b>	The implementing partner will seize the leverage of Bolivian commitments as signatory of the UN Convention against Corruption (UNCAC).  Identify and validate the methodology on a participatory way with the national counterpart emphasising the preventive aspects of it to mitigate resistance.
	Bolivian institutions do not provide the information to develop the corruption risk diagnosis and Action plan	<b>High</b>	<b>High</b>	Coordination meetings with the counterpart to ensure guarantees and facilitate access to information
	Lack of cooperation by law enforcement agencies and lack of interest in improving procedures and information systems	<b>High</b>	<b>High</b>	Coordination meetings with high-level authorities from the counterpart  Technical assistance will be provided across the Action components to enhance procedures and information systems
	Lack of interest in training courses from beneficiaries.	<b>Medium</b>	<b>High</b>	Coordination with the counterpart on course-planning to ensure participation in the trainings
	Continuous rotation of personnel	<b>Medium</b>	<b>High</b>	Train potential replacement personnel in technical positions, prioritising training of trainers and self-training courses.

### **Lessons Learnt:**

**Specific Objective 1:** Following the 2020 and 2021 electoral processes, the EU and the UNDP conducted a series of analytical efforts -both internally and with different stakeholders including the EMB- identifying the following lessons learned:

- Providing electoral support through an international organisation is key to increase alignment with international standards, provide institutional backing, contribute to increase citizen's confidence, and mitigate internal tensions and insecurity, stabilising decisions. It is also of utmost importance to deploy experts working inside the EMB to identify and counteract decisions that may put at risk institutional impartiality.

- The development and implementation of a nationwide series of “dialogue” events (an innovation for the EMB) contributed to mitigate electoral conflicts and positively transform relations among confronted actors. Also, sharing and disseminating information by the EMB on the electoral process/operations increased the public confidence on the EMB.
- As pointed out by the EEMs, training of electoral judges and electoral commissioners is key for strengthening electoral justice and reducing discretionary decisions. Also, a timely planning led to more effective logistics and a stronger “custody chain”.
- There is a need for permanent risk assessment system that the Action will ensure by (i) carrying out periodic joint assessments to identify risks and mitigation measures, and (ii) continuing with policy/political dialogue with other development partners in the framework of the donor coordination group on Governance and Democracy, co-chaired by the EU and UNDP, maintaining an EU high visibility while ensuring alignment on risk assessment and mitigating measures across the international community.

Specific Objective 2: builds on lessons learned from previous bilateral projects on fight against drug trafficking, which recommended complementing support to the State through budget support and technical assistance to the Police in their law enforcement capacities, with a component on the fight against corruption.

- Combining mechanisms for political and technical dialogue, in order to secure high-level commitment and achieve project’s results. Establish strategic alliances, by supporting coordination spaces among the Ministry of Government, the Police Command (Inspectorate) and the General Directorate of the Counter-Narcotics Police Special Force.
- Combining local assistance with international experience, promoting exchanges with countries with good practices and promoting international standards. While at the same time adapting training programs, consultancies and methodologies to the specific country context and capacities.
- Due to the sensitiveness of the topic, it is crucial to ensure complementarities and to join forces with other EU-funded projects working with the Bolivian Police, such as COPOLAD or ELPACcTO at the regional level, or bilateral technical assistance implemented by UNODC and FIIAPP; as well as with policy dialogue under sector budget support on the fight against illicit drug trafficking or under the justice reform bilateral sector.



### 3.5 The Intervention Logic

The underlying intervention logic for this Action is the following:

For specific objective 1:

The Action will be implemented under the following assumptions:

- By building improved capacities for the EMB, the Action will support the EMB in performing its mandate in a better, more transparent, and inclusive manner, while taking decisions autonomously, despite possible political pressures.
- Closer coordination between the electoral and the executive, legislative and constitutional bodies, as well as strengthened oversight and outreach roles will further strengthen the EMB's independence.
- The more information the population and political forces receive by the EMB, the higher is their level of confidence and trust in the organisation (as suggested by the survey conducted on June 2021).
- The experiences of 2015-2016 and especially 2019, which suffered from the distrust of citizens and political actors regarding EMB decisions, contribute to EMB increased awareness of the need for a more strategic and conflict-sensitive conduction of the electoral processes.

If the above assumptions hold true and the activities proposed under each output are undertaken, then the outputs will be produced through as a double-track intervention: (1) one focused on supporting the State on electoral management by strengthening the EMB to perform its mandate as administrator of electoral processes, and the other (2) more focused on participation and inclusiveness in the electoral process, working directly with CSOs and thus expanding the direct beneficiaries beyond the EMB. The delivery of the mentioned outputs will lead to the accomplishment of the Outcome – “*Strengthen the electoral system and inclusive democratic culture, with a specific focus on youth and women*”, because the electoral process will be performed in a more professional and transparent manner, and the democratic culture will be more inclusive thanks to enhanced participation of civil society through public outreach events and observation platforms, strengthening participation and understanding of democratic principles amongst general population and electoral stakeholders.

For specific objective 2:

The Action will be implemented under the following assumptions:

- Enhancing the DGFELCN awareness in transparency and ethics will increase the integrity in the police system from a prevention angle.
- The existence of internal monitoring and control mechanism, as well as a strengthened disciplinary regime, will allow for enhanced supervision and response to investigate and prosecute corruption cases.
- Greater integrity in the police, measured and visible, will increase population's confidence.
- Coordinated work between the police, the prosecutors and the specialised judges throughout the criminal chain will enhance investigation and prosecution of corruption cases, enhancing the criminal prosecution strategy and diminishing impunity.

If the above assumptions hold true and the activities proposed under each output are undertaken, the outputs will be produced through a double track approach: 1) providing internal support to the FELCN for strengthening the integrity, transparency, inclusiveness, internal control and disciplinary regime of the police force; and 2) externally, supporting inter-institutional cooperation with other State institutions involved in the anticorruption criminal chain, i.e. prosecutor's office and the judiciary. The delivery of the outputs will lead to the accomplishment of the Outcome of *having strengthened the Fight against corruption within the Bolivian Police within the FELCN*. The intervention has been conceived as a pilot phase of two years with the FELCN, targeting the General Command and selected directorates in four Bolivian departments. It is expected that this pilot intervention focused on the FELCN and in four departments is escalated to other police sections and country regions.

### 3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the Action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the Action depending on the different implementation modalities of this Action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the Action, no amendment being required to the Financing Decision.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

All indicators will be sex and age disaggregated when relevant, and the Action will support such disaggregation. Beyond the proposed indicators, additional indicators to specifically monitor the impact of the Action on youth, women and other vulnerable groups may be identified at the formulation and or implementation phases.

Results	Results chain (a): Main expected results (maximum 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	To enhance good governance by promoting democracy, peace culture and institutional transparency in Bolivia.	1. Score at the Bertelsmann Transformation Index (BTI/annual)  2. Transparency international Corruption Perception Index	1. 6.17 (2021-score)  2. 30/100 (2021-ranking)	1. Position improved by 10% (2024)  2. Position improved by 10% (2024)	1. Bertelsmann Transformation Index/annual (BTI)  2. TI Corruption Perceptions Index	<i>Not applicable</i>
<b>Outcome 1</b>	1. Enhanced electoral system and inclusive democratic culture, with a specific focus on youth and women.	1.1. N. of recommendations of the 2020 Electoral Expert Mission (EEM) supported by the Action (Corporate/MIP indicator)  1.2. % of Women and Youth representation in democratic institutions.	1.1. 0 with EU support out of 18 EEM recommendations (2022)  1.2. 40% women and 15% youth in National Assembly, 52% women in local governments	1.1. Target: 50% of EEM recommendations implemented (2024)  1.2. 45% women and 20% youth in National Assembly, 57% women in local governments.	1.1. Electoral Court records, EEAS monitoring (including potential EEM follow-up mission in 2023), project monitoring & evaluation systems  1.2. Electoral results (2025)	The country context in terms of democratic stability and the OEP institutional framework do not deteriorate
<b>Outcome 2</b>	2. Reinforced the fight against corruption within the Bolivian Police (Special Force on Fight against Drug Trafficking - FELCN), in line with UNCAC and SDG 16.	2.1. Perception of trust in the FELCN  2.2 Reduced impunity for judicial corruption cases in the FELCN (Judicial Seat – condemnatory sentences/cases in progress, per year)	2.1. Baseline to be determined by a first survey carried-out by UNODC in 2023  2.2. TBD (2023)	2.1. Position improved by 10% (2024)  2.2. Improvement of 10% (to be confirmed in 2024)	2.1. Survey in the context of the project.  2.2. Judiciary records	There is high-level commitment to increase transparency in the Bolivia Police and corruption scandals do not worsen
<b>Output 1 relating to Outcome 1</b>	1.1. Improved capacities of the Bolivian Electoral Management Body (EMB) to better accomplish its mandate.  - 1.1.1: The EMB counts with enhanced technical and operational capacities.  - 1.1.2: Electoral legal framework improved and effectively implemented in a transparent manner.  - 1.1.3: Enhanced EMB capacities to promote institutionalised dialogue with electoral stakeholders and to	1.1.1. N. of EMB staff trained or receiving technical assistance by the Action (sex-disaggregated)  1.1.2. Proposal for organisational re-engineering adopted and under implementation  1.1.3. N. of reform proposals for the legal and regulatory framework supported by the Action  1.1.4. N. of events for exchange of experiences and best practices with other EMBs at regional and global level	1.1.1. 150 staff (of which 45% women) trained (2022), through 8 BRIDGE-accredited facilitators  1.1.2. 0 (2022, a preparatory study for organisation re-engineering was elaborated in 2018)  1.1.3. 0 (2022)  1.1.4. 3 (2022)	1.1.1. 200 staff (of which 45% women) trained through 12 BRIDGE-accredited facilitators, still in position by 2024  1.1.2. Preparatory study updated by 2023, 1 proposal + implementation roadmap adopted by 2023, 40% of roadmap implemented by 2024  1.1.3. At least 2 (2024)  1.1.4. At least 3 (2024)	1.1.1. Project OEP records  1.1.2. Organisational re-engineering proposal. project/OEP records  1.1.3. Project OEP records  1.1.4. Project OEP records  1.1.5. Project OEP records	The EMB values the benefit of the Action and cooperates with the implementing partner for its implementation without institutional reticences

	fully implement intercultural and parity democracy and democratic culture.	1.1.5. N. of dialogue processes and technical working meetings on the electoral processes and the update of electoral registration supported by the Action	1.1.5. 4 dialogue processes and 2 working meetings (2022)	1.1.5 At least 3 dialogue processes and 5 working meetings (2024)		
<b>Output 2</b> <b>relating to Outcome 1</b>	1.2. Reinforced Civil Society Organisations' capacities, particularly those representing youth, women and other groups with specific needs and interests, in fulfilling their key role in electoral processes, both as electoral observers and public outreach actors.	1.2.1 N. of civil society organisations involved in electoral observation and public outreach activities trained and supported by the Action (disaggregated by type of organisation and target group: women, youth, indigenous peoples, PLWD, LGBTI persons, etc.)  1.2.1.a % of organisations representing women  1.2.1.b % of organisations representing youth  1.2.2 N. of electoral/democratic reports produced by CSOs supported by the Action	1.2.1. 0 (2022)  1.2.1a 0 (2022)  1.2.1b 0 (2022)  1.2.2 0 (2022)	1.2.1. At least 10 CSOs supported by the Small Grants Programme  1.2.1a At least 30%  1.2.1b At least 20%  1.2.2. at least 10 (2024)	1.2.1. Implementing partner/CSOs records  1.2.2. Implementing partner /CSOs records. Reports of activities implemented by the CSOs	CSOs understand the importance of their role, apply for the grants and undertake the training
<b>Output 1</b> <b>relating to Outcome 2</b>	2.1. A comprehensive risk management system designed and implemented, identifying and mitigating corruption risks within the Bolivian Police (FELCN).  - 2.1.1. Corruption risks assessment undertaken and Action Plan developed.  - 2.1.2. Provided technical assistance for the implementation of the Action Plan.  - 2.1.3. Transparency and anti-corruption information systems within the FELCN updated and streamlined.	2.1.1. N. of risk control measures implemented with support of the Action  2.1.2. A Corruption risks diagnostic approved and an Action Plan to combat corruption in the Police Force (FELCN) adopted and implemented  2.1.3. FELCN web portal provides information for the population on corruption risks identified, implemented measures and results  2.1.4. N. of complaints treated by the FELCN through an updated complaint system	2.1.1. 0 with EU support (2022)  2.1.2. 0 with EU support (2022)  2.1.3. It does not provide (2022)  2.1.4. 0 with EU support (2022)	2.1.1. 3 measures (2024)  2.1.2. 1 Risk diagnosis approved and 1 Action Plan adopted by 2023, and 60% of the Action Plan priorities implemented by 2024  2.1.3. Web portal with information (2024)  2.1.4. 250 complaints treated by the updated system (2024)	2.1.1. Report of the Inspectorate on the implementation of risk management , FELCN records  2.1.2.FELCN records/project  2.1.3. Web site/FELCN reports  2.1.4. Report on the operation of the FELCN Complaints System	FELCN remains committed to the fight against corruption and implements risk management
<b>Output 2</b> <b>relating to Outcome 2</b>	2.2. Strengthened ethics, integrity and a corruption prevention culture within the Bolivian Police (FELCN).	2.2.1. A Code of Ethics for the Police is updated and socialised by 2024  2.2.2. N. of awareness events on the Code of Ethics for the Police	2.2.1 To be relieved in 2023 through a baseline study	2.2.1 At least 80% by 2024  2.2.2. 2 workshops (2024)	2.2.1. Updated Code of Ethics  2.2.2. FELCN Report about awareness events	The Bolivian Police is committed to improving ethics and

	<ul style="list-style-type: none"> <li>- 2.2.1. Code of ethics for the police updated and under implementation.</li> <li>- 2.2.2. Promoted culture of ethics and integrity in the Bolivian Police.</li> </ul>	2.2.3 N. of DGFELCN police officers sensitised on ethics and integrity (disaggregated at least by sex)	2.2.2 To be relieved in 2023 through a baseline study 2.2.3 To be relieved in 2023 through a baseline study 2.2.4 To be relieved in 2023 through a baseline study	2.2.3. 70% of assigned personnel trained in police ethics (2024) 2.2.4. 1 Study plan (2024)	on the Code of Ethics for the Police 2.2.3 FELCN report about ethics and integrity trained 2.2.3. UNIPOL report about study plan	integrity within the institution Police staff are allocated time for participating in project activities. Staff turnover is limited
<b>Output 3</b> <b>relating to Outcome 2</b>	2.3. Internal capacities reinforced for the investigation, prosecution and sanction of acts of corruption within the Police (FELCN). <ul style="list-style-type: none"> <li>- 2.3.1. Strengthened internal control mechanisms and bodies</li> <li>- 2.3.2. Reinforced mechanisms for the investigation, prosecution and sanction of corruption acts within the Police and Prosecutor's Office.</li> <li>- 2.3.3. Increased capacities of police members, anti-corruption specialised judges and prosecutors on investigation, prosecution and sanction of corruption acts.</li> </ul>	2.3.1. N. of control mechanisms adjusted/improved with support of the Action 2.3.2. N. of sanctions for serious misconduct committed within the FELCN (Disciplinary Regime) 2.3.3. N. of police, prosecutors and judges specialised in corruption trained which have passed the final examination (disaggregated at least by sex)	2.3.1. 0 with support of the Action (2022) 2.3.2. TBD (2023) 2.3.3. 0 with support of the Action (2022)	2.3.1. 2 control mechanisms adjusted/improved by (2024) 2.3.2. 30 (2024) 2.3.3. 70% of police staff, 70% of judges, 70% of prosecutors trained (2024)	2.3.1. Report of Prosecutor's Office, Judiciary, and DGFELCN 2.3.2. FELCN records and disciplinary system 2.3.3. Prosecutor's Office, Judiciary, and FELCN records	The institutions (Police, Prosecutor's Office and Judiciary) facilitate the participation of judges, prosecutors and police in training processes and activities

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

In order to implement this Action, it is not envisaged to conclude a financing agreement with the Plurinational State of Bolivia.

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this Action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of the adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3 Implementation Modalities

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<sup>8</sup>.

#### 4.3.1 Indirect Management with a pillar assessed entity

This Action may be implemented in indirect management with two entities (one per specific objective), which will be selected by the Commission's services using the following criteria:

- Solid sector/thematic expertise and experience on electoral assistance (for specific objective 1) and fight against corruption/support to the police (specific objective 2), both in Bolivia and worldwide, with the possibility to mobilise international and regional expertise.
- Sound management and logistical capacities proven by previous actions on electoral support and fight against corruption/illicit drug trafficking in Bolivia, and they both have large offices in the country with comprehensive expertise.
- Perception of neutrality and international mandates in the areas of action which will ensure legitimacy to work with the Bolivian State in such sensitive areas, and alignment of support with international standards.
- Previous experience with strategic EU-funded projects with a strong political dimension. Capacity to draw lessons from the intervention that can feed global EU and UN policies and vice versa, to apply global standards and protocols in country-based interventions.
- Complementarity with previous and ongoing contracts funded by the EU in Bolivia in the areas of electoral support and fight against illicit drug trafficking (MIP priority area 2).
- Capacity of conducting risk assessment and propose mitigating measures to address those in an effective and timely manner.
- Strategic relevance for EU multilateral engagement, with strong capacities of coordinating with international community partners, particularly including EU Member States, and liaise with other stakeholders, including both State actors and civil society. Abilities to pull in additional funds by other development partners, ensuring full complementarity and transparency across donors.

<sup>8</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

**4.3.1.1 More specifically regarding Specific objective 1, the entity will additionally also comply with the following criteria:**

- Have solid sector expertise and management capacities of Electoral Assistance Projects, including having access to a worldwide network of electoral expertise.
- Count on a well experienced technical team, including both at managerial level, and at technical level regarding the logistical/administrative capacity of a country-based team.
- Have recognition by all actors, including by the electoral authorities, as a reliable, neutral and independent partner in the field of elections.
- Hold a mandate to work on issues related to governance, electoral assistance and donor-coordination in these fields.
- Proven records of successful electoral support and consolidated relations with the EMB in Bolivia, both at national and subnational levels.
- Previous experience with EU funded actions on electoral support.

**4.3.1.2 More specifically regarding Specific objective 2 - the entity will additionally also comply with the following criteria:**

- Hold a mandate on fight against corruption and implementation of UNCAC and Drug Control Conventions.
- Have experience supporting the implementation of Action Plans against illicit drug trafficking and police reform in the region, including Bolivia.
- Count with expertise at national local, regional, and global levels in the referred topics, being able to facilitate the exchange of good practices and having access to specialised support from headquarters.
- Have solid experience in Bolivia working with the police, the Judiciary and the Prosecutors' Office on subjects such as ethics, transparency, prevention measures and fight against corruption.
- Previous experience with EU funded actions in the field of fighting organised crime and illegal substances.

No fall-back option in direct management is envisaged, as deemed not appropriate.

## 4.4 Indicative Budget

<b>Indicative Budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Implementation modalities</b> – cf. section 4.3	
<b>Objective 1</b> composed of	1,500,000
Indirect management with an international organisation- cf. section 4.3.1	1,500,000
<b>Objective 2</b> composed of	1,000,000
Indirect management with an international organisation- cf. section 4.3.1	1,000,000
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	may be covered by another Decision
<b>Contingencies</b>	N/A
<b>Totals</b>	2,500,000

## 4.5 Organisational Set-up and Responsibilities

The implementation of Specific Objective 1 will be guided by a Steering Committee composed by the main beneficiary (EMB/OEP), the implementing partner and the EU. The Steering Committee will be responsible for supervising the Action's implementation, approving the work plans and potential adjustments. It will also



ensure adequate implementation in accordance with the work plan, foreseen budget and expected results. There will be additional joint meetings with other donors, for ensuring complementarity and for periodically (and *ad hoc* when required) providing political-electoral context analysis by the implementing partner. Finally, the EU will continue to co-chair (with UNDP) the donor-coordination group on democracy and governance aimed at conducting joint policy analysis and dialogue, aligning positions and ensuring coordination of democracy support. Other electoral stakeholders, including other international organisations and civil society, may be invited when relevant.

The implementation of Specific Objective 2 foresees an Inter-institutional Governance Committee (CGI) as the project's highest decision-making body. It will be responsible, inter alia, for defining the project's objectives, approving its annual work plans, and reviewing the project progress reports. Likewise, the CGI will be the highest supervision instance managing the project strategy to ensure the fulfilment of the project's objectives, and ensuring inter-institutional coordination. During the project's lifecycle, the Committee will meet at least once a year. It will be chaired by the EU Delegation and composed of the implementing partner, the Ministry of Government, as national counterpart, with all three entities holding voting rights. In addition, the Project Coordinator, a representative of the Vice Ministry of Social Defence and Controlled Substances, a representative of the Police Commander and a representative of the General Directorate of the Special Force against Drug Trafficking may participate. Decisions will be made by consensus.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the Action.

## 5 PERFORMANCE MEASUREMENT

### 5.1 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) and the partner's strategy, policy or reform Action plan list (for budget support). Indicators shall also be disaggregated at least by sex. All monitoring and reporting shall assess how the action is taking into account the human rights based approach and gender equality.

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).

Roles and responsibilities for data collection, analysis and monitoring:

All responsibilities for collecting, analysing and monitoring data, including monitoring and reporting on logframe indicators, belong to the implementing partners for both Specific Objectives SO1 and SO 2. Regarding stakeholders participation in project monitoring, it will be ensure through their participation in governance structures. The Steering Committee of specific objective 1 foresees the regular participation of State institutions (namely the EMB) and civil society; as it is also the case in the donor coordination group on Democracy and Governance co-chaired by the EU and the UNDP. Regarding specific objective 2, the Inter-institutional Technical Committee will integrate State institutions as explained beforehand.

### 5.2 Evaluation

Having regard to the nature of the Action, a final evaluation may be carried out for this Action or its components contracted by the Commission.

It may be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that (i) it is a strategic Action in a sensitive sector, (ii) further electoral

support towards the 2025 general elections will need to be assessed against the political and institutional context (specific objective 1) and (iii) it is complementary to budget support and targeted projects in a strategic sector of EU Development cooperation i.e. fight against illicit drug trafficking (MIP priority area 2). The final evaluation would reflect how the Action is being implemented from a Rights Based Approach and is contributing to gender equality and women's empowerment. For this, expertise on human rights and gender equality would be ensured in the evaluation teams.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

The financing of the evaluation may be covered by another measure constituting a Financing Decision.

### 5.3 Audit and Verifications

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 audit or verification assignments for one or several contracts or agreements.

## 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external Actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the Actions concerned. This obligation will continue to apply equally, regardless of whether the Actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU Member States.

However, Action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility Actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure Action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy Actions with sufficient critical mass to be effective on a national scale.

## Appendix 1 REPORTING IN OPSYS

An Intervention (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: ‘a given contract can only contribute to one primary intervention and not more than one’. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a ‘support entities’. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

The present Action identifies as:

Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Contribution agreement with a pillar assessed international organisation (budget line: Indirect management with an International Organisation - cf. section 4.3.1)
<input checked="" type="checkbox"/>	Single Contract 2	Contribution agreement with a pillar assessed international organisation (budget line: Indirect management with an International Organisation - cf. section 4.3.1)