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ANNEX

of the Commission Implementing Decision on the individual measure in favour of the Republic of Guinea-Bissau for 2023

Action Document for Support to the Electoral Cycles of Guinea-Bissau 2023-2025

INDIVIDUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and individual measure in the sense of Article 23 of NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Support to the Electoral Cycles of Guinea-Bissau 2023-2025 OPSYS number: ACT-62075 Financed under the Neighbourhood, Development and International Cooperation Instrument (<u>NDICI-Global Europe</u>)
2. Team Europe Initiative	No
3. Zone benefiting from the action	Guinea-Bissau
4. Programming document	Multiannual Indicative Plan (MIP) 2021-2027 for Guinea-Bissau ¹
5. Link with relevant MIP(s) objectives / expected results	The Action is aligned to the MIP priority 3 (Good governance and stability).
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s) / sectors	Priority area 3: Good governance and stability; Sector: Elections
7. Sustainable Development Goals (SDGs)	Main SDG: SGD 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels). Other significant SDGs: SGD 17 (Strengthen the means of implementation and revitalise the Global Partnership for Sustainable Development); SGD 5 – 5.5 (Ensure women’s full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life); 10 (Reduce inequalities).
8 a) DAC code(s)	15151 Elections
8 b) Main Delivery Channel	41114 United Nations Development Programme

¹ Commission Implementing Decision adopting a multiannual indicative programme for the Republic of Guinea-Bissau for the period 2021-2027.

9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	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"/>
	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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	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"/>
11. Internal markers and Tags	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	/
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	transport people2people energy digital connectivity	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	/

		<input type="checkbox"/>	<input type="checkbox"/>	
	Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line: 14.020120 Total estimated cost: EUR 4 579 720 Total amount of EU budget contribution: EUR 1 000 000 Other estimated contributions (UNDP): EUR 3 579 720			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Indirect management			
14. Type of measure	<input type="checkbox"/> Cooperation facility <input type="checkbox"/> Measures in favour of Civil Society			

1.2 Summary of the Action

The Action aims at supporting the Government of Guinea-Bissau to hold credible, legitimate and transparent legislative and presidential elections respectively in 2023 and 2025, as foreseen by the country's Constitution, with a view to consolidate democratic governance. It stems from Guinea-Bissau Government request to the technical and financial partners to provide support in the preparation of the elections, via a basket fund managed by the United Nations (UN). Promoting democratic participation will help tackle social exclusion, one of the aspect of inequalities.

The Action is designed as a follow-up to the EU electoral missions (EU Electoral Observation Mission (EOM) 2014 and Electoral Expert Mission (EEM) 2019).

The Action follows the implementation of PACE (Electoral Cycle Support Project) 2018-2019, which was jointly formulated by the United Nations Development Programme (UNDP). It is based on the conclusions of the UN Electoral Needs Assessment Mission (NAM), of June-July 2022², which highlighted the limited capacity of the electoral bodies, the National Elections Commission (CNE) and the Technical Office to Support Electoral Processes (GTAPE). It is also based on the conclusions of the Economic Community of West African States (ECOWAS) event on Preventing Electoral Violence in Guinea-Bissau (2022)³ on the lack of adequate knowledge around citizenship and exercise of civic rights.

The intervention, which strengthens the electoral cycle approach adopted by UNDP during the previous elections, will focus on the institutional and technical capacity building of CNE and GTAPE, to strengthen political participation of citizens (including the most vulnerable: women, youth, elders, people living with disability, rural and marginalised populations) and increase transparency of elections results through digitalisation and innovation. The Action will also focus on awareness raising on the rights and responsibilities of citizens in a democratic society and on political participation, as well as on the prevention of elections related conflicts. This will be made through civic education campaigns, the development and implementation of a Political and Media Conduct codes, training and social communication events, with the active involvement of civil society.

² Report of the Electoral Needs Assessment Mission (NAM) led by the Electoral Assistance Division (EAD) of the Department of Political and Peacebuilding Affairs (DPPA), dispatched from 29 June to 8 July 2022 to Bissau, Guinea Bissau.

³ Report "A Voz da Sociedade Civil da Guiné-Bissau no Processo Eleitoral de 2019", coordinated by the Electoral Monitoring Cell (EMC), and supported by the WANEP Regional Project "Monitorização, Análise e Mitigação da Violência Eleitoral".

2 RATIONALE

2.1 Context

Guinea-Bissau has an area of 36,120 km² with an estimated population of 1,700,000. Since its independence in 1973 (formally recognised in 1974), Guinea-Bissau has experienced several major political crises and recurrent institutional instability. Available data shows that the country's economic and social indicators are among the most fragile in the world and well below the average for all sub-Saharan African countries. The country is one of the poorest countries in the world, with a Human Development Index of 177/189 in 2021. Inequalities in Guinea Bissau remains high, testified by the Gini coefficient rate of 34.8. The share of income among the poorest bottom 40% is substantially lower (5.77% in 2021)⁴ than the rest of the population, affecting economic growth, undermining social cohesion, and fueling political instability and population's displacement.

Guinea-Bissau faces challenges linked to transnational organised crime in a context of porous borders and weak rule of law, persistent socio-economic vulnerability and climate change related issues. The State is structurally weak and has little presence outside the country's capital Bissau. Projects financed by technical and financial partners provide a relevant part of access to services in vital sectors such as health, education, water and energy. Poverty is deep and entrenched, which poses a serious limitation to the achievement of the Sustainable Development Goals (SDGs).

The general context of structural weakness and growing poverty and inequality has been aggravated by the recent health crisis, which has disrupted the already fragile economy and led to the deterioration of the fiscal situation, accentuating the gap in relation to the average growth of the West African Economic and Monetary Union's gross domestic product (GDP). The Covid-19 crisis has also had a significant impact on violence against women and girls. Despite Law No. 14/2011 criminalising the practice of Female Genital Mutilation (FGM), and despite Law No. 6/2014 criminalising domestic and family violence, harmful practices continue to be part of the daily lives of Bissau-Guineans.

At 2019 legislative and presidential elections, both international bodies that planned observation missions and civil society organisations (CSOs) that monitored these elections concluded that they were conducted properly and peacefully. However, the outcome of the second round of the Presidential elections was contested, thus opening, at the end of 2019, an uncertain period in terms of full respect for the constitutional order. Finally, ECOWAS recognised President Sissoco Embaló and his Government, led by Prime Minister Nuno Nabiam, as legitimate.

Despite the apparent stabilisation after the election of President Sissoco Embaló, on 1 February 2022 Guinea-Bissau experienced an attempted coup. Shortly after the coup attempt, ECOWAS redeployed a stabilisation force to the country, which has created tensions between the President and the Parliament. In May 2022, the President dissolved the Parliament and called for legislative elections by the end of the year. A transitional Government of presidential initiative was nominated with subsequent changes in an already weak Public Administration. Legislative elections initially foreseen on 18 December 2022 have been postponed to 4 June 2023 due to insufficient national funds and the need to update the voter registry, which remains a complex and time consuming process. Presidential elections should take place in 2025.

Voter registration began on 10 December 2022, preceded by an electoral mapping. This took place in a polarised socio-political environment, as well as in a context of external shocks such as inflationary pressure on major commodities, which have significantly increased the cost of living. Nevertheless, the Government declared its intention to fund 70% of the electoral process from the country's own resources, including through the use of a 'democracy tax'.

Even if the main opposition parties have held their internal congresses and can therefore run for elections (although the results of the congress of the African Party for the Independence of Guinea and Cape Verde (PAIGC) - the main opposition party - have yet to be validated by the Supreme Court), the lack of a real electoral authority and some allegations about the voter registration – in a context of increased politicisation of ethnic and/or religious line - cast a shadow over the process and could be used later as arguments to challenge its validity.

⁴ <https://data.undp.org/inequality-bottom40/>.

At the sub-regional level, in 2023 Guinea-Bissau is serving as Chairman of the ECOWAS Authority of Heads of State and Government. The country has used its historically low profile in the international arena to act as mediator in regional conflicts and to raise the country's international profile.

Given Guinea-Bissau's history, supporting the democratic governance, notably on electoral cycles, is particularly relevant to contribute to the country's stabilisation.

2.2 Problem Analysis

Short problem analysis:

As highlighted in the report of the UN Electoral Needs Assessment Mission (NAM), which visited the country in June-July 2022, recent political struggles are linked to key events in the country after the disputed outcome of the 2019 presidential run-off election, including differences between the executive and legislative branches of the Government over the constitutional review process and immunity for members of the Parliament. The NAM also drew attention to broader issues that are essential to ensuring inclusive and credible elections, such as freedom of expression and freedom of peaceful assembly and association. Nevertheless, although most stakeholders lack confidence in state institutions, all political actors met by NAM reiterated their intention to participate in the upcoming elections and hoped that they would be transparent and inclusive. Political participation of women, notably their right to access and compete on an equal footing for leadership and decision-making roles, remains a challenge: despite a National Policy for Gender Equality and Equity (PNIEG) of 2012 and the Parity Law of 2018, which establishes 36% quota in women's representation in parliament, women are underrepresented in decision-making spheres, with less than 14% in the now dissolved National Assembly, only 3 ministers over 23 in the Government and 28% female judges Judiciary.

The reports offered by the EU electoral missions (EU EOM 2014 and EEM 2019) are offering a comprehensive analysis, shared with the government of Guinea Bissau, of challenges in electoral processes, ranging from equal access to public information, inconsistencies between the Constitution and the Electoral Law, transparency of the results management process, voter education, to women representation in the political field.

As regards the electoral bodies, despite some progress, CNE and GTAPE actual capacity in organising themselves is limited, given shortfalls in human resource capacities, notably on information technology, at operational, administrative and financial level. Electoral related logistic and procurement capacities, especially in a short timeframe are particularly challenging. The communication of these electoral bodies with the population was also weak in the previous electoral cycles and needs to be improved.

The risk of increased ethnic and religious tensions as a result of the election campaign persists and should be mitigated, also considering the existence of misinformation and disinformation campaigns. Civic and rights education – including for women, especially in rural areas, elder and new young voters, people living with disability – should be specifically developed, as institutions that are democratic and representative of all groups in society are key to achieve peace and national prosperity. In particular, the adoption of a gender and youth perspective in election bodies decision-making can contribute to improve women and youth participation in electoral processes, which means increased opportunities for political socialisation and influence.

Despite Government's efforts to increase, compared to the previous electoral cycles, national resources to support the elections, financial and technical support – including through technical assistance and the deployment of election observation missions – continue to be necessary to consolidate a democratic culture in the country.

Challenging logistics linked to the rainy season and the short time available for organisation, considering that the process of voters registry updating started early 2023, may be decisive in maintaining the date of 4 June 2023 for the legislative elections. A shift in the election calendar cannot therefore be excluded. A medium and long term approach is highly relevant, including the legislative elections and paving the way for credible and transparent presidential election in 2025, based on capacity building and awareness raising of the various stakeholders involved in electoral cycles.

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

The management of elections in Guinea-Bissau is under the responsibility of two main bodies: the National Elections Commission (CNE), oversight by the Parliament, and the Technical Office to Support Electoral Processes (GTAPE), under tutelage of the Ministry of Territorial Administration. The CNE is the principal

electoral body responsible for conducting elections and referenda, supervision of the voter registration and civic and voter education. It is an independent body. **GTAPE** is responsible for voter registration and related civic education.

Other institutions, such as the **Supreme Court** are involved in the elections in vetting and certifying the candidates and handling the judicial appeals. The **Ministry of Foreign Affairs** takes care of the electoral activities in the diaspora, including elections and voter registration.

The **Group of Civil Society Organisations for Elections (GOSCE)** is an umbrella organisation linking over 20 local civil society groups; it was created in 2012 following the *coup d'état*, with the objective to contribute to re-establishing the democratic order, supporting the transitional Government and the new electoral process. It includes organisations with different missions and covering various groups, including women and youth.

International community: Government had formally requested the **UN** to provide support, via a basket fund, for the preparation of the 2018 and 2019 elections, to which the EU has contributed. A request for support has been formulated for the 2023 legislative elections as well.

The **final beneficiaries** will be the citizens of Guinea-Bissau considered in an inclusive manner. Particular emphasis will be placed on women, youth of voting age and vulnerable people, including internally displaced persons (IDPs), both in terms of their participation in the electoral process and their representation as elected officials.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The **Overall Objective** of this Action is to strengthen democratic governance to guarantee social and political stability in the country.

The **Specific Objective** is to contribute to enhancing credibility, inclusivity, legitimacy and transparency of 2023-2025 electoral cycles, in line with the domestic legislation and international standards.

The Outputs to be delivered are:

1. Key public bodies of the electoral process are credible, efficient, transparent and inclusive.
2. Awareness of population, including youth, women and vulnerable groups, is raised on active citizenship and citizens' contribution to good electoral governance.

3.2 Indicative Activities

Activities related to Output 1 - Key public bodies for the electoral process are credible, efficient, transparent and inclusive

- Supporting the **CNE's Gender and Social Inclusion Unit** in the implementation of a continuous outreach and training for **gender mainstreaming and social inclusion towards stronger political participation** of women, youth, people with disabilities, rural populations, the elderly, and other social groups at risk of exclusion.
- Improving **GTAPE's communication to the public**, particularly on the importance of registering to vote and information on the progress of voter registration activities.
- Supporting the required **assessment of the Parity Law** and sharing successful experiences from other countries in implementing similar legislation.
- Supporting the **CNE** in the introduction of innovative measures to increase transparency, notably on the **digitalisation and publication of results, individual polling station by polling station**, on the official CNE website, including **gender-disaggregated** data.

Activities related to Output 2 - Awareness of population, including youth, women and vulnerable groups, is raised on active citizenship and citizens' contribution to good electoral governance

- Supporting the **CNE and the Ministry of Education** in updating **comprehensive programmes in schools and media** on human, civic, and political rights and on understanding democratic processes and values.
- Supporting CNE and civil society organisations, traditional and religious leaders, academia, the media, and political parties in the design and implementation of **long-term civic education campaigns for citizenship** in the whole country throughout the Action period (2023-2025), including on the rights and responsibilities of citizens in a democratic society and on political participation of women, youth, people with disabilities, and other marginalised populations.
- Promoting the development and implementation of a **Code of Political Conduct** as well as a **Code of Media Conduct** rejecting hate speech, inflammatory language, intimidation, and the deliberate use of disinformation.
- Supporting the use of public art, sporting events and community radio to convey the importance of respecting official election results and the consequences of **violence during and following elections** (particularly on women, children and other socio-economically disadvantaged groups).

3.3 Mainstreaming

Outcomes of the EIA (Environmental Impact Assessment) screening

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

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

Gender equality and empowerment of women and girls

In accordance with the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee (DAC) codes, this Action is marked G1. This implies that gender equality is a significant objective. The Action will promote gender equality, women's and girls' rights and empowerment and non-discrimination on any grounds, through targeted and mainstreamed interventions. Beyond the inclusion of women, the Action will ensure that gender dynamics, relations of power, conditions of access and differential needs between men and women are analysed, in order to design activities that exploit opportunities and address bottlenecks. The Action aligns with the Gender Action Plan (GAP III)⁵ and its Country Level Implementation Plan (CLIP) for the period 2021-2025, and the Civil Society Roadmap 2021-2025. The equal participation of women and men in decision-making bodies is one of the key principles on which good governance is based, and a guarantee of a nation's sustainable development. Gender issues will be specifically addressed in the trainings provided to the CNE, GTAPE, CSOs and political parties as well as in awareness raising. The Action will also contribute to strengthening women's participation in politics, beyond sensitisation efforts aimed at their effective participation in the electoral process.

Previous EU electoral missions (2014 and 2019) have suggested that, to implement the Constitutional provision of equal rights (art. 24), authorities can resort to adopting temporary special measures aimed at accelerating and achieving de facto equality between men and women in public institutions, including the Electoral Management Bodies.

Human Rights

The Action aims at promoting the fundamental principles of human rights and democracy, protecting and promoting political rights, empowering and promoting the political inclusion of all irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status. The Action integrates the human rights-based approach, which aims at strengthening the capacities of duty bearers to assume their responsibilities and encouraging rights' holders to enforce them. The success of the activities implemented will be evaluated, in particular the respect of the international commitments of the State of Guinea-Bissau in the protection of fundamental human rights. Respect for human rights is more critical in a context of insecurity because vulnerabilities are exacerbated, especially for Internally Displaced Persons (IDPs), making them more vulnerable

⁵ https://ec.europa.eu/commission/presscorner/detail/en/IP_20_2184.

to violence and abuse. Access to identity documents will be promoted to ensure the participation of vulnerable people and IDPs. As part of securing the various stages of the elections, the National Human Rights Commission (CNDH) will conduct awareness-raising and training activities on human rights for those involved in the electoral process, particularly the defence and security forces.

Disability

As per OECD Disability DAC codes identified in section 1.1, this Action is labelled as D1. This implies that the Action will specifically address the special needs and promote political inclusion of people living with disabilities (PWDs). Specific awareness-raising interventions and facilitating access to the polling station, building on a previous project on political participation for people living with disability are also foreseen. The Action builds on a previous EU funded project on strengthening inclusive electoral practices in Guinea-Bissau.

Reduction of inequalities

Reduction on inequalities is targeted in this intervention (I-Marker -1). The impact of the intervention on some targeted groups (youth, women, persons with disabilities) will be specifically measured during monitoring and evaluation, namely involving electoral and civic participation of these groups, awareness level of the civic rights campaign and training, and political participation. Guinea-Bissau's Gini Coefficient was last recorded in 2018, resulting in a total of 34.8 (where a Gini index of 0 represents perfect equality, while an index of 100 implies perfect inequality). Although there is no specific data, urban versus rural inequality is to be considered; the lack of infrastructure and access to basic services in the rural areas has an important impact regarding political participation and access to political and public life. As explained in the CLIP for Guinea-Bissau, gender inequality is based on various social, cultural and institutional factors. For example, there are clear differences in figures between women and men in employment, income, mortality, school drop-out rates and in the number of women occupying appointive and elective positions within the Government. Gender inequality is worsened by a legal and governance system which is not effectively enforced.

Democracy

Supporting the exercise of democracy and diverse forms of participation of citizens in and beyond elections is at the very core of EU interventions. The Action will strengthen the Electoral Management Bodies and make roles, responsibilities, procedures and reporting more transparent, as well as enhancing their capacity to implement the whole cycle of electoral processes. The Action will contribute to the country's recovery from a long period of instable governance.

The mainstreaming of cross-cutting issues and good governance considerations are ensured through: (i) the systematic involvement of different stakeholders in transparent decision-making processes, feasibility review and in the implementation of actions at all levels; (ii) the EU's good governance objectives; (iii) the application of the principles of gender and inclusiveness of youth and vulnerable people, and (iv) the integration of the project's strategies/actions into the overall good governance framework. Women and youth will be integrated for full participation in electoral processes as voters and candidates. Support to political parties will include internal governance, capacity building of supporters, compliance with standards and ethics, programmatic communication, promotion of women and youth meaningful participation.

According to past EU election observation missions, a breakdown of results by individual polling station would deserve to be published in full, to allow for cross-checking of results, to enhance transparency, verifiability and integrity of the election result. The Action can play a major role in helping national administration fulfil this transparency requirement consistent with the ECOWAS' Protocol on Democracy and Good Governance in its article 6.

Conflict sensitivity, peace and resilience

The Action will benefit from the political dialogue that will accompany the implementation of the interventions and follow the progress of the electoral cycles to the return to constitutional order. This Action is also part of the EU Action Plan for Women, Peace and Security⁶ for the implementation of Security Council Resolutions 1325, 1820 and 2242 2020-2022. This will include support to women's CSOs to enable women's participation in governance bodies and gender mainstreaming in security and defence, peace negotiations, peacebuilding, and post-

⁶ EEAS(2019)747.

conflict governance. This will involve supporting better representation of women at all levels of decision-making in national, regional and international institutions and mechanisms for the prevention and resolution of disputes.

Disaster Risk Reduction

Not relevant.

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
Political and/or social instability undermining rule of law and deteriorating security conditions, particularly for the most vulnerable groups.	Risk 1	H	H	Information, communication, training and dialogue with national authorities, but also main political parties, and civic protest movement and international community, to prevent conflicts and avoid escalation of violence and security conditions. Presence of the ECOWAS Force.
Coordination among donors and with public authorities is not efficient making decisions difficult to take in time. The EU is considered a donor and not a partner. Democracy support actions inside and outside the basket fund are not coordinated.	Risk 2	M	M	An Election Steering Committee will be set up to high-level discussion at political level and decision-making. Basket fund donors, CNE, GTAPE public authorities, other election donors, and representative of the civil society supporting elections, will participate. A restricted Project Board will be set up for the operationalisation of the Action decision making, in particular for budget and planning decision and smooth monitoring of the execution. The EU Delegation will contract ad-hoc democracy support expertise, through the MIP support measures, to help reinforce coordination and partnership among stakeholders.
2023 elections might be postponed and the political impasse will continue.	Risk 3	M	M	The Basket Fund has been reactivated in February 2023. The Government announced to be the 1 st contributor of the electoral process, funding around 70% of the elections from the State budget and asking for donors' support for the remaining 30%. The UN, with the support of the EU in the framework of the TFPs group, are actively involved in raising funds in order to allow coverage of short-medium-long term activities, thus avoiding the postponement of date caused by delays in election preparation.

Civil Society Group for Elections (GOSCE) may not been involved in the electoral process; trained resources may not be active or available.	Risk 4	L	L	<p>EU and partners are actively looking for internal and external resources to support civil society in the electoral process in particular in civic education as well as in monitoring. The EU will support GOSCE's activities via the project Ianda Guiné Djuntu.</p> <p>Partnership with specialised international civil society organisations should be also promoted.</p> <p>Dialogue with local and international civil society organisations is being promoted.</p>
UNDP does not find sufficient funding to accomplish its tasks.	Risk 5	M	M	<p>The UN coordination will set up a fundraising plan with international community in order to find the necessary resources. EU Delegation will contribute to this as co-leader of the TFPs group and will continue to lobby.</p>
Achievement of the objective of reducing inequalities in the electoral cycles among some vulnerable groups can be negatively influenced by a number of external factors (e.g. economic outlook at global, regional and national level).	Risk 6	M	M	<p>Conducting evaluation studies, using the Distributional Impact Assessment (DIA) ex ante and ex post could help mitigate this risk. The DIA will demonstrate the effectiveness of the action regardless of the dynamics of inequalities at macro-level.</p>

Lessons Learnt:

The EU has been active in supporting electoral processes in Guinea Bissau. The recommendations offered by the EU Election Observation Mission 2014 and the EU Election Expert Mission 2019, shared with the national administration, have been a source of inspirations and guidance to design the action. Among priority recommendations shared with the Guinea-Bissau government, that this action can help address: (1) omissions in the voter register need to be corrected, including by a timely publication of provisional lists for public scrutiny respecting the legal closing of the register 30 days before Election Day; (2) Election Management Bodies to offer effective and timely information on all steps of electoral preparation and information of public interest to be immediately and easily accessible; (3) the results management process needs to be fully explained to all stakeholders in advance of the polls, and a breakdown of results by individual polling station to be published in full, to allow for crosschecking of results, to enhance transparency, verifiability and integrity of the election result; (4) in order to ensure the right of participation, voter education campaigns need to be strengthened, aimed at an all-inclusive coverage with information activities conducted in creole and local languages.

During the last electoral cycle (2018-2019), most of the technical and financial support, including a contribution of EUR 3 500 000 from the EU, was channelled through the Basket Fund "Support to Electoral Cycles of Guinea-Bissau 2018-2019" implemented by the UNDP and organised around two components: (i) a credible and reliable voter register is developed/updated for the parliamentary elections and a reliable voter register for the presidential elections; (ii) transparent and credible elections are organised in accordance with national legislation and international standards.

The project contributed to efficient, transparent and credible elections in March 2019, as stated by international observers. All political parties that contested the elections have finally accepted the results. Civic education activities contributed to a participatory electoral process. Approximately 84.7% of registered voters cast their ballots in the elections. Despite the positive outcome, a number of lessons have been learned.

A more appropriate timeline for resource mobilisation is necessary to ensure donor commitment and accountability in financing the elections, in order to avoid logistical and operational risks due to late availability of resources and delays in payments to electoral institutions.

The voter registration process itself faced significant challenges, including political conflicts, shortages of voter registration kits, inadequate planning and insufficient public awareness. The technological capacity installed with the provision of 400 biometric kits to the government of Guinea-Bissau improved the *voter registration system*, however its *link to the civil registry* and other functional identity registries such as passports, driver's licences, and a comprehensive register of civil servants, should be further developed to ensure data harmonisation and avoid repeated costs at each election. The government's planning and implementation of the voter correction exercise prior to the presidential elections suffered from a lack of inclusiveness, and for this reason its outcome was rejected by the majority of political actors. There is therefore a **strong need for early, inclusive, and consistent decision-making and planning** for any future updating of the voter rolls. Trust among national actors remains elusive and threatens the fragility of the political environment. The need for a confidence-building framework/mechanism to support elections remains an important consideration.

The fact that GTAPE had very few permanent staff was also a concern. For the 2018 voter registration, staff from other government ministries were seconded to form a multi-sectoral committee that would coordinate voter registration activities. **GTAPE needs to be better funded** by the government between voter registration exercises and its resources need to be better managed.

Civic education on democracy and citizenship needs to be strengthened, focusing on increasing both the breadth of participation by all elements of society [women, men, youth, elders, urban, rural, PWD, other marginalised populations] and the depth of understanding of and commitment to democratic values and practices. Past efforts have focused on voter information, the elements required in order for individuals to be able to register and vote, rather than on the broader rights and responsibilities of citizens in a democratic society typically considered civic education.

The media has used inflammatory and inciting language, sometimes amounting to hate speech and calls for divisive religious sentiments, certainly a concern during the election period. The United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS) advocacy efforts, in collaboration with the National Council for Social Communication and through the signing of the Code of Conduct for Media Coverage of Elections by Major Media outlets, have helped to reduce this trend. However, inflammatory language on social media continued and future efforts could attempt to include social media in a code of conduct. In addition, advocacy should be undertaken to pass the bill regulating online communications.

3.5 The Intervention Logic

The intervention logic behind this Action follows the recommendations of past EU election missions. It also builds up on the implementation of PACE (Projeto de Apoio ao Ciclo Eleitoral / Electoral Cycle Support Project) 2018-2019. It takes into account the conclusions of the UN Electoral Needs Assessment Mission (NAM), which visited the country in June-July 2022.

The present intervention has been designed to increase the capacity of Government bodies to hold credible, legitimate and transparent legislative and presidential elections in 2023 and 2025. The electoral bodies, in particular CNE and GTAPE, have a limited capacity, and should be supported, not only with financial but also dedicated specialised human resources and capacity building. In a context of political impasse, which has already impacted the date initially foreseen for elections, financial support to the Government to afford two electoral cycles, as well as the coordination and the synchronisation of international donors and the Government in decision making and in guaranteeing the best use of resources, is necessary to consolidate the democratic governance of the country.

The intervention also takes into account one of the conclusions of the ECOWAS/UN event on Preventing Electoral Violence in Guinea-Bissau (December 2022): ‘the majority of voters lack adequate knowledge in the area of citizenship and exercising their civic rights’. In this regard, the Action will work on civic education on democracy and citizenship and on electoral education, focusing on increasing the participation of all elements of society, in particular the most vulnerable (including women, youth, elders, rural and marginalised populations) and the understanding and commitment to democratic values and practices. While the EU’s previous project on the electoral cycle (2018-2019) has focused on voters information and registering and the operational support to the vote, the current contribution focuses more on the broader rights and responsibilities of citizens in a democratic society seems particularly relevant to enhancing credibility, legitimacy and transparency of 2023-2025 electoral cycles, with a view to a stronger democratic governance.

3.6 Logical Framework Matrix

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Strengthening democratic governance to guarantee social and political stability in the country	<ul style="list-style-type: none"> - Representatives elected at the level of the National Assembly (ANP) and the Presidency take over their functions on the proposed electoral calendar term - Participation rate disaggregated by sex for each scrutiny (legislative and presidential elections) - Percentage of women having participated as candidates in the elections. - Percentage of youth (less than 35 year old) having participated as candidates in the elections. - Proportion of women with parliamentary seats 	2023: 1 President and no ANP functioning. 2019: tbd 2019: tbd 2023: tbd 2023: tbd	2023-2025: 1 President and 102 MPs Improvements in governance indicators	<ul style="list-style-type: none"> - ANP - Civil Society organisations reports - UN reports - Yearly Report Mo Ibrahim - Transparency International 	Transparent and credible elections would give institutions full legitimacy, bringing citizens closer to the state, easing tensions and consolidating democracy

		<ul style="list-style-type: none"> - Proportion of young with parliamentary seats - Mo Ibrahim Index (governance) Corruption perception index 	<p>2021 Overall Governance ranking: 44/54</p> <p>CPI Score: 17/100</p> <p>CPI Ranking: 171/180</p>			
Specific objective(s): Outcome(s)	Contributing to enhancing credibility, legitimacy and transparency of 2023-2025 electoral cycles, in line with the domestic legislation and international standards	<p>Number of elections supported by the EU where the electoral process is perceived by independent observers as free and fair</p> <p>Number of EU election missions recommendations implemented</p>	<p>2019 and 2014 double elections (Presidential and Legislative). Elections were considered credible and transparent elections by International Observers and civil society monitors</p> <p>Recommendations were offered in 2019 to the Government of Guinea Bissau</p>	<p>2023 Legislative elections and 2025 Presidential elections perceived as credible, legitimate and transparent</p> <p>17 recommendations in 2019, including 6 priority recommendations</p>	<ul style="list-style-type: none"> - International Electoral observation missions reports - Civil Society Group for Election (GOSCE) reports - UN Reports - EU EOM 2014 and EEM 2019 reports - Technical assistance reports 	The Government is able to ensure the maintenance of peace and security of electoral operations throughout the territory.
Outputs	<p>1. Key public bodies for the electoral process are credible, efficient, transparent and inclusive</p>	<p>1.1 Number of members of the CNE and GTAPE, having benefited from at least one training on inclusive and transparent electoral process conduct and management.</p> <p>1.2 Timely publication in the official CNE website – in line with GB’s electoral law - of elections results, individual polling station by polling station</p>	<p>2019: tbd</p> <p>2019: tbd</p>	<p>2023-2025: tbd</p> <p>2023-2025: >80%</p> <p>2023-2025: 100% in line with national electoral law</p>	<ul style="list-style-type: none"> - CNE and GTAPE’s reports and presence list of the training and workshop sessions - International observation mission reports - UN reports CNE’s official website 	CNE considered credible and results of the elections are accepted
Outputs	<p>2. Awareness of population, including youth, women and vulnerable groups, is raised on active citizenship and citizens’ contribution to good electoral governance</p>	<p>2.1 Number of citizens, including the most vulnerable, informed and sensitised through civic rights campaigns and activities</p> <p>2.2 Plan of Action on Gender and Social Inclusion developed</p> <p>2.3 Number of Political and Media Conduct Codes developed</p>	<p>2023: tbd</p> <p>2023: tbd</p> <p>2023: tbd</p>	<p>2023/2025: 1.8 million</p> <p>2023-2025: 1</p> <p>2025: 2</p>	<ul style="list-style-type: none"> - CNE report - CSOs reporting - International observation mission reports - International experts reports - CNE’s website 	<p>CNE considered credible and capable</p> <p>CSOs considered capable and credible to provide monitoring and evaluation outputs</p> <p>International observation missions taking place</p>

		2.4 Number of awareness-raising events on electoral violence	2023: tbd	2023-2025: tbd		
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4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this Action, it is not envisaged to conclude a financing agreement with the partner country.

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 36 months from the date of entry into force of the financing agreement.

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

4.3 Budget Support

N/A

4.4 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.⁷

4.4.1 Indirect Management with an entrusted entity

This Action may be implemented in indirect management with the United Nations Development Programme (UNDP), a pillar assessed entity. This implementation entails the management of the Basket Fund "Support to Electoral Cycles 2023-2025" in Guinea-Bissau. Previous experience in Guinea-Bissau demonstrated that a multi-party basket fund for elections ensures coordination among donors and provides a relevant platform for the electoral activities following by the international community.

The envisaged entity has been selected using the following criteria: a consolidated experience in the electoral support sector in Guinea-Bissau, particularly in managing a multi-donor basket fund for elections. The EU has contributed to the basket fund managed by UNDP for the previous elections in 2018-2019, with an amount of EUR 3 500 000. As regards the forthcoming electoral cycle (2023-2025), a contribution from the EU to UNDP's basket fund was indicated by Guinea-Bissau's Government as a valid option to support this process. The choice of UNDP is therefore strategic in terms of EU's multilateral engagement and particularly relevant given the position of this organisation as a key policy interlocutor with the national counterpart about elections. Also, given its previous experience in accompanying previous electoral cycles, UNDP has a deep knowledge of the Electoral Management Bodies of Guinea Bissau and a practice of cooperation with them for years, which is at the origin of mutual trust that is a key issue in such a sensitive and complex environment, in particular in electoral processes. UNDP has also a confirmed experience in the area of population's awareness raising, in particular youth, women and vulnerable groups, on active citizenship and participation of citizens to good governance processes. Experience in institutional capacity building of electoral bodies and awareness raising in democratic governance issues is therefore key and should be the main criteria to be followed to ensure the implementation of the Action, in the event that the collaboration with the UNDP should not materialise.

⁷ 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.

The entrusted entity will include the EU Delegation (EU officials and EU technical assistants) in decision-making processes: technical steering committee, technical meetings, working session on updating UNDP annual work plans related to the PACE.

4.4.2 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

If negotiations with the above-identified entity for indirect management with an entrusted entity fail for circumstances beyond the Commission's control, the Commission's services may use direct management as follows.

Grants (direct management)

(a) Purpose of the grant:

The grant will be used to achieve outputs 1 (Key public bodies of the electoral process are credible, efficient, transparent and inclusive) and 2 (Awareness of population, including youth, women and vulnerable groups, is raised on active citizenship and citizens' contribution to good electoral governance).

(b) Type of applicants targeted:

The circle of potential applicants for funding are legal entities, and according to their type, include the following: civil society organisations and non-governmental organisations.

4.5 Scope of geographical eligibility for procurement and grants

N/A

4.6 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Third-party contribution (amount in EUR) - estimate	Total (amount in EUR)
Indirect Management with an international organisation (UNDP)	1 000 000	3 579 720	4 579 720
Total	1 000 000	3 579 720	4 579 720

4.7 Organisational Set-up and Responsibilities

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 and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

UNDP will establish the Steering Committee as oversight and advisory authority, representing the highest body for coordination, strategic guidance, oversight and quality assurance. The body will facilitate collaboration between UNDP, donors, government partners and other stakeholders for the implementation of the Project. The Steering Committee will review and endorse the Annual Work Plans (AWPs), all activity budgets, will provide strategic direction and oversight, will review implementation progress, and will review narrative and financial progress reports. The Steering Committee will be convened by UNDP, the donors or the Minister of Finance and meet at least on a monthly basis or more frequently as needed.

A broader Elections Steering Committee should be established to coordinate and inform the international and national community engaged in elections, to discuss more political issues about elections, ensuring donors coordination (including those not contributing to the UNDP basket fund), as well as project advancements.

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.

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).

Monitoring and evaluation will assess gender equality results, an impact on rights of groups living in the most vulnerable situations and the implementation of the rights based approach working principles (applying all human rights for all; meaningful and inclusive participation and access to decision-making; non-discrimination and equality; accountability and rule of law for all; and transparency and access to information supported by disaggregated data). Monitoring and evaluation will be based on indicators that are disaggregated by sex, age, disability and area (urban/rural), when applicable.

Human rights and gender equality competence is ensured in the monitoring and evaluation teams.

Roles and responsibilities for data collection, analysis and monitoring:

The EU, national authorities and the implementing partners of the Action will be jointly responsible for monitoring and reporting on indicators of the logframe matrix, including the collection of baselines and regular and endline data collection, which can be supported by specific monitoring and evaluation missions.

Data collection and reporting is under the responsibility of the implementing partners. Specific studies supporting data collection may also be funded under the regular budget of the Action (budget lines grants or procurement).

Active and meaningful participation of stakeholders in the democratic governance and human rights sectors, including their identification, will be sought, via regular exchanges with national authorities and civil society.

The Distributional Impact Assessment tool (DIA) could be applied, as a data source whenever other sources (national, regional, local data) are not available to monitor whether expected outputs have, to a large extent, benefited the bottom poorest 40 % income or wealth, or socio-economically disadvantaged groups, households and individuals. The DIA can also be performed at the start of the implementation phase to a) locate where the most vulnerable live and target them geographically; b) identify main drivers of inequalities (e.g. reasons for not accessing some services) c) unveil intersectionalities (e.g. bottom 40 income who are women, children, etc.)

5.2 Evaluation

Having regard to the importance and nature of the Action, a final evaluation will be carried out for this action or its components via independent consultants contracted via an implementing partner.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that it will be necessary to verify, in particular, whether the action has been able to strengthen the capacities of national authorities and civil society actors in a sustainable way.

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.

The evaluation plan (or component in the foreseen evaluation) should assess the distributional impact of activities undertaken on the bottom (poorest) 40 per cent or socio-economically disadvantaged individuals, households or groups. This can be done through the Distributional Impact Assessment tool (DIA).

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.

In line with the 2022 “Communicating and Raising EU Visibility: Guidance for External Actions”, 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.

At country level, action documents for specific sector programmes are no longer required to include a provision for communication 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:

The present Action identifies as

Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Delegation agreement with an entrusted entity