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This action is funded by the European Union

ANNEX

of the Commission Decision on the individual measure in favour of the Republic of Guinea-Bissau to be financed from the 11th European Development Fund

Action Document for "Support to the Electoral Cycles of Guinea-Bissau 2018-2019"

1. Title/basic act/ CRIS number	Support to the Electoral Cycles of Guinea-Bissau 2018-2019 CRIS number: GW/FED/039-754 financed under the 11 th European Development Fund (EDF)	
2. Zone benefiting from the action/location	Guinea-Bissau The action shall be carried out in Bissau, where the project team will be based, and throughout the country in each Regional Electoral Committee.	
3. Programming document	11 th EDF - National Indicative Programme (NIP) 2014-2020 Mid-term review, AAP 2018	
4. Sector of concentration/ thematic area	Priority 1 : Governance	DEV. Aid: YES ¹
5. Amounts concerned	Total estimated cost: EUR 6 240 388.43 (USD 7 676 700) Total amount of EDF contribution: EUR 2 500 000 This action is co-financed in joint co-financing by: - United Nations Development Programme (UNDP) for an amount of USD 100 000 so far; - Government of Guinea-Bissau for an amount of USD 1 800 000 so far.	
6. Aid modality(ies) and implementation modality(ies)	Project Modality <ul style="list-style-type: none">• Indirect management with United Nations Development Programme for an amount of EUR 2 500 000.	
7 a) DAC code(s)	15151 Elections	

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

b) Main Delivery Channel	United Nations Development Programme 411114			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	NA			
10. Sustainable Development Goals (SDGs)	SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels Goal 17: Strengthen the means of implementation and revitalise the Global Partnership for Sustainable Development			

SUMMARY

The project aims at supporting the Government of Guinea-Bissau to hold credible, legitimate and transparent elections in 2018 and 2019, as envisaged by the country's Constitution, legislative and presidential elections respectively.

In particular, the project will support Electoral Management Bodies and institutions involved in election preparation and implementation, namely the National Election Commission (*Comissão Nacional de Eleições, CNE*), under the National Assembly, and the Technical Office for the Support of Electoral Processes (*Gabinete Técnico de Apoio às Eleições, GTAPE*), under the Ministry of Territorial Administration.

The overall objective is to contribute to the holding of the two polls in 2018 and 2019 via an untargeted contribution to the Basket Fund "Support to Electoral Cycle 2018 and 2019", managed by the UNDP Office in Guinea-Bissau, in support of CNE and GTAPE.

The project's specific objectives are: to support the credible and reliable update of the electoral rolls and to support the organisation of legitimate, transparent and credible elections in line with the domestic legislation and international standards.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

Guinea-Bissau is located in West Africa and has an area of 36.125 square kilometres. The country is one of the poorest in the world, with a Human Development Index of 0.42 ranking it 178th out of 188 countries in 2016. Nearly two-thirds (65.7 %) of the population live on less than two US dollars a day and 21.4 % live on less than one dollar a day.

Since independence, the political system has evolved from the authoritarian type towards a democratic type of regime. This process remains unfinished because it is characterised by recurrent instability, marked by violations of human rights and harm to human life. Regular transgressions to the constitutional order have often resulted in the taking of power by the military class or with its support.

Since the introduction of democracy in 1994, when the first democratic elections took place in Guinea-Bissau, six other elections were held as follows: in 1999 (legislative and presidential), 2004 (legislative), 2005 (presidential), 2008 (legislative), 2012 (presidential) and 2014 (presidential and legislative). With the exception of the 2008 legislative elections, which were held as consequence of a normal completion of the electoral cycle, to date, any other election has always been held in the wake of conflict or serious political crisis. The upcoming elections, despite the ongoing political crisis, will be the second in the country's history that will be held as a consequence of the normal completion of an electoral cycle.

Resumption of constitutional order in 2014, following the 2012 *coup d'état*, brought prospects for better outcomes. Elections in mid-2014 helped anchor peace. The incoming government led by the African Party for the Independence of Guinea and Cape Verde (PAIGC) launched an ambitious 10-year plan (2015-2025) known as *Terra Ranka*, or "a fresh start", for social progress targeting political stability, inclusive development, good governance, and preservation of biodiversity. The plan received the overwhelming support of International Partners at the Guinea-Bissau Donors' Conference on 25 March 2015 in Brussels that resulted in pledges of USD 1.5 billion.

While the security situation has remained calm, political instability has persisted. Divisions within the largest political party led to seven changes of government since mid-2015 and Parliament did not sit for two and a half years until April 2018, only to extend its mandate. In effect this has meant that the last budget was voted in 2015, and key reforms in sensitive areas such as security, defence and justice fell by the wayside. The political context started to deteriorate in mid-2015 as a result of deepening discord between the President José Mário Vaz and the then Prime Minister, Domingos Simões Pereira, then and current leader of the PAIGC. This resulted in the dismissal of the Prime Minister and the Government in spite of successive unanimous votes of support in Parliament. Since then, the country has continued to stumble between the political tensions within the PAIGC and between the Presidency, Government, Judiciary and the National People's Assembly (National Assembly) of Guinea-Bissau. The result of this prolonged crisis has been the absence of effective government since August 2015.

On 16 October 2016, a roadmap for exiting the political crisis brokered by ECOWAS (Economic Community of West African States) was signed and represented the hope to end the crisis, the so-called "Conakry Agreement". The agreement identified six steps to achieve stability for the remainder of the current legislature. These include i) a round table dialogue with the various stakeholders; ii) a consensual inclusive government to remain in power until the 2018 legislative elections; iii) reforms of the Constitution, territorial administration, electoral law, and the law on political parties, as well as the strengthening of the justice system; iv) the implementation of the reforms in the defence and security sectors; v) the withdrawal of ECOMIB (ECOWAS Mission in Guinea-Bissau) within six months after Guinea-Bissau's corresponding forces are trained; and vi) an ECOWAS monitoring and evaluation mechanism to ensure that the conclusions of the round table are implemented. However, the continued political disagreement has not enabled the implementation of the Conakry Agreement and the upcoming elections appear to be the most promising opportunity to untie the impasse.

Three Prime Ministers have been appointed since then, which were not consensual, thus exacerbating the political impasse.

In the instable political situation, in February 2017, the Government of Guinea-Bissau requested formally that the international community, via a letter addressed to UN representatives in Bissau, provide support for the preparation of the 2018 and 2019 elections, as well as local elections; the letter highlighted the need to support the update of the cartography and voter lists.

In April 2017, CNE prepared and submitted to the President a first proposal for timetable for elections to be held in May 2018, a month before the end of the legislature. The President did not reply officially. In early January 2018 CNE submitted to the President another timetable with elections foreseen for November 2018 (including voter register update).

In April 2018, with the appointment of the 7th Prime Minister of the current legislature, the decision for election date was finally taken for 18 November 2018. After 2.5 years, the National Assembly met in plenary to extend the legislature until the elections are held, as confirmed by a decree signed by the President.

The reopening of the Parliament also voted the new President and Executive Secretariat of the CNE, which was working with an interim President since 2016; this, on one side, helps to improve credibility and lower the chance of contesting elections process; on the other side, some problems on elections have arisen.

The new, finally consensual, PM (Prime Minister) has as main objective to organise elections and undertake urgent reforms, such as electoral laws; which after more than two years of inactivity and fights among parties could also contribute to exacerbate fights and make reforms less credible.

Following the 2014 EU Election Observation Mission (EOM) a series of reforms have been recommended in order to improve the electoral cycle and the forthcoming elections; however, the political impasse in practice suspended any reform.

Reforms or changes in legislation recommended by the EU EOM included: introducing clear timeframes and eliminating contradictions in the electoral laws; returning to a system of differentiated legislative ballot papers to reflect the number of parties competing in a given constituency to ensure voters have confidence in the security of the ballot and the counting of votes; attributing regulatory and/or interpretative authority to CNE; ensuring administrative

and budgetary independence to CNE; reviewing of distribution of mandates per electoral constituency; defining the supervisory competence of CNE over the voter registration which is responsibility of GTAPE; implementing the Constitution provision of equal rights and implementing gender quotas; providing legal framework to civil society non-partisan groups to participate in election observation; allowing paid political advertising in non-state media during the election campaign period; endowing the National Social Communication Council (*Conselho Nacional de Comunicação Social* – CNCS) a pro-active role to supervise application of the media-related legislation.

Following the Government request, at the end of April 2017, the UN DPA (United Nations Department of Political Affairs) deployed a Needs Assessment Mission (NAM) to Guinea-Bissau that evaluated the political and electoral environment in the country, the legal and institutional framework governing the electoral process and the capacity and needs of the various election stakeholders, with a view to recommending whether the UN should provide electoral assistance and recommend the type of assistance to be provided. Among others, the assessment also recommended the setting up of a support programme and ensuring donor coordination to support national authorities in the organisation of electoral processes.

During 2017, the EU Delegation has been meeting regularly with CNE and GTAPE in order to follow up the first steps of the preparation of the electoral cycles and has been lobbying the then Minister of Finance for financial support for the early stages of the electoral preparations with considerable success.

The preparation of the upcoming elections started with the cartography/mapping update, which has been financed in May 2017 via national resources granted by the Ministry of Finance. This process allowed the confirmation of Polling Stations across the electoral circles. It has been carried out by GTAPE with participation of the National Institute of Statistics and the Ministry of Public Works, in presence of the Regional Elections Commissions. The operations for the cartography finished in December 2017, however the maps are still not elaborated as the new plotter is missing; the Government agreed to pay for a new system but it has not been paid.

Following the cartography update, the Voters' Registration (VR) update is the key process to be carried out by GTAPE; as defined by the law, it is expected to take place each year but it has never been done since the last elections in 2014.

The EU Delegation and UN agencies with mandate for elections assistance, UNDP, and recently United Nations Integrated Peacebuilding Office in Guinea-Bissau (UNIOGBIS), joined efforts to support the "normal" electoral cycle chronograms, as foreseen by law.

In November 2017 a UN Joint Task Force mission in Bissau was carried out to draft a project supporting CNE to hold elections within the constitutional mandate; in December 2017 a technical assistance mission with an IT expert in VR supported GTAPE in assessing needs in terms of technical, human and financial resources. The EU Delegation followed jointly with UNDP these missions and contributed to the elaboration of the final project document for the Basket Fund, finally endorsed by the Government of Guinea-Bissau which co-signed it with UNDP on 9th March 2018.

1.1.1 Public Policy Assessment and EU Policy Framework

Public Policy Assessment

Following the 2014 Parliamentary and Presidential elections, the National Elections Commission (CNE) decided to follow the international recommendations, especially EU EOM recommendations, and to propose an electoral reform.

According to its competences – Art. 22/2 of the CNE base law – following the polls of 2014, the Executive Secretariat presented a draft amendment to the Electoral Law to the Government and the National Assembly, the ANP, on which it depends. The proposal was meant to address the observers' concerns.

For context, the legislative proposal of the Executive Secretariat of the CNE, which was not adopted due to the situation described above, proposed among others:

1. an independent CNE;
2. redrawing the electoral boundaries;
3. online results transmission;
4. to base the electoral lists on continuous civil registration;
5. voter registration responsibility to CNE;
6. gender based quotas;
7. local domestic observation;
8. paid political advertising in non-state media;
9. local elections.

Unfortunately as a consequence of the two yearlong bitter political struggle between the President and the majority, all legislative work has come to a complete halt, as the ANP has not met since early 2016. The last six Governments appointed by the President have not had parliamentary approval for either of their programmes or budgets and have been ruling by decree. Electoral reform has not been a priority for these governments and reforms have been put on hold due to the political situation.

As of April 2018, with the appointment of the new consensual PM, apparently the National Assembly is keen to vote some reforms. The extension of the legislature voted by the National Assembly and endorsed by the President is controversial; rumours indicate that there will be an appeal on this. The appointment of the new President of the CNE is also controversial. The situation could lead to new bottlenecks and also hamper the credibility of elections.

In relation to gender, despite some advances there is still a long way forward. The Quota Law for gender parity currently being developed in Guinea-Bissau is vague, not clear and would need to be assessed by legal specialists to be improved to reach the desired quality, as well as to embed it in a boarder strategy of empowering women's participation.

EU Policy Framework

The proposed programme is fully in line with the 2017 New European Consensus on Development, "Our world, our Dignity, Our Future"² as the programme pursues supporting

² OJ C 210 of 30.6.2017

inclusive, transparent and credible elections and will pay a particular attention to the role that Civil Society Organisations (CSOs) play as promoters of democracy. It also complies with the 2016 Shared Vision, Common Action "A Stronger Europe, A Global Strategy for the European Union's Foreign And Security Policy"³ where democracy and a rules-based global order are considered as vital interests underpinning our external action and a resilient society featuring democracy, trust in institutions and sustainable development, lies at the heart of a resilient state.

The Joint Communication to the European Parliament and the Council - Action Plan on Human Rights and Democracy (2015-2019) "Keeping human rights at the heart of the EU agenda"⁴ underlines that "keeping human rights at the heart of the EU agenda", outlines that citizens' loyalty towards their state and their reliance on peaceful means depend on whether they feel that they are protected against arbitrary decisions and that their views can influence political decision making. The programme will reinforce civic education to strengthen the capacity of the population to be part of the electoral processes avoiding lack of trust on the electoral results.

The support suggested is also in line with priorities expressed in different policy framing documents related with Human Rights and Democracy support to democratic institutions and multi-party democracy, where support to credible and sustainable electoral processes is considered essential.

Because of the political situation, a revision of the 11th EDF NIP concentration sectors allocation was agreed in the 2017 Mid Term review. In the Governance sector programming, the justice and defence sector as well as public administration reforms were not considered viable. Hence, governance sector funds were significantly reduced with a part being allocated to the support of the forthcoming electoral cycles, 2018 and 2019, being considered as possible exits for the political impasse, and contributing to strengthen the country's weak democratic governance.

Indeed, the EU considers that holding elections following the regular calendar should be supported. In this situation it is necessary to ensure the realisation of elections, thus supporting electoral bodies with both financial resources, complementing national allocations, and specialised technical assistance, through a joint effort of different actors from the international community, including the EU.

The proposed action is fully in line with the EU country strategy revised in the 2017 Mid Term Review, in particular in its priority 1, Governance: "Strengthen democratic governance to guarantee social and political stability in the country".

1.1.2 Stakeholder analysis

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

The **National Elections Commission (CNE)** is the principal electoral body responsible for conducting elections and referenda, supervision of the voter registration and civic and voter

³ EU Global Strategy of June 2016

⁴ JOIN(2015)16 of 28.4.2015

education. CNE is an independent body, constituted by the Executive Secretariat and central level and nine Regional Commission of Elections (CREs). CNE is under the tutelage of the National Assembly, an arrangement that is often seen as a guarantee of independence from a potentially overbearing executive.

CNE is a well-structured entity, both at the level of its Executive Secretariat and the Regional Elections Commissions (CREs). The President of CNE and the Executive Secretariat members are professional judges elected within the Superior Council of Magistrates, a practice that reinforces the independence of the body and minimises the impact of political pressures. Its key personnel has benefitted from various training in elections operations management and large of them have been awarded the BRIDGE certificate, the most important certification in elections management. CNE has been experiencing a remarkably stability of its technical staff, while the members of the Board have changed over time, its central support staff and regional representation has substantially remained the same since the 1999/2000 elections, some even dating back to the 1994 elections. Thanks to the support given by the international community in the last years, the National Elections Commission has improved its capacity of managing election operations with the support of external technical assistance as well as the deployment of International Observation Missions monitoring transparency and credibility of the operations. Indeed, it still requires technical advice and specialised support in areas such as logistics, electoral operations and civic education. It is also important to note that CNE has been led by an ad interim President since 2016 who has now been appointed as President; two of the four Executive Secretary have changed. On the technical side, staff is limited and it lacks a figure of coordination of the overall electoral process.

Under the tutelage of the Ministry of Territorial Administration, the **Technical Office for Electoral Processes Support (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 certification of candidates and handling the judicial appeals processes; the Ministry of Foreign Affairs takes care of the electoral activities in the diaspora, including elections and voter registration.

GTAPE is a very small agency with little operational capacity and that has substantially depended on third party support to fulfil its mandate. Despite the efforts made to build its capacity and its subordination to the Ministry, it is affected by the high turnover of personnel that affects most of government institutions. This entity lacks technicians with specific expertise on elections and voter register. In addition, GTAPE lacks the necessary means to fulfil its mandate and this explains the failure to update Voters' Registration database annually as established by the law.

The Ministry of Finance agreed to dedicate financial resources necessary for the first steps to organise elections, and in 2017 a cartography update was carried out by GTAPE; while CNE prepared a timetable and proceeded with the incineration of the old ballots.

The cartography update has been carried out by GTAPE with participation of the National Institute of Statistics and the Ministry of Public Works, in presence of the Regional Elections Commissions. It confirmed the Polling Station list across the electoral districts.

Following the cartography update, GTAPE should update the Voters' roll. The VR update will start with a sensitisation/civic education campaign, to be launched 20 days before the operations. The VR database should be updated, cleaned and ready to be handed over to CNE in 90 days, as established by the law.

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. In 2014, with the EU support, a national monitoring activity was set up in collaboration with the non-governmental organisation One World UK; it covered the electoral campaign, media and voting process itself and was based on reports and sms messaging from 400 citizen-monitors following elections from outside polling stations and reporting to the CNE and the public. Real-time data was published in <http://www.bissauvote.com>. Strict cooperation with EOM was also ensured. The GOSCE now includes organisations with different missions and covering various groups, including specific women's support organisations, youth groups, etc, namely: REMPSECAO (Rede para Paz e Segurança no espaço da CEDEAO) and *Conselho Nacional da Juventude* (CNJ). Their integration will contribute to ensure the promotion of gender and youth sensitive actions.

The **West Africa Network for Peacebuilding (WANEP)** Regional peacebuilding organisation which has a Memorandum of Understanding with ECOWAS with a track record of capacity building of ECOWAS Commission staff under the Early Warning Directorates, and of mentoring of the Analysts Division through quarterly debriefing and knowledge sharing. WANEP already operates a national early warning system in each member states (even though not focused specifically on electoral processes). In Guinea-Bissau WANEP also includes civil society organisations already involved in GOSCE and elections monitoring, in particular women and youth groups, as well as federation of disabled associations. WANEP will implement a regional project on monitoring and analysis election processes.

With the support of UNIOGBIS, the *Conselho das Mulheres Guineenses* has been recently created in Bissau at the issue of a forum organised in May which brought together thousands of women from all country regions to discuss their role in bringing peace forward through national dialogue and social cohesion, and options for decision making and political participation. Among other, the *Conselho* will be supported in its advocacy work for having women placed in the top electoral lists positions and the Quota Law to be discussed by the Parliament during the next sessions.

International community: The Guinea-Bissau Government has formally requested the UN to provide support for the preparation of the 2018 and 2019 elections, highlighting the need to support the update of cartography and Voters' Registration. Following this request, the UN DPA deployed a Needs Assessment Mission (NAM) to Guinea-Bissau that evaluated the political and electoral environment in the country, the legal and institutional framework governing the electoral process and the capacity and needs of the various election stakeholders, with a view to recommending whether the UN should provide electoral assistance and recommending the type of assistance to be provided. Following the NAM, the **UNDP-EU Joint Taskforce** staff carried out an assessment mission to support the defined needs, design a budget and support project. An information technology (IT) expert supported GTAPE in the revision of material and need assessment for voter registration process.

In order to support the discussion about the new electoral process, since 2016 **the European Union** together with CNE and UNDP have been discussing and supporting the electoral bodies. In March 2017, a seminar on electoral cycles has been held, supporting the national debate on the forthcoming electoral cycles and the necessity to start preparation of voter registration update, as well as the revision of the cartography and burning old voter ballot to officially close the previous cycle.

During the 2014 elections (joint legislative and parliamentary following the transition government) the countries contributing to the basket fund for elections and/or separated contribution included: East Timor, United Kingdom, Turkey, South Africa, Pakistan, Nigeria, Brazil, Peace Building Fund, UN Women, Japan, Italy, and the European Union.

The CNE has also some partnerships with peer or similar institutions allowing carrying out important activities of capacity building and training for staff between electoral cycles, such as the Brazilian High Electoral Court (TSE) and Portugal.

Regional organisations, such as the African Union and ECOWAS also can play an active political role and also can participate as financing partners.

ECOMIB forces have had an important role in 2014 elections, ensuring security of vote sites and CNE buildings and staff. The EU has already agreed its support until September 2018, and it is expected that ECOWAS submits a request for further support to cover the period of elections.

1.1.3 Priority areas for support/problem analysis

This project aims to address the Guinea-Bissau capacity to hold legitimate, transparent, and credible elections in accordance to domestic legislation and international standards.

Key main areas of support have been identified thanks to the recommendations of last EU EOM in 2014 as well as from evaluations of other initiatives related to the 2014 elections, namely the Basket Fund, the civil society monitoring mission, and the CNE elections report; the formulation has been supported also by the results of the UN missions (Needs Assessment Mission, Election Task force formulation mission, IT to Voter register assessment).

Main areas are organised by the following groups:

- According to the IT mission carried out in December 2017, **Voter Registration** software and equipment are out of date; GTAPE staff is not trained to organise voter registration. The government has never allocated specific budget for these activities.

According to Guinea-Bissau Law No. 19/2011 (Articles 2 and 5 respectively), "the electoral census is unofficial, compulsory, permanent and unique for all elections...", and "updated annually". Voter registration and the respective annual updates are under the responsibility of the Ministry of Territorial Administration (according to the nomenclature adopted by the government), through the GTAPE. However, since the 2014 Voters' Registration, GTAPE has not conducted any update and it has to be done for the coming elections. Voter registration is conducted at electoral circle level, covering all citizens that are due to be 18 years of age at the time of elections and have no legal impediments to exercise their civic rights. Potential voters are supposed to be registered in the electoral circle and polling station where they intend to vote. Voter registration is preceded by the update of the electoral cartography. Following registration by GTAPE and data cleaning, the database is officially submitted to the CNE to be used for the voting. The 2014 voter registration was fully biometric and was conducted with technical and financial support of Timor Leste, with contributions from ECOWAS. During this process, conducted in the country and diaspora (Senegal, Cape Verde, Portugal, Guinea-Conakry, Gambia, France and Spain) a total of 775, 508 voters were registered and this is the basis for the voters' update in view of the coming elections.

- Despite the progress of **CNE**, their actual capacity in organising is limited. Indeed the EU EOM observed shortfalls in human resource capacities of the national administrative

structures where information technology, logistic and operational, administrative, finance and secretariat departments could benefit from skills building and strengthened management. Support projects and some recent UN initiatives have increased their capacity, but they need reinforcement of their capacities to **organise operations for the electoral act**, including hiring temporary staff and related trainings; logistics and operative capacity, especially in a limited timing as the present timetable foresees, including procurement of sensitive electoral material. Furthermore the CNE secretariat has just been renovated with two new executive secretaries who are neophytes in the area of elections.

- Despite different plans of activities, in the past no **communication strategy to the population** was in place, and very limited activities took place related to awareness raising for voter registration, as recommended in the EU EOM. Civic and voter education efforts require a more practical and interactive approach.
- **Securing and managing financial resources** needed for elections operations and voter registration update is an issue for Guinea-Bissau. Indeed, the cost is considered in average, one of the highest in the world (the cost per voter in the 2014 elections was estimated at USD 17). According to the CNE Report on 2014 elections, the total cost of electoral operations was approximately USD 9 040 439 for both legislative and presidential elections together, including the second round of Presidential elections, excluding Voter's Registration. The high cost of elections operations was mainly born from: Transport rental; CRE Offices and warehouses rental and voting materials (ballot papers, boots, etc.) that are procured abroad. Despite references made by the Government that funding elections is not a problem, it is most likely that international partners support will be required to fund VR and elections operation in full or partially. The past elections experience demonstrated that a donors basket fund for elections is the best approach as it ensures coordination among donors and the basket fund steering committee is an excellent platform for the electoral activities following by the international community. The 2014 experience demonstrated that in cases where some partners provided funding outside the basket fund, despite coordination efforts, there was a tendency to duplicate funding requests for the same activities.

In this framework, priority areas for support will be:

Voter registration operations: Providing technical and operational support for updating and creating a sustainable, credible and inclusive list of voters. This includes the update of the 2018 voter list (procurement of equipment, software update, planning and budgeting, training and supervision) as well as training and building capacity of GTAPE for the autonomous realisation of the update for the 2019 elections.

Operational support to CNE in organising legislative and presidential elections, including timely procurement of sensitive material, in line with international standards; support in setting up logistics and coordination of personnel; assistance in coordination of different donors' supports, funding the Basket Fund and its management, in-kind donations and other initiatives.

Awareness raising and communication for both voter registration and electoral process, in partnership with civil society organisations and led by CNE; indeed, CNE has not fully accomplished its mandate between electoral cycles in the area of civil awareness. Inclusive communication and targeted to specific groups with less participation and whose rights are

often less considered by public policies, such as women, especially in rural areas, elder, new youth voters should be specifically developed.

Fund raising and managing: given the weakness of public institution financial management and the limited capacity of CNE in coordinating external initiatives supporting elections, the project will support the **Ministry of Finance and CNE in both securing and managing funds** for 2018 legislative and 2019 presidential elections; the coordination of donor efforts is a key issue in the organisation of elections, especially in a very complex and sensitive context as Guinea-Bissau.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Political and/or social instability undermining rule of law and deteriorating security conditions	H	Dialogue with national authorities, including PM, ANP president, security forces, but also main political parties, civic protest movement and international community, in particular the P5 (ECOWAS, AU, CPLP, EU and UN) to avoid escalation of violence and security conditions. Support to the ECOWAS Interposition Force, ECOMIB. The deployment of EU EOM is also highly recommended and has been requested by the EU Delegation, the national authorities, the international community and it is expected by the civil society.
Assumptions		
Political instability is permanent since August 2015: the country is in a lasting stalemate and the political situation is progressively deteriorating. Seven Prime Ministers have been appointed since the last elections.		
Risks	Risk level (H/M/L)	Mitigating measures
Coordination among donors and with public authorities is not efficient making decisions difficult to take in time.	M	An Election Steering Committee will be set up for high-level discussion at political level and decision-making. Basket fund donors, CNE, GTAPE Public authorities connected, 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 project decision making, in particular for budget and planning decision and smooth monitoring of the execution.
Assumptions		
There is a common view among the main donors as to the importance of joining efforts to make elections happen in 2018 and 2019 and to support electoral management bodies, with a view to their ownership and capacity building. Project Management of the basket fund must		

be monitored in an operative manner in order to be able to take decision in accordance with electoral timing; its steering bodies must be rapid to convene and monitoring / follow-up should be foreseen.		
Risks	Risk level (H/M/L)	Mitigating measures
2018 elections postponed to 2019 or later, mandate of the members of the parliament extended and unclear reforms.	M	The Basket Fund is active since March 2018, upon signature of the project document between UNDP and the Government of Guinea-Bissau. The Government has been the first contributor with an allocation of USD 1.8 million from the State budget. UNDP and EU are actively involved in raising funds in order to allow coverage of urgent activities, such as the voter registration update, thus avoiding the postponement of date caused by delays in election preparation.
Assumptions		
The EU and other partners should actively encourage that elections take place as scheduled. The President would allegedly be moving to either postpone or cancel the 2018 legislative poll altogether.		
Risks	Risk level (H/M/L)	Mitigating measures
Civil Society Group for Elections (GOSCE) has been silent in the last months; after years of political impasse, they may not be involved in the electoral process; trained resources may not be active or available.	L	EU and partners are actively looking for external resources to support civil society in electoral process in particular in civic education as well as in monitoring. Partnership with specialised international civil society organisations should be also promoted. Dialogue with local and international civil society organisations is being promoted.
Assumptions		
Civil society in Guinea-Bissau has been active in the last elections, building their capacity of response. They may not be autonomous in the setting up of activities.		
Risks	Risk level (H/M/L)	Mitigating measures
UNDP does not find sufficient funding to accomplish its tasks.	M	UNDP and EU will set up a fundraising plan with international community and organisations in order to find the necessary resources. After the signature of the ProDoc agreement a first donor meeting has been held in Dakar in order to raise awareness on elections among ambassadors accredited to Guinea-Bissau resident in Senegal. The mission has been carried out by the EU Ambassador and by the UN Resident Representative in Guinea-Bissau, supported by the Coordinator of the UNDP Task

		Force for elections. This could be followed by video conference with non-resident potential donors. EU Delegation is to continue its lobbying so that the XOF 3 billion in the IMF-approved draft State budget presented by the previous Government are not removed from the new budget. The Budget head of department certifies that it will not, however his own position is not assured in the new Administration.
Assumptions		
International community understands the necessity to support the normal course of electoral cycles, and that the realisation of credible, transparent and free elections is essential to help reset the political system in Guinea-Bissau and that the process needs external support.		
Risks	Risk level (H/M/L)	Mitigating measures
Donor dependency for elections and voter register	M	UNDP experts will work together with CNE and GTAPE in their premises so as to carry out a work routine and a real on the job training with staff in order to increase capacity to carry out electoral processes. This will include protocols and standards for the organisation of the electoral acts. Financing of GTAPE and CNE will be proposed at the issues of the acts with already recommended reforms in this sense.
Assumptions		
There is a political will to increase local capacities and to give these entities a real status even between electoral cycles. A reform in this sense has been proposed.		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

Various experiences can be taken into account to improve this initiative, especially from 2012-2014 cycles. In particular, the contribution to the UNDP managed Basket Fund "Support electoral cycle 2012-2014" project (PACE II), the report of 2014 election monitoring issued by the GOSCE ("Guinea-Bissau Election Monitoring Support", implemented with the NGO One World), the Technical Assistance provided to the CNE ("Technical assistance to support the electoral cycle"), the EU EOM report.

Clear identification of technical assistance needs and their coordination by the CNE. Indeed the formulation of this action has been based in particular on the missions in which the CNE and GTAPE have been directly involved. Experts deployed by UNDP and accompanied by UNDP Country office staff as well as EU Delegation staff, have worked with electoral management bodies in identifying gaps, assessing needs in terms of equipment, material human capacity and financial needs.

Donor Coordination is essential for an effective use of resources and synchronisation of initiatives and actors on the ground; to this endeavour, during last elections a basket fund Steering Committee (SC) had been created with the participation of donors. However given

the importance of coordination of initiatives even outside the basket fund the participation to the SC was opened to other donors and actors. In this way, while coordination among donors was ensured, discussions about the project management were not possible and often decision making on project issues was reported to the project team. Because of this situation, some problems have been detected at audit level. Clear coordination among donors and CNE linked to reporting, financial management decisions, documents management and filing should be envisaged.

The **involvement of national entities**: the PACE II largely used local logistic means, national resources and material, where possible; this has contributed to increase credibility and to reduce the costs of elections. Despite this, the national capacities have not reached a level of capacity needed to organise new electoral cycles by themselves. The institutional crisis hampers more and more an already low capacity of the administration. It is needed to work on sustainability of the intervention of UNDP so that the electoral bodies increase their capacity to manage electoral processes.

Election monitoring brigades created with civil society have been a positive experience in the organisation of elections, in particular for the credibility of a free and transparent process.

The **partnership among CSO, CNE and CREs** for the execution of awareness raising activities, civic education training; CSO have a great experience and specialised expertise for this and the implementation of such activities under the supervision and guidance of the election authorities has been a best practice to be replicated. In this sense, a greater and effective coordination between activities of CNE and CSO must be ensured, for a better involvement of CSOs in citizenship Civic Education and information processes as well as in monitoring processes.

Risk mitigation strategy is a key issue in a complex environment, in which problems related to violence escalation, political disputes among parties, other than financial and capacity issues are very likely to cause delays.

Support CNE/CREs structures for election equipment and material storage. Many equipment and material have deteriorated and are no more operational. This not only increases the cost of elections, but also demotivates the donor community to keep paying for the same material because of bad management and use. CNE and GTAPE structures should have a place to ensure correct storage of voter registration equipment and election material in a smooth manner.

Staff selection mechanisms for monitoring and Civic Education activities. Rely on local staff to carry out CNE Civic Education would successfully increase message transmission, since they would adapt messages respecting community times and ways. Local specialists will also increase the impact of community training and awareness activities, the right to information and active participation in the electoral process. The results achieved will be more effective if there are staff selection criteria such as: person living in the areas where awareness is carried out; knowledge of local languages; and experience in information, education and communication strategies.

A specialised Technical Assistance of a programmer for the CNE Computer Department to solve clearance application problems. The clearance process is one of the most important and sensitive as it creates a lot of expectation and fears among the representatives of the parties. The Statistics and Computer Department has only one computer engineer in charge of

communications and hardware, but it definitely needs another engineer for programming in Delphi language.

Visibility of the EU as a financing partner has to be ensured and better considered, not only for the sake of the donors but also to really make clear the support of the international community to a key democratic process and show the implication for Guinea-Bissau. Appropriate communication of the national funds must also be clear to the public.

3.2 Complementarity, synergy and donor coordination

Following EU OM recommendations and lessons learned from 2014 elections, the EU Delegation plans the mobilisation of additional ad hoc resources for targeted support, in particular the European Instrument for Democracy & Human Rights (EIDHR), CSO and/or FPI (Foreign Policy Instrument)/IcSP (Instrument contributing to Stability and Peace) programmes.

In particular, these instruments could target specific needs, which are not directly addressed by this action, namely: prevention of violence, domestic election monitoring by civil society, media support, promoting marginalised group participation.

Currently, a couple of initiatives are already foreseen, namely the Election Analysis and Mitigation project (E-MAM), funded under the the IcSP, managed by the FPI Regional Team in Dakar and implemented via the West Africa Network for peacebuilding (WANEP); a pilot project for the promotion of political participation of marginalised people is also under discussion within the EU Delegation in Bissau.

Initiatives from other donors should be also coordinated and synchronised, namely with UNIOGBIS and UNDP which could have some additional funds for complementary activities such as supporting CNE buildings; training in human rights and election monitoring; training and support for journalists and media. Peace Building Fund, implemented by UNIGBIS, with civil society organisations has been recently formulating some activities complementing and supporting electoral process, in particular involving women, youth and vulnerable groups, and supporting political dialogue and reforms.

The National Election Commission has requested an EU EOM; unfortunately Guinea-Bissau is not among priority countries for fully-fledged missions. Given the peculiar political situation, the EU Delegation is working with headquarter services to allow a EU EOM for elections at the end of 2018 which would certainly support the holding of more transparent and free elections.

The EU EOM, the domestic monitoring and other supports will have different objectives but they will contribute to the holding of credible, free and transparent elections, so that synergies among them are clear. The EU Delegation will support the coordination among all the missions on the ground in order to ensure an efficient use of resources and avoid duplications.

The project will convene different financial resources from other donors; for the time being Italy, Turkey and United States have mentioned their interest in supporting elections. Portugal has mentioned the possibility to fund kits for voter registration and vote bulletins. The Government of Guinea-Bissau has also asked Nigeria to support with the deployment of kits for voter registration.

The project will also act as coordination from funds that will not go directly into the basket fund, such as in-kind contributions or other specifically targeted projects and initiatives (EU EOM, other EOM, trainings, domestic monitoring, etc.). As mentioned, for the time being

only the European Union, UNDP and UNIOGBIS have been implementing some complementary supports. The European Union has already foreseen to make available specialised technical assistance for ad hoc purposes to GTAPE and CNE in order to strengthen capacity building of electoral bodies; via FPI regional programme the EU will also support the deployment of an early warning system for electoral violence and will support domestic monitoring from the civil society. A pilot project on promoting civic participation to vulnerable groups is also foreseen together with the support of a short film and video to support participation. UNDP complementary activities include support to the rehabilitation of the GTAPE and CNE Headquarters; information campaign, awareness raising and voter mobilisation as well as training of members of sectoral electoral registration commissions in all regions of the country. UNIOGBIS is providing trainings in regions for GTAPE and CNE technicians as well as CSOs, magistrates and Media so that all actors involved in the electoral process can be prepared and equipped with the necessary tools to effectively play their role and contribute to free, fair and credible elections with full respect for human rights.

In this framework, and considering lessons learned from the previous elections, the Basket Fund will set up a donor coordination scheme, based on two levels: an Elections Steering Committee, with a political mandate, will update donors about the project implementation and guaranteeing the necessary coordination also among other complementary initiatives and actors; at operational level, a Project Management Committee will ensure the discussion and decision making of practical operative issues related to project running, in an effective way.

3.3 Cross-cutting issues

Gender and equality. Following last elections analyses, electoral management bodies have the capacity to ensure a gender-sensitive electoral process with the support of civil society and international community; however, for a gender-sensitive electoral process it is necessary to ensure updated information in the electoral register and also that the update process reaches marginalised population, encouraging feminine and youth register of new electors.

The participation of underrepresented groups such as women, especially women with children, rural women, as well as people with reduced mobility, illiterates and disabled people should also be promoted with specific initiatives. The Electoral bodies still have to be reinforced on this aspect.

The support of civil society, via complementary actions mentioned under 3.2 (UNIOGBIS, PBF, European Union, UNDP) will reinforce this aspect. The project will ensure coordination of these activities with the electoral bodies in order to ensure that their capacity will be reinforced and there will be ownership so that they will be able to replicate and use specific tools designed in the following electoral processes.

Good Governance. The action will strengthen the Electoral Management Bodies and make roles, responsibilities, procedures and reporting more transparent, as well as enhance their capacity to implement the whole cycle of electoral process. The action will contribute to the country's recovery from a long period of instable governance.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG Goal(s) SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and

inclusive institutions at all levels, but also promotes progress towards Goal(s), SDG 17. Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development.

This does not imply a commitment by the Guinea-Bissau benefiting from this programme.

OO: Strengthened democratic governance

SO1: Contributing to enhancing credibility, legitimacy and transparency of elections in 2018 and 2019, as foreseen by the country's Constitution, legislative and presidential elections respectively.

Output 1: Updated voter register for the legislative and presidential elections

Output 2: Strengthening capacities for the implementation of elections and communication with the electorate

4.2 Main activities

The project aims at achieving two main results, namely:

Output 1: Updated voter register for the legislative and presidential elections

Activity 1.1: Providing technical and operational support for updating and creating a sustainable, credible and inclusive list of voters

Activity 1.2: Increased awareness of the voters regarding voter registration drive

Output 2: Strengthening capacities for the implementation of elections and communication with the electorate

Activity 2.1: Operational support to CNE in organising legislative and presidential elections

Activity 2.2: Support to the CNE in establishing effective communication with the electorate

Output 1: Updated voter register for the legislative and presidential elections

The project will sensitise national authorities to make the best choice among different voter registration systems and procedures, and support the national stakeholders in campaigns to ensure that information on voter registration and voter's lists is available to both women and men, and encourages women to register.

Activity 1.1: Providing technical and operational support for updating and creating a sustainable, credible and inclusive registrar of voters

Based on the assessment of the available hardware and software, registrar of voters created in 2014 is available to GTAPE and is sufficiently good quality to be used once again. However, the same cannot be said for the hardware, which has been tested and shown to be largely unusable. This is due to a combination of factors, including inadequate storage, ageing (particularly of printers, who have a limited shelf-life) and the fact that computer hardware/software becomes obsolete after a period of time. Given that the current equipment was procured 4 years ago, it has reached its limits.

Although the data base of voters is usable, given the fact that it has never been updated, a large-scale, country-wide update of voter lists is required. By the estimates of the Statistics Office, it is expected that 150,000-200,000 new voters will be registered. In addition, it is

expected that further 150,000-200,000 voters who are already registered will either have to be re-registered due to change of address or because they lost their voter ID card. Therefore, GTAPE can expect to process between 300,000 and 400,000 voters in the upcoming voter registration drive.

In order to do so in time for elections expected in November 2018, GTAPE will require new biometric voter registration kits. These kits, including a laptop computer, digital camera, and a fingerprint scanner, will enable collection of biometric data which must be compatible with the existing information in the database. The inclusion of a voter ID card printer will depend on the choice of the scenario for the issuing of the voter card to be approved by the government. As such, this will ensure sustainability of the effort initiated in 2014 and will enable GTAPE to also update voter lists once again in early 2019, in the run-up to presidential elections. One of the key activities of the project will also be capacity building of GTAPE in the sphere of storage and maintenance, in order to ensure that the equipment procured now will be used for subsequent voter registration updates.

The specifications and estimated budgets for the voter registration kits have been developed and by most estimates, the delivery in Bissau will take anywhere from 2-3 months from the initiation of the order. The order will also include the training kits, which will be used to prepare the teams working in the field ahead of the deployment, as well as in the civic/voter education activities, in order to demonstrate to the voters what to expect at the registration centre.

Each voter registration team will consist of three members, for a total of nearly 1,000 people that will have to be recruited and trained. To recruit such a large number of people in a short period, GTAPE will rely on public announcements (radio, TV, internet) and other more traditional means, such as village gatherings. Every effort will be made to recruit the maximum number of people with experience from voter registration in 2014. In the absence of experienced staff with the 2014 experience, every effort will be made to ensure that at least one member of the team is computer literate. Notwithstanding the level of experience, all teams will undergo a multi-day training, which will include, wherever possible, the actual equipment. The entire process of recruitment and training is expected to take approximately one month.

The actual deployment and data collection will be done in line with the deployment plan of the GTAPE, which will cover the entire country, with each team spending an average of three days at each location. The teams will first post the existing voter lists at each location, where the voters will be able to verify their registration status and, in case eligible voters are not registered, they will be able to do so immediately there. In addition, the government will need to develop a procedure for purging of the deceased voters from the voter lists. Since vast majority of deaths in Guinea-Bissau are not reported, meaning that no death certificate is issued, GTAPE will be unable to remove those voters from the lists. Instead, they will have to rely on witness testimony. The exact procedure will be developed by GTAPE in close coordination with CNE, political parties and others, but typically involves a sworn testimony by multiple witnesses who can testify that a particular person is deceased and that he/she can be de-registered.

Upon data collection and transmission to Bissau, GTAPE will conduct a de-duplication (verification that individual voters did not register more than once) by comparing all of the data, including the fingerprints. The voter lists will then be printed and posted in the registration centres, where the voters will be able to verify that they are indeed registered or

indicate any potential mistakes in their data. Once the teams return from the field with the last round of corrections, the latest data will be input in the data base and voter lists printed for use at individual polling stations.

The entire process will then be repeated in early 2019, in order to update the registrar in time for presidential elections 2019. Moreover, the project will develop a sustainability strategy, in order to ensure the GTAPE has the means and knowledge on proper storage and maintenance of the equipment and is able to carry out periodic (yearly) updates of the voter lists, as prescribed by the law.

Activity 1.2: Increased awareness of the voters regarding voter registration drive

In advance of voter registration operations, GTAPE, CNE and other stakeholders will develop and launch a public relations campaign to publicise the registration. The campaign will utilise radio, television as well as on-line resources and applications. Also, efforts will be made to launch an SMS campaign with all major mobile operators in the country, to ensure all voters receive an SMS reminding them to verify their registration status.

The project will assist in developing an application and simple webpage, where each voter will be able to find out the exact dates and locations of the voter registration drive in his/her location. The application and webpage will be interactive, enabling the voter to type in his/her address or location and received information about voter registration drive in their area, including the date and exact location. Time and budget permitting, the project will assist GTAPE in developing an on-line and SMS system, by which the voters will be able to consult the voter lists and verify their registration without coming to the registration centre.

In order to maximise the reach, the project will also work with the civil society organisations and traditional leaders, particularly in the rural areas, to ensure that the messages get through. This will be essential particularly regarding the new procedure of removing the deceased voters, which requires a pro-active involvement of the entire community.

Output 2: Strengthening capacities for the implementation of elections and communication with the electorate

Legislative elections will be an important step on the way to political stability in Guinea-Bissau. As such, it will be essential that the operational and logistical preparations are conducted adequately and well in advance. Although CNE has ample experience, having organised a number of elections in the past, they still require assistance particularly in the procurement of sensitive materials (ballot papers), complex logistics and operational aspects, as well as voter outreach.

Activity 2.1: Operational support to CNE in organising legislative and presidential elections

The project will support CNE in developing a robust logistics and operations plan for the legislative elections, including the deployment of electoral materials throughout the country. Given the logistics challenges (poor road infrastructure and parts of the country accessible only by waterways), various modes of transportation will be used, from regular vehicles, to large trucks, 4x4s and boats. Project's Chief Technical Advisor and Operations advisor will work closely with the CNE operations and logistics department in order to assist with the development of a coherent, realistic deployment plan in order to reach all the parts of the country.

Based on the experience from previous elections and the preliminary list of materials, the project's operations expert will develop a list of electoral materials for each polling station and launch the procurement process. In order to save on transportation costs, whenever possible the project will procure materials locally; however, when this is not possible or in cases where the locally procured materials are more expensive, the project will rely on the PSO (Procurement Support Office) for procurement. The project will also assist the CNE in hiring local transportation for delivery of materials, mainly by renting vehicles and boats. CNE will be expected to provide staff who will be able to identify and contract the drivers/vehicles, and most importantly, follow the UNDP rules and procedures regarding this process.

Procurement and delivery of ballot papers is a crucial and potentially extremely sensitive part of any electoral operation. Given the importance of both the quality and quantity of the ballot papers (i.e. that the papers are printed with all safety features, that the exact quantity printed is known and that the printing process is strictly controlled), the project will assist CNE with the procurement and delivery of the ballot papers. This will of course be done only upon the approval of the exact design and quantity by the CNE and this information will be shared publicly. Moreover, representatives of political parties and candidates will be invited to review the printing process. In addition, the project will print other sensitive materials, such as return forms and acts. Given the required quantity and quality of the ballots and other printed materials, it is likely that the printing will be done outside the country.

While the preparations for elections are essential, it is the work of election officials at the polling stations that is fundamental for the success of any Election Day. Moreover, work of the polling station officials is often gruelling, long and tedious. Therefore, it is vital to adequately compensate them for their efforts and ensure that they are properly motivated. In addition, adequate pay may also serve as a disincentive for low-level corruption of the election officials.

To ensure adequate and timely payment of election officials at the polling stations, the project plans to provide resources for approximately 12,400 polling officials (average of four in each of the 3,100 polling stations). Average payment is expected to be between approximately USD 30-70 per person, depending on his/her position (president, secretary, member). In order to distribute the payment, the project will rely on the CNE network of election officials throughout the country, who will be trained in the procedures and rules of UNDP when it comes to transparency and accountability. In order to ensure compliance, spot checks will be carried out throughout the country.

Activity 2.2: Support to the CNE in establishing effective communication with the electorate

In order to improve CNE's communication with the electorate, the project will assist the CNE external communications department in developing a comprehensive strategy for communicating the information to the voters. Considering that the radio remains how the vast majority of citizens receive information, the emphasis will be on developing and airing radio messages on multiple radio stations throughout the country. In order to reach the maximum number of people, the messages will be broadcasted in both Creole and Portuguese.

With the project's support, CNE will support other forms of voter education that will include short theatre pieces, telefilms, and on-line resources (ads and short information video and audio clips available for download free of charge).

4.3 Intervention logic

The intervention logic behind this programme is that based on the findings identified in the missions carried out in 2017 by UN agencies with the follow-up of the EU staff and the weekly meetings held by EU Delegation Staff with Electoral Management Bodies, in order to follow directly the political context as well as understand the gaps and current capacity.

The present intervention has been designed to increase the capacity of government bodies to hold credible, legitimate and transparent elections in 2018 and 2019; the electoral bodies have a limited capacity, the political impasse of the last years has already caused an alteration of the date initially foreseen for elections (a month before the expiration of the mandate of the Parliament members) and could hamper the democratic governance of the country.

The project will allow to support electoral management bodies, in particular CNE and GTAPE, to carry out activities needed to hold credible elections; support the government financial resources to afford two electoral cycles, especially in a period of political impasse; support the coordination and the synchronisation of international donors and government in decision making and in guaranteeing the best use of resources, external supports and actors.

The logic is that elections should be led directly by CNE and GTAPE. Given the situation and timing the project will ensure an active support to GTAPE and CNE in elections, not only with financial but also dedicated specialised human resources; in this way, elections can be credible, transparent and free. Holding credible, transparent and free election will legitimate democratic governance of the country.

The intervention will also ensure synchronisation of initiatives and leverage other support activities, which are not included specifically in this project.

5 IMPLEMENTATION

5.1 Financing agreement

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

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 22 months from the date of adoption by the Commission of this Action Document.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

5.3 Implementation of the budget support component

NA

5.4 Implementation modalities

Both in indirect and direct management, the Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review

procedures, where appropriate, and compliance of the action with EU restrictive measures affecting the respective countries of operation⁵.

5.4.1 Indirect management with an international organisation

This action may be implemented in indirect management with UNDP - **United Nations Development Programme**. This implementation entails the management of the Basket Fund "Support to Electoral Cycles 2018 – 2019" in Guinea-Bissau. This implementation is justified because of UNDP's previous experience in the sector, particularly in managing this type of fund for elections, as well as its knowledge of Electoral Management Bodies of Guinea-Bissau and reciprocal trust, which is a key issue in such a sensitive and complex environment and in particular in electoral processes.

The entrusted entity would carry out the following budget-implementation tasks:

Implementation of the Basket fund, including staff recruitment and management; management of the daily work; planning of the activities; award and follow up the implementation procedures for the provision of services and supplies, overseeing the execution of the programme and coordination with donors and beneficiaries CNE and GTAPE and other relevant stakeholders, via the Election Steering Committee and Programme Management Committee; financial management of the fund, including disbursement upon approved plans; support the establishment other contribution agreements to the basket fund.

The Commission authorises that the costs incurred by the entrusted entity may be recognised as eligible as of 9th March 2018 because it is the date of the signature of the Basket Fund agreement between UNDP and the Government of Guinea-Bissau.

5.5 Scope of geographical eligibility for procurement and grants

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

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement, on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

⁵ https://eeas.europa.eu/sites/eeas/files/restrictive_measures-2017-04-26-clean.pdf

5.6 Indicative budget

Budget	Amount
5.4.1 Indirect management with an international organisation (UNDP)	2 500 000
Other Contribution	3 740 388.43
Total	6 240 388.43

* USD-Euro exchange rate 0.8129 (Info Euro March 2018)

5.7 Organisational set-up and responsibilities

The entrusted entity will implement the following management structure:

The **Project Management Unit**: The project will be managed by a Project Management Unit (PMU).

A Chief Technical Advisor (CTA) will coordinate a team of consultants to update the voter registration and electoral specialists to support legislative elections foreseen for 2018/19. This PMU will have a permanent character until the end of 2019 to contribute to the implementation of the activities foreseen to Support Electoral Cycle project.

The technical staff of the PMU will be based in the offices of CNE and GTAPE to be able to work closely with their counterparts through co-location. The support staff of the PMU will be located at the UNDP Country Office to manage financial and administrative tasks. Specialised assistance for large scale international procurement will draw on services from UNDP's Procurement Support Office (PSO) based in Copenhagen.

The Project will be led by a CTA, reporting to the UNDP Resident Coordinator, and liaising closely with the Country Director and deputy Country Director. The action will cover all costs required to implement project activities listed in the budget. Specialised international and local staff will also integrate the project team, supported by UNDP office in Bissau (e.g. programme analyst, procurement associate, communication officer, etc.).

Project Quality Assurance. Project assurance will be provided by UNDP. Project assurance will follow UNDP programming systems, tools and procedures and feed directly to the Steering Committee. Assurance will also be an important part of internal coordination mechanisms within the UN system specially in sharing information and advancing programming priorities. The project will organise regular meetings and consultations at both the policy decision making i.e. Steering Committee chaired by UNDP and at the PMU level chaired by the CTA. The PMU will ensure routine liaison between the project and partners at all levels. This will ensure project management milestones are managed, completed and, that corrective actions anticipated, discussions and decisions are taken as required.

CTA will work in close coordination with the UNDP Country Director as well as UNIOGBIS DSRSG, ensuring smooth exchange of information and updates are shared with both, as well as with UN DPA/EAD New York.

Project Steering Committee (PSC) – *Comité de Pilotagem do Projeto*

A **Project Steering Committee** will be established with responsibility for providing oversight of the project management through consensus approval of project plans and revisions and offering guidance on management decisions when sought by the CTA and discuss political issues and problems. The PSC will comprise representatives of the UNDP Country Office, UNIOGBIS, key national stakeholders and contributors to the basket fund. Other Donors supporting elections would be admitted to the committee in order to better coordinate efforts.

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) and 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.

Election Steering Committee (ESC) – *Comité de Seguimento das Eleições*

A broader committee will be established to coordinate and inform the international and national community engaged in elections; it will be established by UNIOGBIS, with support from UNDP and European Union, and will discuss more political issues about elections and affecting the project. Project advancements will also be presented and discussed. Donors and potential donors will participate as well as ambassadors and representatives of diplomatic missions.

5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. A set of result indicators, clear criteria and clear assessment mechanisms will be established. All data will where possible be age and sex-disaggregated and will include gender-sensitive indicators.

Indicators and criteria will reflect EU and UNDP approaches *vis-à-vis* a given election and are identified in the logframe. They will serve as a basis for the European Commission's decision-making to financially support phased projects. The European External Action Service (EEAS) will be fully involved.

Eligibility of EU funds may be subject to the meeting of specific results indicators and criteria set forth in the Delegation Agreement (DA), in line with relevant provisions of the General Conditions. In accordance with the DA, UNDP will submit a narrative report assessing progress against the results indicators and criteria at the end of each phase, or more frequently if so established in the DA. The Commission, with the support of the EEAS, may also, at the end of each phase, choose to independently assess the related developments of the political situation to determine the continuance of its support, in line with the applicable contractual provisions.

Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

5.9 Evaluation

Having regard to the 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 the contribution of the EU is implemented through a Basket Fund, the evaluation will consider the overall project and not only specific contributions.

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

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

5.10 Audit

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

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

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. UNDP shall ensure visibility of all the donors contributing to the Basket Fund.

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

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

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

[APPENDIX - INDICATIVE LOGFRAME MATRIX

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

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Strengthened democratic governance	1. Mo Ibrahim Index Overall Governance ranking 2. Mo Ibrahim Index Overall Governance score 3. Mo Ibrahim Index Overall Governance trend 4. Corruption perception index overall Score 5. Corruption perception index Ranking	1. MII (2017) Overall Governance ranking: 43/54 (2017) 2. Overall Governance score 41.3/100 3. Overall Governance trend: Increasing +0.80 AAT since 2012 4. CPI Score: 17/100 (2017) 5. CPI Ranking: 171/180 (2017)	1.2.3.4.5. Improvements in governance indicators (2019-2020)	1. 2. 3 . Mo Ibrahim Report 4.5 Transparency International 1.2.3.4.5. Civil Society organizations reports (ex. LGDH; Voz do Paz) UNIOGBIS reports	

Specific objective(s): Outcome(s)	SO1: Contributing to enhancing credibility, legitimacy and transparency of elections in 2018 and 2019, as foreseen by the country's Constitution, legislative and presidential elections respectively.	1.1 Number of elections supported by the EU where the electoral process is perceived by independent observers as free and fair (EURF ind. 2) 1.2 Percentage of participation in legislative and presidential elections	(2014) 1. 1. 2 (2014 double election: Presidential and Legislative) (2014 elections were considered credible and transparent lections by International Observers and civil society monitors) 1.2 Participation rate Presidential 89,29 % Legislative 88,63 %	(2018) 1.1 2 (Legislative elections 2018 and Presidential elections 2019) 1.2 89 %	1.1 International Electoral observation missions reports Civil Society Group for Election (GOSCE) reports UN Reports 1.2 CNE report	The Government is able to ensure the maintenance of a climate of peace and security of electoral operations throughout the territory
Outputs	1.1 Updated voter register for the legislative and presidential elections	1.1.1. Number of Voter Registration Kits purchased/used; 1.1.2. Number of voters registered (disaggregated) 1.1.3 Status of feasibility studies on cost effectiveness and appropriate ICT options ;	1.1.1 238 1.1 2. 775.508 <i>M=402.966 / F=372.542</i> 1.1.3. 1 1.1.4 0.045 %	<i>1.1.1 300</i> <i>1.1.2. 975.508</i> <i>1.1.3. TBD</i> <i>1.1.4 0 %</i>	1.1.1 GTAPE and CNE reports 1.1.2 GTAPE and CNE reports 1.1.3 PNUD Reports	GTAPE considered credible and results of the VR update accepted

		<p>1.1.4 Percentage of polling registration that received sufficient number of cards and received voter list on time.</p> <p>Indicators targets related to 2019 presidential elections to be determined after the legislative election on the basis of 2018 targets reached.</p>			1.1.4 Civil Society organisations reports, national and international Press releases	
Outputs	1.2. Strengthening capacities for the implementation of elections and communication with the electorate	<p>1.2.1 Status of publication of Electoral results disaggregated by sex</p> <p>1.2.2 Number of polling stations equipped by this Action with election material</p> <p>1.2.3 Number of people reached with the communication products produced with the support of this action</p> <p>1.2.4 Number of polling station staff trained by this action in election procedures</p>	<p>(2014)</p> <p>1.2.1 Yes M=354.624 F=332.252</p> <p>1.2.2 3.048 (2014)</p> <p>1.2.3 NA</p> <p>1.2.4 16.764</p> <p>1.2.5 Implemented</p>	<p>(2018)</p> <p>1.2.1 100 %</p> <p>1.2.2 3.070</p> <p>1.2.3 TBD</p> <p>1.2.4</p> <p>1.2.5 Implemented</p>	<p>1.2.1 CNE report</p> <p>1.2.2 CNE report</p> <p>1.2.3 CNE report</p> <p>1.2.4 CNE report</p> <p>1.2.5 UNDP report / international</p>	CNE considered credible and results of the elections are accepted

		(disaggregated by sex) 1.2.5 Status of the elections communication strategy Indicators targets related to 2019 presidential elections to be determined after the legislative election on the basis of 2018 targets reached.			observation missions reports	
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