



European Commission  
United Nations Development Programme  
**Joint Task Force on Electoral Assistance**



# EC-UNDP Workshop on

## **Formulating and Implementing Electoral Assistance Projects in the Context of the EC-UNDP Partnership**

### **EU Policy and Strategic Framework for Electoral Support**

Teresa Polara, DEVCO European Commission

*Brussels 1 – 4 February 2011*



# EU legal framework

## Consolidated Treaty on EU (art 21)

The **Union's action on the international scene shall be guided by the principles** which have inspired its own creation, development and enlargement, and **which it seeks to advance in the wider world: democracy, the rule of law**, the universality and indivisibility of human rights and fundamental freedoms, respect for human dignity, the principles of equality and solidarity, and respect for the principles of the United Nations Charter and international law.

## Charter of Fundamental Rights of the EU (preamble)

The Union (...) is based on the principles of **democracy** and the rule of law.



# ***Why does the EU promote democracy?***

**Development policy and democratization are nowadays seen as complementary – good and effective governance is considered as a prerequisite for development**

**Democracy provides an enabling environment for advances in:**

- sustainable development
- long term political stability
- conflict prevention
- national, regional and international security



# How does the EU promote democracy?

## **Instruments and tools for democracy building in third countries:**

- ☐ **Political dialogue and diplomatic initiatives (for ACP countries, artt. 8 et 96 Cotonou Agreement)**
- ☐ **Instruments of financial and technical cooperation**
- ☐ **Mainstreaming of democratic principles in all interventions**
- ☐ **Participatory decision making process in drafting Poverty Reduction Strategies, ideally involving civil society, Parliament and independent control mechanisms**





## ***EC Communication on election assistance and observation – COM (2000)191***

**Reviews the lessons to be learned from EU assistance and observation efforts between 1993 and 2000**

**States the links between democracy, development and peace:**

- Promotion of genuine democracy and respect for human rights is the determining factor in building sustainable human development and lasting peace
- Actions in support of democratisation and respect for human rights, including the right to participate in the establishment of governments through free and fair elections, can make a major contribution to peace, security and the prevention of conflicts.



## *EC Communication on election assistance and observation – COM (2000)191*

### **Defines assistance and observation and the extent of their complementarity:**

- Election **assistance** is the technical or material support given to the electoral process
- Election **observation** is the political complement to election assistance
- Technically speaking, they are different activities but essentially they should be considered and **programmed in a complementary manner**



# ***EU Electoral Support***



**Electoral  
Assistance**

**Election  
Observation**



## *EC Communication on election assistance and observation – COM(2000)191*

### **Suggests a strategy and methods for EU election assistance and observation in third countries:**

- Partnership between the EC and the host country
- Flexible and a case-by-case approach
- Development of national capacity, including support to national Election Commissions and civil society organisations
- Long term sustainability after an election and continuity of support
- Promotion of pluralism of national actors, media and NGOs
- Support to national observers
- Importance of electoral registration and fair delimitation of electoral boundaries



## *EC Communication on election assistance and observation – COM(2000)191*

### Sets the **criteria** for Election Assistance:

- A request from the host government
- A general agreement of main political parties and other stakeholders to an EU electoral assistance programme
- Previous EU political monitoring or EU development programs in the host country
- Adequate time-frame for preparation
- Freedom of movement and access to national authorities
- Access to information
- Safety of the technical assistance team



# *SEC(03)1472*

*Commission Staff Working Paper*

## Criteria for involvement

**Complementarity** – Complement national funds and in coordination with other donors and Members States. (Exception for post conflict elections)

Electoral assistance has to respect its ultimate objective – **improvement in the expression of popular will** through electoral process

Assistance has to be assessed for its impact as a **conflict prevention** tool

Assessment of **political impact** – Minimum democratic space?



**«Assistance, on the other hand, can improve an electoral process before elections»**





## ***A Country-driven Agenda***

- ☐ **The donor community is plural in most partner countries**
- ☐ **Donors' agendas are meant to be Country-driven and tailored on the beneficiaries' needs and requirements**
- ☐ **the EU signs a CSP (Country Strategy Paper) with the partner Country and later a Financial Contribution with the NAO - UNDP signs a CPAP (Country Programme Action Plan) with the Country and later a Prodoc with the beneficiary national authorities**
- ☐ **This is ultimately what makes it possible to converge on the same electoral assistance platform, for instance in the shape of a UNDP managed basket fund**
- ☐ **While no donor is the sole interlocutor of the national authorities, the donors' community can join efforts to implement the beneficiary requirements in the field of democratic governance**





# The EU External cooperation - Financial Instruments

**Since 2007**

**Before 2007**

More than 30 different instruments for delivering external cooperation

## **Geographical Instruments:**

- ▶ European Development Fund (EDF) ACP countries.
- ▶ European Neighborhood and Partnership Instrument (ENPI)
- ▶ Development Cooperation Instrument (DCI). Asia, Latin America and Middle East countries
- ▶ Instrument for Pre-Accession Assistance (IPA); Candidates Countries

## **Thematic Instrument:**

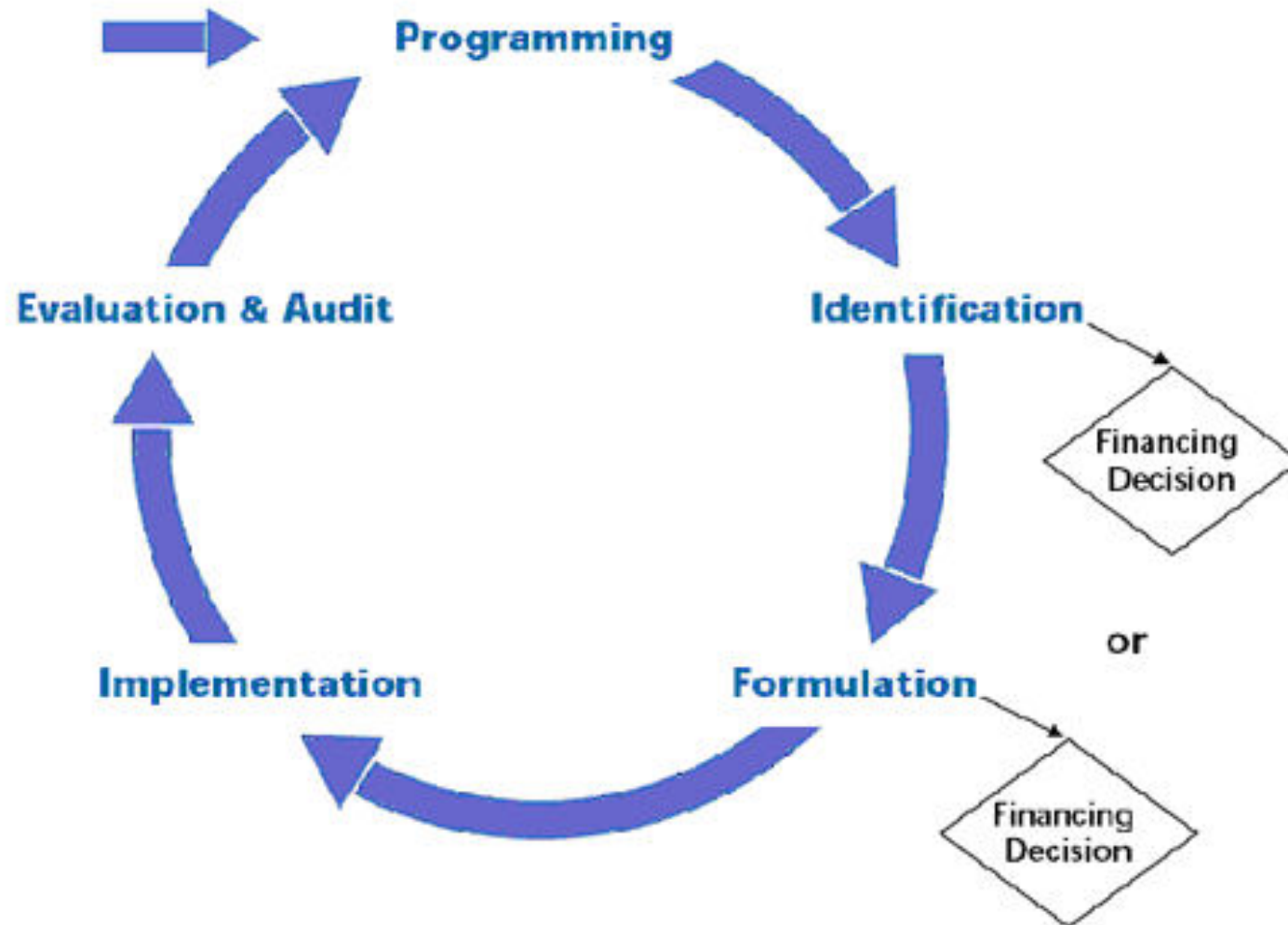
- ▶ European Instrument for Democracy Human Rights (EIDHR). Centrally managed

## **Crisis response instruments:**

- ▶ Instrument for Stability



# ***EU Project Cycle Management***





## *How the EU project cycle works in practice*

- ❑ **Global programming** and allocations per country – HQ
- ❑ **Programming at the country level** – done by EU Delegations and national authorities - signing of a pluriannual Country Strategy Paper (CSP) and of a National Indicative Plan (NIP)
- ❑ Project **Identification and Formulation** – done at the country level – EUD and beneficiaries define the EU project and agree on its objectives, expected results and activities to be carried out, implementation modalities – DEVCO E4 to provide quality support
- ❑ Project **implementation** – done at the country level by an implementing partner – DEVCO E4 to provide follow up



## *The role for the EU Delegations over the implementation of an EA programme*

- ❑ The EUD is pursuing **political dialogue** at the country level with the national institutions and possibly involving non governmental actors
- ❑ No matter what implementation partner is chosen for an EA project, **staff at the EUD are following closely** on both the project implementation and the electoral developments
- ❑ Follow up is provided mainly through **participation in the project mechanisms**, such as Steering Committeess and technical Committees – in some cases a daily follow up is required
- ❑ EUD staff are quite regularly associated to **working groups** on legal reforms and stakeholders fora
- ❑ Technical Assistants are recruited in many cases to provide **additional expertise** to multidonor projects



## EC at the forefront of Electoral Assistance

In the 2003-2010 timeframe the EC has provided over 700M€ for electoral assistance activities worldwide

African countries where the largest recipients

At the same time the EU has played a leading role in the conceptualization of a strategy for Effective Electoral Assistance and the production of content



## EC Conference - 2004

### Electoral support, achievements and challenges

#### Lessons learned

- Requests for assistance received late and for short-term interventions – leading to late formulation of projects
- Too much focus on supporting a one-off election event
- Temporary ad hoc institutions or massive deployment of international expertise without effective knowledge transfer, lack of capacity building to ensure sustainability of the process.
- Poor follow-up of EU EOM recommendations
- Absence of coherent methodology



# **New implementation approach 2006 - ongoing**

## **Focus on effectiveness and sustainability**

### **Attention to follow up of EU EOM Recommendations**

#### **Development of tools and methodologies**

- Conceptualization of the Electoral Cycle approach
- Electoral Assistance vs Election Assistance
- Elaboration of the EC Guide on Electoral Assistance
- Training on effective Electoral Assistance

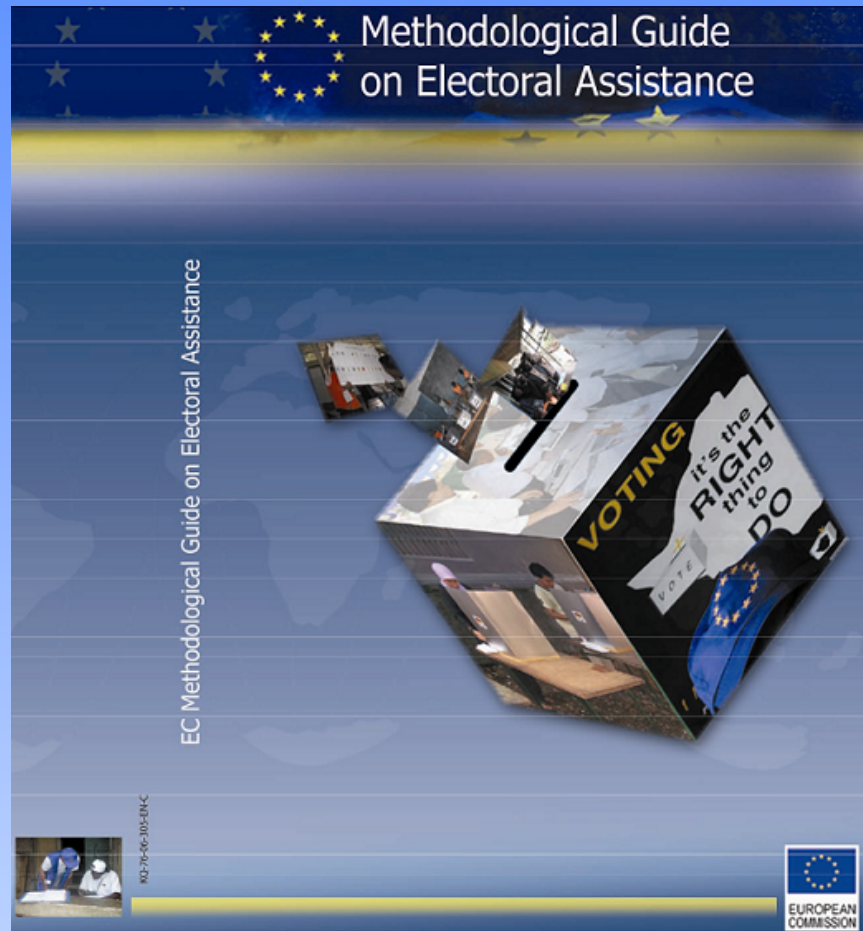
**Collaboration and coordination with other actors (UNDP, IDEA, EISA, ACE, Train4Dev)**

**Increased Quality support to programme and projects, early identification and formulation missions**





# EC Methodological Guide on Electoral Assistance



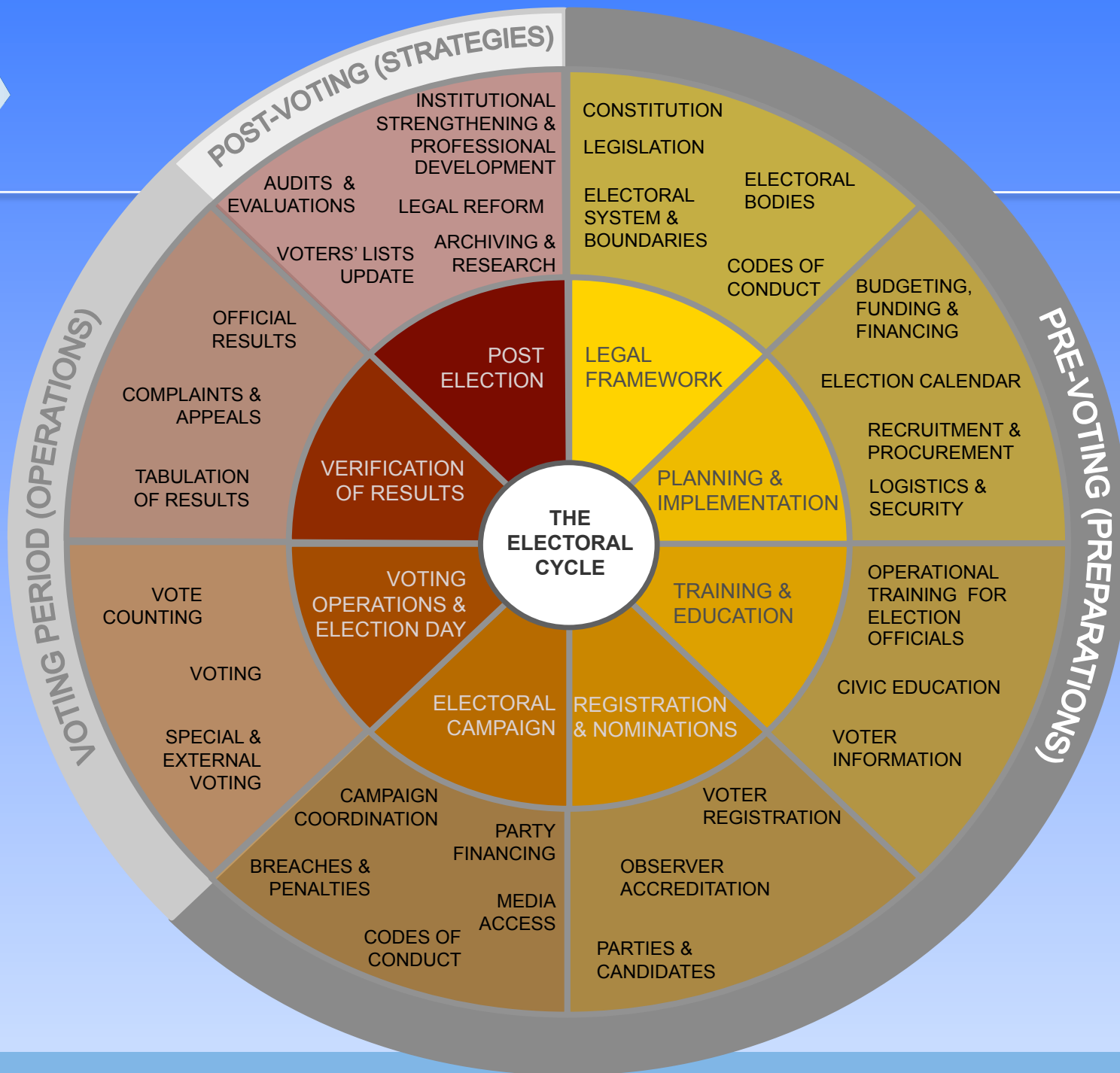
✓ **strategy, lessons learned, electoral cycle approach**

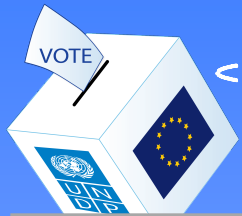
✓ **activities in support of electoral cycles, benefits, risks and cross-cutting considerations**

✓ **EC procedures**

✓ **case studies, operational tools and sources of information**







# *The electoral cycle*

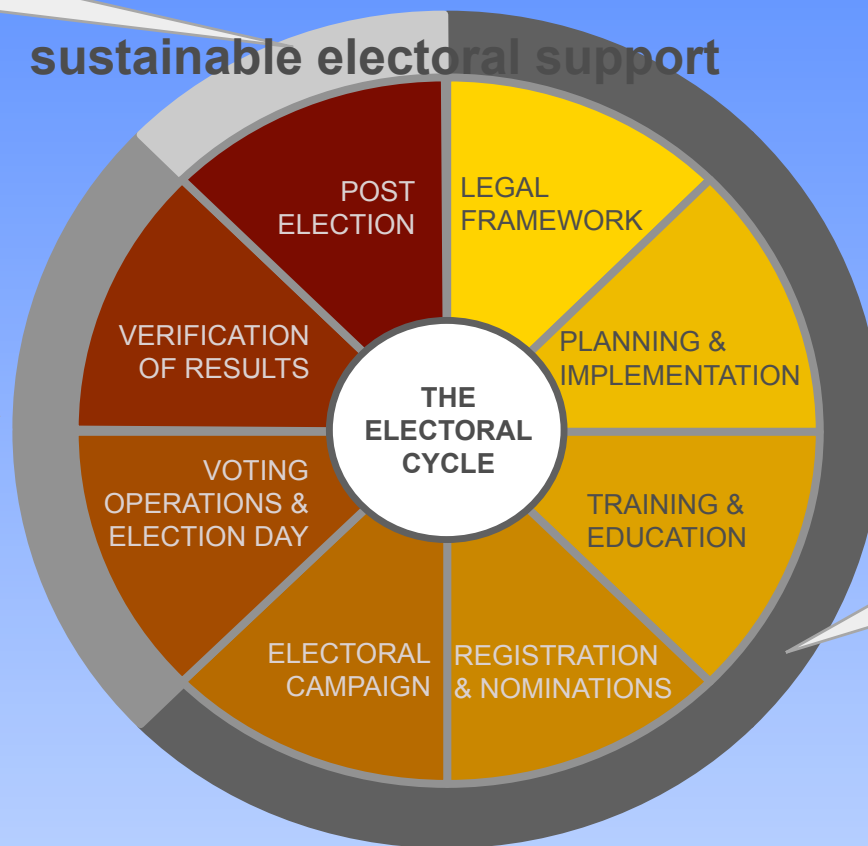
three main segments

post-election  
period (strategy)

sustainable electoral support

election period  
(operations)

pre-election  
period  
(preparations)





## ***The increasing synergies between Election observation and Electoral Assistance***

- ❑ The EU EOM's recommendations are increasingly shaping future electoral reforms and later electoral assistance projects
- ❑ Recommendations are systematically **recalled in EA projects' formulation** and are the basis for many relevant activities foreseen in such projects
- ❑ Recommendations can serve as a **platform of discussion** for the international community with the national authorities
- ❑ Exploratory Missions which are sent to assess whether an EOM should be deployed, increasingly **take stock of previous and ongoing electoral assistance projects** provided in the Country



## *The increasing synergies between Election observation and Electoral Assistance ➡ and possibly a way forward*

- ❑ The electoral cycle approach should be better taken into account at the **programming** level, so that post-electoral support promoting follow-up of EU-EOM recommendations is timely foreseen and resources allocated
- ❑ EU EOM members should have the best possible **comprehension** of previous and ongoing electoral assistance projects, and recommendations be tailored in a way so to be fully « implementable » from a technical point of view
- ❑ EU EOM recommendations should systematically be used, whenever possible, by the EU Delegations within the **political dialogue**



## **Recent developments:**

### **EU Agenda for Action on Democracy Support in EU External Relations – 2009**

- **Aims at improving the coherence and effectiveness of EU support to democracy**
- **Lists a set of values, norms and principles at the core of the Agenda**
- **Underlines the need of a comprehensive approach going beyond electoral democracy – need to work on political institutions (parliaments and parties)**
- **In its implementation, some pilot countries are being identified where pilot activities will be carried out**
- **EU Institutions to implement Agenda and report back to Council on progress in 2010 and beyond**





# Questions?!

