II. DETAILED DESCRIPTION OF THEMATIC PROJECTS:

1.1 SUPPORT FREE AND FAIR ELECTIONS IN THE EASTERN PARTNERSHIP

1. Location(s)

Armenia, Azerbaijan, Belarus, Georgia, Moldova, Ukraine and hosting European country/ies

2. Cost of the action and amount requested from the Contracting Authority

Total cost of the action (A)	Amount requested from the Contracting Authority (B)	% of total eligible cost of action (B/Ax100)
EUR 935 900	EUR 935 900	100%

3. Summary

Total duration of the action	30 months	
Objectives of the action	Overall objective	
	To ensure the implementation of the principles of the European electoral heritage, especially in pre-electoral periods	
	Specific objective	
	To provide training to the electoral administration on specific issues, to improve the quality of the organisation of elections, to reinforce the role of the CEC and of the electoral administration as a whole;	
	to increase the capacity level of organizations involved in national observation of elections by increasing the professionalism of local observers, notably from civil society;	
*	to create a network aimed at supporting participation and educating voters to have a responsible and critical attitude towards electoral campaigns and the whole electoral process.	
Partner(s)	Central electoral administrations of the beneficiary countries, local NGOs	

Target group(s) ¹⁰	Electoral administrations of beneficiary countries, judges in charge electoral disputes, NGOs and other observers, potential voters		
Final beneficiaries ¹¹	Entire population of the beneficiary countries		
Estimated results	The standards of the European electoral heritage are better respected in the beneficiary countries during the organisation of elections in particular by capacity building of the CECs and of national observers.		
8-1.4-1.1	Voters are better aware of their role in elections		
Main activities	Training, working groups, policy round tables and conferences, study visits, preparation of policy recommendations and their publication in the official languages of all the beneficiary countries		

4. Objectives

The overall aim of the project is to ensure the effective implementation of the principles of the European electoral heritage, relying notably on capacity building and awareness raising activities involving both the competent authorities and civil society.

The Project will mobilise expertise and experience to provide an opportunity to discuss the legal and practical obstacles to the implementation of the applicable European standards in the participating countries and to further adjust their respective policies in the areas of particular concern identified by the Project, the Council of Europe (CoE) monitoring mechanisms, the EU progress reports and the beneficiary countries themselves.

In-line with the Eastern Partnership, the Project will provide a flexible forum for discussing among the participating countries the concrete implications of the standards, drawing on relevant expertise and experience and extracting key findings and applicable European lessons learnt for shared use.

The specific objectives are:

To enhance the capacity of the electoral administration at all levels to organise elections in compliance with European standards. This is to be carried essentially by involving local experts and making them the focal point for the training of election commissions and officials at all levels, so as to ensure sustainability;

To address problems of common concern in the region linked to the organisation of democratic elections and, notably, to the modernisation of the electoral process such as the creation of accessible electronic voter registers or mechanisms for the registration of voters abroad;

"Target groups" are the groups/entities who will be directly positively affected by the project at the Project Purpose level – See paragraph 2.3 in Section II for the list.

[&]quot;Final beneficiaries" are those who will benefit from the project in the long term at the level of the society or sector at large.

To support civil society in developing its capacity to act as a reliable source of independent national observers for elections in a sustainable manner relying on a regional exchange of knowledge and experience and pooling of training resources;

To involve voters more deeply in the electoral process as a pre-condition for full participation in public and political life, making them aware of the importance of participating (and hence abstaining from) in elections, the individual rights of each voter, and the freedom of choice in the casting of a ballot. The activities will target in particular young first-time voters and women, to fight phenomena such as family voting.

It is to be underlined that these regional activities will both complement bilateral programmes on elections implemented by the Council of Europe and help to prepare proposals for further bilateral programmes in the elections field.

5. Relevance of the action

The conduct of free and fair elections is a cornerstone of democracy: "in a genuine democracy, the citizen is sovereign and the voter decides" (Proceedings, European Forum for the future of democracy, Kyiv, Ukraine, 21-23 October 2009).

There is no unique type of electoral system which could be recommended as the best model for every country. Each type carries advantages and disadvantages and the choice depends on a number of factors such as historical context, party and political system. The Council of Europe's objective is to establish a common understanding about all the principles which qualify elections as being "free and fair" in compliance with democratic standards. Those standards must be fully implemented in all elections throughout the Council of Europe space and in those states aspiring to join the Organisation or engage in a privileged relationship with it. (Conclusions, European Forum for the future of democracy, Kyiv, Ukraine, 21-23 October 2009). The Code of Good Practice in Electoral Matters drafted by the Venice Commission (CDL-AD(2002)023rev) is the reference document of the Organisation in this field.

The role of the electoral administration at all its levels is thus fundamental in ensuring that these principles are respected and enhanced at the different stages of the electoral process and should be provided with all skills and support to this end as well as a legal framework in line with democratic principles and standards.

Since participatory democracy is complementary to representative democracy, civil society organisations can stimulate transparent and inclusive elections. They can contribute to good electoral practices in the fields of financing, campaigning and open dialogue, candidate and voter education, representing and defending the electoral rights of persons belonging to minorities, vulnerable or disadvantaged groups of the population, electoral observation, as well as in the drafting and assessment of electoral legislation. (Conclusions, European Forum for the future of democracy, Kyiv, Ukraine, 21-23 October 2009).

Voters, and especially those categories of voters, who are traditionally at a disadvantage to exercise their voting rights for material, social or cultural reasons, must be supported in their efforts to participate in democracy and made better aware of their role in democratic elections.

In all beneficiary countries the historical and cultural heritage concerning elections adversely influences voters' behaviour at elections who must be made aware of the importance of exercising their right to a free and responsible vote.

National observers, notably those from civil society, have a fundamental role to play in the conduct of democratic elections and the respect of European principles by all those involved in the electoral process. They must be provided with the necessary confidence, knowledge and skills to fulfil their role.

The project thus proposes to work with these three elements – an efficient electoral administration, responsible and participating voters, well trained national observers – to enhance the respect of the principles of the European electoral heritage at the basis of democratic elections. The exchange of knowledge, experiences and practices between the beneficiary countries and Council of Europe experts as well as among the beneficiary countries would be the main implementation approach.

The Council of Europe has developed multi-disciplinary specific expertise in this area based first and foremost on the European convention on Human Rights and the case-law of the European Court of Human Rights, complemented by other conventions such as, for example, the media convention, the framework convention on minorities, the convention against racism and discrimination.

A substantial amount of work has been carried out by the Venice Commission in the definition of the standards of the European electoral heritage as well as in the elaboration of electoral and election related legislation, from the constitutional level to the level of applicable regulations, especially in the ENP countries. This work is widely recognised by member States as being of very high quality and value for electoral reforms and the conduct of elections in ENP countries.

In all but one (Belarus) of the ENP countries the Council of Europe has recently implemented preelectoral assistance programmes elaborated in co-operation with the competent national authorities and based notably on the results of the international election observation missions, but also on the ECHR case-law and the Venice Commission guidelines and opinions.

Network of electoral administrations

The Network would build on the conclusions of the European Conferences of Electoral Management Bodies (EMBs) and recommendations of the Venice Commission to examine how these conclusions and recommendations can be implemented in EaP countries in a harmonised manner and respecting European standards. Topics could include the modernisation of electoral lists, the fight against electoral fraud, handling of electoral disputes in electoral matters, out of country voting, awareness raising of voters and voters education.

EMBs organise yearly conferences, covering all 47 Council of Europe member States, on specific election-related topics that deserve a common approach from European countries. Experience shows that while EaP states are faced with the same difficulties as other European countries, the specificity of the democratic transition phase, with which their institutions are

confronted, makes it worth discussing region-specific solutions which take into consideration the reform processes underway, the historical heritage and the political landscape of the countries.

An EaP expert group could be set up to reach, with the assistance of European experts, concrete proposals for the implementation of the Venice Commission's recommendations and conclusions of the EMB conferences and formulate requests for specific training for national electoral administrations. This group would meet not only during the yearly conference but also at regular intervals during the year, enlarged to election officials from different levels of the electoral administration, to transmit the knowledge and experience of the EMB conferences and to gather information on the concrete difficulties common to the EaP targeted countries.

One of the objectives of the action would be to create a regional network of electoral officials who could exchange information, good practices and experience in different areas of the electoral process.

International meetings of observers to strengthen national election monitoring capacity

The Aim of the project is to increase the capacity level of organizations involved in national observation of elections by increasing the professionalism of local observers, notably from civil society. It is envisaged to do so through the creation of a regional platform on peer-to-peer training, experience exchange and internship of local observers.

The main tasks of the project would be:

- 1. To create a platform for peer-to-peer training and experience exchange between local NGO observers:
- 2. To develop and implement general principles, approaches and programmes on local election observation based on European standards;
- 3. To gain practical experience through the organisation of exchange study visits of observers, with the support of the organisations that will participate in this project.

IMPLEMENTATION OF THIS PROJECT WILL INCLUDE TWO STAGES: THE THEORETICAL TRAINING OF NATIONAL OBSERVERS FROM DIFFERENT COUNTRIES (TRAINING) AND PRACTICAL EXCHANGE STUDY VISITS OFFERING THE POSSIBILITY OF DIRECT PARTICIPATION IN THE ELECTION OBSERVATION PROCESS.

The experience and training of the national observers will not only be raised through the project but it will also create a core group of observers who can ensure sustainability of the platform.

Civil society network for awareness raising of voters, especially first time voters and young voters, women, handicapped persons, minorities.

The network would aim at supporting participation and educating voters to have a responsible and critical attitude towards electoral campaigns and the whole electoral process. It would be based on findings from international observation missions and national observation, as well as requests from the electoral administration.

The aim would be to increase participation, especially among women and young voters, and fight certain phenomena like family voting, in particular in the countryside. In particular, the possibility of introducing an election specific curriculum in the last two years of high school will be discussed as well as the training of teachers in this respect, and also the possibility of local authorities or institutions at local level supporting civil society in the organisation of activities of small groups of women designed to discuss their participation in elections and public life in general.

The objective will be to enable these two key groups of the population to bring about changes, to become more aware of the importance of elections in a democratic system and more active in supporting it.

This could be achieved through:

Seminars between NGOs and the election administration to discuss best approaches to raise voters' awareness, such as campaigns, public debates, training curricula for schools, and to formulate concrete proposals for implementation at national level, including exchange of expertise;

Joint seminars among the SPS, to discuss the role that civil society can play in very concrete terms to support participation in elections and ways in which it can complement the actions of the electoral administration in this field;

The creation of a website with examples, suggestions of good practices for raising voters' participation in elections.

6. Description of the action and its effectiveness

Expected result 1

Electoral administrations are better prepared to fulfil their tasks

It is only through their impartiality, independence and a high degree of professional competences within their membership that electoral commissions at all levels of governance can achieve transparency, accountability and command the confidence of the public in their work.

The aim of the network of electoral administrations would be to provide training to the electoral administration on specific issues and to improve the quality of the organisation of elections and to reinforce the role of CECs and of electoral administrations at all levels.

This could be achieved through a series of thematic workshops for members of the electoral administrations where a number of different set ups and approaches to deal with the different issues could be presented by European experts and discussed among participants with a view to identify some initiatives that could be adopted and subsequently implemented.

The network would be managed by 2-3 representatives of the CECs in charge of identifying themes including the specific issues to be discussed at the workshops, agree on the profile of the participants, monitor the follow-up to the seminars together with the Secretariat.

Concrete activities would entail:

1. Participation of three members of each CEC in the three EMB conferences.

Representatives of the EaP are already participating in the annual EMB conferences. However, this participation is limited to the Chairpersons of the CEC. Delegations of the targeted persons could include additional representatives. This would allow them not only to attend the meetings but to organise different exchanges of views between the delegations of the six countries (strengthening the above-mentioned networks).

2. Three additional two-day meetings of the EaP group of experts.

Meetings between the electoral officials of the six countries in Chisinau, Kyiv and Tbilissi.

- 3. Six thematic seminars (up to four days), with 25-30 participants on the following subjects:
 - a. Electoral lists and registers;
 - b. Out of country voting;
 - c. Complaints and appeals systems;
 - d. Electoral commissions and new information technologies;
 - e. Voting procedures and processing the election results:
 - f. Transparency of the work of the electoral administrations at all levels.

These activities would help the authorities of the targeted countries to identify problematic areas and to exchange experience in different areas of electoral legislation and practice. An additional task would be to provide necessary tools for the training of national experts in the electoral field.

Observers are better prepared to fulfil their role and provide constructive criticism about the electoral process

The main concrete results of this element would be to ensure training of observers at a first stage by international experts, with the view of creating a platform for the peer-to-peer training and experience exchange between the local NGO observers. Capacity building of national observers could be enhanced by the organization of exchange study visits.

Concrete activities will entail:

- 1. Meeting of representatives of the main NGOs from each country to define the topics for the training;
- 2. Identification/production of training material;
- 3. Six training sessions on specific topics;
- 4. Six study visits to one other EaP country during the elections to implement the training received.

Expected result 3

Voters are better aware of their role in the functioning of democratic elections and increase their participation

The main outcome of this component would be to help fighting certain phenomena like family voting and absenteeism.

In particular, women should be fairly represented at all stages of the electoral process. Built-in bias should be eliminated and member states and political parties should take measures to improve the conditions for women's participation and representation throughout the electoral process. This should include gender-sensitive civic education and possible adaptation of electoral systems to make them more open to women's representation in politics, including by introducing gender quotas for candidates.

Persons belonging to national minorities should be adequately represented in elections. It is therefore important that legal and practical measures are taken to avoid any disenfranchisement and to ensure their participation in elected bodies.

Concrete activities will entail:

Two seminars between NGOs and election administration to discuss best approaches to raise voters' awareness, such as campaigns, public debates, training curricula for schools, and formulate concrete proposals for implementation at national level, including exchange of expertise;

Three joint seminars among the Schools of Political Studies, to discuss the role civil society can play in very concrete terms to support participation in elections and ways in which it can complement the actions of the electoral administration in this field;

The creation of a website intended to provide examples, suggestions of good practices for raising voters' participation in elections.

The network would be managed by a contact desk in each country held, possibly on a rotating basis, by different NGOs involved in the electoral process.

Methodology (max 4 pages)

The project will be managed by a project manager, possibly based in the Council of Europe Kyiv Office, to provide a focal point for the organisation of activities in the region.

The approach will be to rely on the CECs' other state authorities and on local NGOs, carefully selected through previous experience and the experience of other international organisations, as the main interface with local target groups. The CECs' specific initiatives will be undertaken to ensure that these institutions develop a sense of ownership with respect to this project. To this aim, planning and consultations will be organised and flexibility introduced to take on board the concrete suggestions formulated.

The following working methods will be applied in the framework of the project:

Round tables/expert working groups/training workshops: CoE experts will introduce the principles of the European electoral heritage applicable to a specific issue, discuss with their counterparts the concrete implementation of legal texts or specific aspects of a legal matter, as well as successful practices of the fellow participating beneficiary countries and/or other CoE member states. Participants should discuss concrete experiences and practices, their impact and consequences for the pursued aims, and the elaboration of common approaches to given problems.

Conferences are traditional methods for implementing CoE activities, particularly for discussing expert recommendations, lobbying early implementation of recommendations, achievement of common positions, etc. Conferences are used to reach larger audiences, especially in the early stages of cooperation in a particular field, when it is important to air a broader range of issues and identify the main areas where efforts need to be concentrated. They allow experts, representatives of interested institutions and target groups in general to meet and exchange views, to disseminate information regarding standards and best practices on concrete subjects, to identify the most active and informed national experts and enhance co-operation with them, to formulate conclusions, common positions and follow-up proposals, to train and give professional incentives to the staff of the national stakeholders. They also allow a particular task to be undertaken in co-operation between various parties, such as providing assistance to a parliamentary committee or ministry in drafting a piece of legislation and bring together the representatives of the central government and professional organisations/civil society to debate specific

issues of a technical nature and adopt conclusions outlining policy guidelines. Experts put their knowledge at the disposal of practitioners and academics.

Study visits to other participating countries and/or CoE member states provide first-hand experience to complement theoretical knowledge, facilitate exchange of information and help individuals to establish inter-personal relations with colleagues from countries with more advanced legal/institutional systems and/or similar problems in different stages of transition. Study visits enable national participants to consider possible changes to their national legislation or working mechanisms and to promote them among their colleagues and national decision makers. The study visits shall be oriented to EU member states.

Translation, publication & dissemination of materials: On the one hand, translation of laws and texts makes important information accessible to CoE experts for assessment purposes: on the other hand, translation of CoE treaties and their explanatory memorandums, recommendations, expert reports, etc. into the state language creates a valuable source of information and make important texts accessible to national experts and public institutions, thereby also ensuring that the expertise and experience of CoE experts are made available to the widest possible audience.

Public awareness measures and intense visibility efforts on the Project's scope, specific activities, provision of means, implementing authority, role and performance of local partners and beneficiaries, etc. All the activities of the project shall be extensively advertised for several main purposes: building up a positive image for the project and, more importantly, contributing to the image of its "sponsors" in the country; disseminating information on the project's activities and opening a window for constructive criticisms to be taken into consideration; inviting co-operation and appraisal of successful contributions from beneficiaries; building up public confidence and knowledge in justice-related issues, etc.

Public awareness activities will consist mainly of regular press conferences, publications and broadcasts in the mass media, publication and dissemination of main working papers, translated CoE documents, Project reports and, possibly, creation and permanent management of a comprehensive Project web page. The Information Offices of the participating Beneficiary countries would provide national sources of materials related to the Organisation's Member States and the full range of the CoE's activities. The Centres, as a central focal point for the CoE's regional presence in the field, would participate in the implementation of Project, as necessary.

7. Duration and indicative action plan for implementing the action

The duration of the action will be 30 months. The details work programme will be elaborated during the initial inception phase expected to last four months during which bilateral and multilateral contacts will be organised with the different stakeholders in beneficiary countries.

8. Sustainability

Assumptions underlying the Project implementation

It is assumed that the beneficiary countries will continue to undertake meaningful reforms directed towards supporting democratic elections. As an operating condition and a general basis for its

development, the Project assumes that there is a political will and capacity to act in conformity with the principles of the European electoral heritage.

It is assumed that the authorities of the beneficiary countries will remain committed to ensuring the implementation of these principles and will uphold their approach at the policy level concerning preselected areas and sectors targeted by this Project. The availability of funds will have to be secured by the authorities to sustain the implementation of specific recommendations developed by the Project after its completion.

Furthermore, the Project assumes that there is also support for its successful implementation from the national co-ordinators, namely CECs and civil society. It is assumed that the beneficiaries will be willing not only to receive the results of the project, but also to learn from the best practice by adopting the proposed changes and to further use the Project's outputs – thereby ensuring the Projects' sustainability. This is particularly important for all activities implying substantial organisational changes, changes in approaches and in thinking.

It is assumed that with regard to Project activities, high-ranking participants and / or subject-matter experts will attend and devote time to the working groups, round tables and other exercises, use and share printed materials, make optimum use of study visits and generally secure the maximum possible benefit from the Project.

The project also foresees exchanges of views and the establishment of bilateral and multilateral exchanges of information, good practices and expertise between the representatives of the targeted countries.

Risks

The risk of lack of political commitment to ensure the implementation of the principles of the European electoral heritage must be taken into consideration by the Project.

The national co-ordinators and other beneficiary institutions may not co-operate and coordinate their work sufficiently to produce optimal results from the Project activities and publications.

The beneficiaries may not possess the necessary infrastructural and financial capacity to absorb the new approaches to ensure the full improvements they accepted in principle.

While the interest in the Project's activities should be strong, there is a risk of insufficient readiness of the participants to take the new methods on board and further implement them.

Risks will be reduced to a minimum by a close outside and inside monitoring of the Project throughout its implementation. A beneficiary country's institution may be asked? PG to report on the reasons for its lack of engagement and to address any shortcomings, with appropriate assistance.

The potential harm of any risk materialising may also be mitigated by the fact that there are six beneficiary countries and numerous substantive issues and procedures to be addressed. This should make it possible to take effective corrective action if needed, or to reorient the project or parts of it.

	Indicators	Sources of verification	Assumptions
Overall objective To ensure the implementation of the principles of the European electoral heritage, especially in pre-electoral periods			Political stability in the beneficiary countries; Policy support and commitment to improving the electoral legal framework and practice; Availability of national and international experts.
Specific objectives To provide training to the electoral administration on specific issues, to improve the quality of the organisation of elections, to reinforce the role of the CEC and of the electoral administration as a whole; to increase the capacity level of organizations involved in national observation of elections by increasing the professionalism of local observers, notably from civil society; to create a network aimed at supporting participation and educating voters to have a responsible and critical attitude towards electoral campaigns and the whole electoral process.	The training materials and activities are developed and provided. Best practices and recommendations with regard to the role of CEC, electoral administration is presented to the authorities; The obstacles to an effective functioning of elections and theirs observations are discussed and solutions are formulated.	CoE reports and the training materials. CoE Secretariat and experts' feedback and mission reports; Civil Society, Media and NGOs reports; CEC reports.	Political stability in the beneficiary countries; Policy support and commitment to improving the electoral legal framework and practice; Availability of national and international experts.
Expected result 1 Electoral administrations are better prepared to fulfil their tasks	Training and awareness raising activities are implemented: Network of electoral administration is established; The administration capacity is reinforced and	Minutes of the training activities; List of the networking administration; Experts' feedback and Secretariat mission reports; Reports by participants in the networking administration	Political stability in the beneficiary countries; Policy support and commitment to improving the electoral legal framework and practice; Availability of national and international experts.

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	recommendations prepared and disseminated.	meetings.	
Expected result 2 Observers are better prepared to fulfil their role and provide constructive criticism about the electoral process	Training and awareness raising activities to straighten national election monitoring capacity are organised and the training platform is established. The training materials developed and used. The network of the observers is set up and the best practice is shared with the networking observers. The general principals, approaches and programmes on the election observation are developed in line with the European standards.	Translations, publications and records of distribution of the training material; Reports by the participants of the training platform. Experts' feedback and Secretariat mission reports; Media, NGO reports;	Political stability in the beneficiary countries; Policy support and commitment to improving the electoral legal framework and practice; Availability of national and international experts.
Expected result 3 Voters are better aware of their role in the functioning of democratic elections and increase their participation	The activities aiming to raise awareness of the observers about their role in the functioning of democratic elections and the observers' participation are implemented. The follow-up to the recommendations is discussed and national authorities take them on board. Web site with the examples, suggestions of good practice for raising voter's participation in elections is set up.	Translations, publications and records of distribution of the recommendations; Experts' feedback and Secretariat mission reports; Civil society and NGO reports; Web site is operation and used by the project participants.	Political stability in the beneficiary countries; Policy support and commitment to improving the electoral legal framework and practice; Availability of national and international experts.

Sustainability

The financial aspect

The structures and systems set up or strengthened within the framework of the Project are (or will) be established by law, which involves financial commitments by the State for their functioning. Moreover, where training strategies are concerned, the relevant institutions in the beneficiary countries will have to incorporate them into their own training programmes, thus assuming the financial responsibility of the continuation.

Institutional level

The Project contributes to the implementation of the Eastern Partnership, to which the authorities of the participating beneficiary countries are committed vis-à-vis the European Union.

The aim of all CoE interventions is to promote the acceptance and implementation of European standards and practices as an everyday part of the work of officials and functioning of official structures,. Furthermore, the CoE, as an intergovernmental institution works in partnership with official institutions in the beneficiary countries.

Policy level

The assistance to the beneficiary countries proposed within this Project is formulated as a direct response to the Eastern Partnership ambition as well as to the obligations and commitments already undertaken by the beneficiary countries (except Belarus) in the context of their membership of the CoE, which are monitored both at the EC/EU and CoE levels. The combination of a willingness to improve the organisation of elections, the provision of concrete assistance to this aim, and the pressure of possible sanctions if commitments are not honoured, provides a strong probability that improvements in practice will occur.

9. Logical framework

Please fill in Annex C¹² to the Guidelines for applicants.

LOGICAL FRAMEWORK

Explanations can be found at the following address: http://ec.europa.eu/europeaid/reports//index_en.pdf