

## ANNEX

### **Annual Action Programme for 2015 for Election Observation missions (EOMs) and complementary activities**

#### **1.1. Introduction**

On the basis of the objectives as set out in the EIDHR, this Annual Action Programme contains the actions to be financed and the budget breakdown for year 2015 as follows:

- for procurement (implemented under direct management) (1.2)
---

#### **1.2. Procurement**

The overall budgetary allocation reserved for procurement contracts in 2015 amounts to EUR 41.267.086.

##### **1.2.1. EU Election Observation Missions (EU EOMs) and complementary activities**

Legal basis:

Regulation (EU) No 235/2014 of the European Parliament and of the Council of 11 March 2014 establishing a financial instrument for the promotion of democracy and human rights worldwide (EIDHR)
--

Budget line:

19 04 01
----------

Subject matter of the contracts envisaged:

<p>The bulk of the expenditure under this decision is related to the operational aspects of mission deployment, such as transportation, logistics and security, provision of office space and accommodation, communication, equipment and administrative support.</p>
---

In the framework of election observation the following types of mission can be deployed:

➤ **Exploratory Missions (ExMs)**

The purpose of ExMs is to collect information to assess whether an EU EOM would be useful, advisable and feasible. The objective of the ExM is to provide pertinent information and recommendations to the HR/VP ahead of the final decision on the deployment of a possible EU EOM;

➤ **Fully-fledged EU EOMs**

EU Election Observation Missions (EOMs) are the most powerful tool of EU election observation. They consist of Observers (long- and short-term ones headed by a Chief Observer, Member of the European Parliament), a Core Team of experts and a service provider (in charge of the implementation of the mission). Observers are deployed all over the observed country to assess, but not to intervene, the campaign period, the legal framework, the overall political environment and the overall electoral process. Overall, an average EOM is present in the field for approximately three to four months, until the completion of the electoral process;

➤ Election Assessment Teams (EATs)

In a limited number of cases, and depending primarily on the security conditions prevailing on the ground, the decision is to deploy an EAT instead of a fully-fledged EOM. EATs cover a limited part of the full EOM, with less observers and limited geographical coverage. EATs may, when appropriate and possible, be headed by a Chief Observer, who is Member of the European Parliament in case high political visibility needs to be ensured. For example until now such missions have been deployed in Afghanistan, Iraq and Libya;

➤ Election Experts Missions (EEMs)

EEMs are composed of a small number of experts only, who analyse the electoral process and are not endowed with any visibility. EEMs can be deployed to assess the entire electoral cycle, including specific early stages of the electoral process, such as voter registration;

➤ Election Follow-up Experts Missions (EFM)

One of the outcomes of EU EOMs and EEMs is a set of recommendations to the authorities of the country on how to improve the conduct of future elections. Election Follow-up Experts Missions (EFM) may be deployed to take stock of the way these recommendations have been dealt with, to help develop a political dialogue with the country on democracy and human rights, and to help donors support these improvements. Follow-up missions may, when possible and appropriate, be headed by the former Chief Observer of the latest EOM deployed in the given partner country.

As regards the implementation of fully-fledged EU EOMs, the Commission services (Service for Foreign Policy Instruments - FPI) have recourse to four potential service providers under a multiple framework contract EuropeAid/132614/C/SER/multi, who bid for the provision of essential logistic, security and other support services.

With respect to other missions - EEMs, ExMs and EFMs – FPI currently uses the Framework Contract BENEF 2013 EuropeAid/132633/C/SER/multi.

In order to ensure economies of scale, to lower costs, gain time and to deepen impact through complementary activities, several recurrent activities relating to the preparation, organisation and follow-up of EOMs are covered by separate procurement procedures which serve the needs of all EOMs, namely:

- Election Observation and Democracy Support project (EODS - [www.eods.eu](http://www.eods.eu)) provides methodological support to EOMs and specific training for EU observers, international partners and domestic observers' networks.
- Promotion and awareness-raising of EOM activities through electronic media is covered by a service provider recruited through an EC framework contract (until now the Framework Contract FPI-2011-01 and RTD-L05-2010-INFORMATION PRODUCTS LOT 1 have been used). Other communication activities are financed under the FWC for EU EOMs.
- Pre-deployment training on security for EOMs to be deployed in high risk countries is part of the service provider's assignment under the FWC for EU EOMs.
- Procurement of EU observers' working, medical, security and visibility equipment is also part of the service provider's assignment under the FWC for EU EOMs.

Efforts are being undertaken to standardise the equipment with a view to rationalizing its use and cost.

Type of contract and type of procurement:

Specific contracts under existing FWCs: EuropeAid/132614/C/SER/multi FWC for fully fledged EU EOMs, BENEf 2013 EuropeAid/132633/C/SER/multi FWC for other missions, and EC FWCs for electronic media; procurement of services.

Indicative amount per contract:

Based on the latest figures available, EU EOMs cost on average 3,5 million euros, depending on the specific situation of each mission. The main factors influencing the cost of a mission are: duration of the mission, number of experts/observers deployed, security situation and logistical constraints in the country where the mission is deployed.

The analysis of the budget of recently closed EU EOMs shows the following budget structure:

- Staff costs and fees account for 58% of the mission expenditure. This figure includes the Service Provider's experts fees (20%, including both the salary of the experts in charge of mission implementation and the profit margin of the Service Provider), Core Team fees and observers allowances (10%), per diems (23%, for all mission members) and local staff (5%).
- Transport accounts for 17% mission costs, and includes international and local travel.
- Administrative and operational costs linked to the implementation of the mission, such as office, equipment, utilities and other running costs, account for 25% of a mission budget.

The security-related costs amount to an average of 13.7% of a mission's budget. However, in countries where the security situation is highly volatile, the cost of ensuring the security and safety of the mission's members is considerably higher.

Exploratory Missions and Election Expert Missions (including Follow-up Missions) are implemented through the BENEf 2013 FWC and cost a maximum of EUR 300,000 each. Exploratory missions cost on average EUR 120,000, while for Election Expert Missions the cost varies from EUR 150,000 to EUR 300,000, depending on the number of experts deployed (usually 2 to 4 experts) and the security situation.

The EODS project is financed with an amount of EUR 3.999.750 over 3 years of implementation (2013-2015).

Indicative number of contracts envisaged:

Considering the average mission cost, the budgetary allocation allows for approximately 10 to 12 EU EOMs, 8 EEMs and 4 EFMs in the period covered by this decision. The exact number of missions deployed depends on the electoral calendar, the priority list for EU EOMs, and on the cost of specific missions to be deployed (depending mainly on the security situation and length of the mission).

Indicative timeframe for launching the procurement procedure:

The Annual Action Programme (AAP) must be adopted in advance in year 'n-1'. This is because a number of EOMs are regularly intended to be launched in the first three months of the year to which the AAP refers (year 'n', in this case 2015), and funds might be required to be committed early 2015. In order to allow flexibility, the AAP contains an indicative list of the countries which are likely to be selected for election observation missions in the period covered by this decision, as well as other possible candidates if observation in priority countries turns out not to be feasible. The list can be modified in the course of the year, depending on political developments which cannot be foreseen at the time of adoption of this decision, because elections have been cancelled or postponed, because the authorities did not invite the EU to observer elections, or because the conditions prevailing in the country do not allow for the deployment of a mission. The definitive list of priority countries is established and updated by the EEAS, after consulting the FPI on budget availability and feasibility, and after consulting Member States and the European Parliament. The decision whether to send an election observation mission, as well as the appointment of the Chief Observer is taken by the High Representative of the Union for Foreign Affairs & Security Policy/Vice-President of the European Commission (HR/VP) on the basis of a proposal by the EEAS. The EEAS Deputy Secretary General confirms these decisions, in writing, to the FPI. The HR/VP will inform the College, twice a year, of the decisions taken to send election observation missions.

Priority countries for election observation in 2015 may include the following: Lebanon and Palestine<sup>1</sup> (in case elections do not take place in 2014), Nigeria, Egypt, Togo, Guatemala, Guinea Conakry, Burundi, Ivory Coast, Uganda, Burkina Faso, Myanmar, Philippines (Mindanao), Afghanistan, Libya, Yemen, Thailand, Sri Lanka, Haiti.

The final list of priorities and format of mission to be deployed (EOM, EAT or EEM) will be defined by the HR/VP following consultation with the Member States and the European Parliament.

The budget commitment of this financing decision may cover elections which are not included in the above indicative list and/or elections which take place effectively in year n+1.

Implementation:

The action is implemented by FPI under direct management. FPI is responsible for the

---

<sup>1</sup> This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue

operational, budgetary and security part. The EEAS is responsible for the political and electoral part of the process.