of the Commission Implementing Decision on the Annual Action Programme 2016 (part 2) and 2017 (part 1) in favour of the Hashemite Kingdom of Jordan

Action Document for Enhanced Support to Democratic Governance in Jordan

INFORMATION FOR POTENTIAL GRANT APPLICANTS
WORK PROGRAMME FOR GRANTS
This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012) in the following sections concerning calls for proposals in section 5.3.1 "Grant – call for proposals "Enhanced Support to Democratic Governance in Jordan" (direct management)"

1. Title/basic act/ CRIS number	Enhanced Support to Democratic Governance in Jordan CRIS number: ENI/2016/039-464 Financed under the European Neighbourhood Instrument (ENI)
2. Zone benefiting from the action/location	The Hashemite Kingdom of Jordan The action shall be carried out at the following location: Jordan
3. Programming document	Single Support Framework for European Union (EU) support to Jordan (2014-2017)[1]
4. Sector of concentration/ thematic area	Reinforcing the rule of law for enhanced accountability and equity in public service delivery	DEV. Aid: YES[2]
5. Amounts concerned	Total estimated cost: EUR 17,600,000 Total amount of budget contribution EUR 15,000,000 This action is co-financed in joint co-financing by: - Spain/Spanish Agency for International Development Co-operation (AECID) for an amount of EUR 2,000,000 This action is co-financed by potential grant beneficiary for an indicative amount of EUR 600,000
6. Aid modality(ies)	Project Modality

---

[1]   C(2014) 5130 of 24.07.2014.

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

and implementation modality(ies)	Direct management grants – direct award Indirect management with AECID			
7 a) DAC code(s)	15150 - Democratic participation and civil society 15151 – Elections 15152 - Legislatures and political parties			
b) Main Delivery Channel	International Non Governmental Organisations (NGOs) – 21000 Donor Government - 11000			
8. Markers (from CRIS DAC form)	**General policy objective**	**Not targeted**	**Significant objective**	**Main objective**
	Participation development/good governance	☐	☐	☑
	Aid to environment	☑	☐	☐
	Gender equality (including Women In Development)	☐	☑	☐
	Trade Development	☑	☐	☐
	Reproductive, Maternal, New born and child health	☑	☐	☐
	RIO Convention markers	**Not targeted**	**Significant objective**	**Main objective**
	Biological diversity	☑	☐	☐
	Combat desertification	☑	☐	☐
	Climate change mitigation	☑	☐	☐
	Climate change adaptation	☑	☐	☐
9. Global Public Goods and Challenges (GPGC) thematic flagships	n/a			

SUMMARY

Gradually aiming at transitioning into a party-based parliamentary democracy, under the leadership of King Abdullah II, Jordan has shown commitment towards fundamental constitutional and political reform, with the establishment of an Independent Electoral Commission (IEC) in 2012, the holding of elections in 2013 under a new electoral law and the adoption since then of wide-ranging new legislation on decentralisation, municipalities, political parties, expanding the mandate of the IEC as well as reviewing the legal framework for elections again in view of parliamentary elections in 2016.

The proposed action aims at enhancing the EU's on-going support to democratic governance in Jordan, accompanying the country in its political reform process towards deep democracy. The start of a fresh legislative period in 2016, with a newly elected Parliament, provides an excellent opportunity to do so throughout the legislative term and around the full electoral cycle. The action specifically aims, through a strongly integrated approach, at strengthening

the capacity of the House of Representatives (HoR) to exercise its core parliamentary functions in a professional, accountable and transparent manner, at enhancing the capacity of the Independent Electoral Commission (IEC) and other key stakeholders for elections to be conducted in a professional, transparent and credible manner and at supporting the political party system and reinforcing the role of civil society in contributing to democratic governance, while promoting increased political participation of women and youth.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

The Constitution[3] of the Hashemite Kingdom of Jordan, adopted in 1952 and amended subsequently on several occasions, defines its system of government as a parliamentary hereditary monarchy (art. 1). The legislative power is vested in the Parliament and the King (art. 25). The Parliament is bicameral, consisting of the Senate and the House of Representatives. The Senate is composed of 60 senators, with currently nine women senators, who are appointed by the King (art.36). The Members of the House of Representatives are elected by general, secret and direct election in accordance with an election law (art. 67).

In the wake of the Arab Spring, King Abdullah II pushed for a series of constitutional and political reforms adopted in 2012 (and continued in 2014 and 2016) that included the creation of a Constitutional Court and of an Independent Electoral Commission (IEC), for the first time in charge of running the 2013 parliamentary elections under a new election law. According to international observers, including the EU Election Observation Mission (EU EOM)[4], the elections were technically well administered and carried out in a transparent manner by the IEC. However, observers also noted a series of areas in which the legal and political framework for elections could be improved to increase the public's trust and voter turnout (which stood at 52% of registered voters, being 31% of all eligible voters).

The election law has again been amended in 2016, introducing some key improvements. Whereas under the previous law candidates stood individually in either single-member districts or districts electing a small number of members, candidates are now required to form lists of at least three candidates, under an open list system in districts electing a larger number of members and whose boundaries now coincide with those of the governorates (expect for the three most populated ones). Moreover, populated urban districts will be allocated a higher number of members, at the expense of less populated, previously over-represented, rural districts. Based on the new law, the IEC has decided to eliminate the requirement to vote with a specific voter card, allowing the use of the national ID card, thus making voter registration automatic, a measure that is expected to increase participation. Whereas the number of seats at the HoR will be reduced from 150 to 130, the women's quota has been maintained at 15 seats, slightly increasing the percentage from 10% to 11.5%, with women still able to compete outside of the quota. While

---

3   http://www.parliament.jo/en/node/150
4   http://eeas.europa.eu/eueom/missions/2013/jordan/pdf/final-report_en.pdf

political parties overall endorse the King's vision for a party-based parliamentary democracy, and the new list system will play in their favour, many parties criticised the elimination of nation-wide electoral district under the previous law.

Overall, whereas this push for political reform seems genuine, current regional challenges, in particular the worsening of the conflicts in Syria and Iraq, the influx of refugees and the pressing security concerns, have altered the country's immediate priorities in terms of stability and the economy, and, consequently, its available resources to devote to the democratic reform agenda.

1.1.1 *Public Policy Assessment and EU Policy Framework*

In 2015, the Government of Jordan launched its new blueprint: *Jordan 2025 – A National Vision and Strategy*[5]. Its chapter on Citizenship makes explicit reference to a series of *discussion papers* issued by King Abdullah II[6] in which his vision for reform is presented with the end-goal of building a "vibrant Jordanian democracy" founded on the gradual deepening of parliamentary government, under the umbrella of a constitutional monarchy, underpinned by active public participation, eventually reaching an advanced stage where a party-based majority bloc or coalition of blocs forms a government and the remaining minority serves as a shadow government, which would monitor, hold governments to account, offer competing programmes and guarantee democratic rotation of governments.

The King explicitly calls on Parliament to continue improving key political laws, to enact a next generation election law, to enhance parliamentary blocs as they encourage political parties, and to adopt a code of conduct. He states that political parties must continue to develop their internal systems and capabilities, while efforts should continue to enhance the performance of parliamentary blocs in the House of Representatives. He further calls to continue on-going efforts to build the capacities of the Independent Electoral Commission (IEC) to perform according to international best practices. The King also stresses that civil society organisations (CSOs) need to play a greater role in contributing analyses and ideas to search for solutions to challenges, and calls for continuing investing in CSOs, promoting dialogue, accountability, transparency and the right to access information.

Whereas all these aims are commendable, the King also stresses the "gradual" approach in which this democratic "transition" towards a parliamentary government should deepen, as parliamentary and political parties' work matures "over parliamentary cycles"; for which it is essential to "keep evolving" the electoral system.

As for the EU Policy Framework, Article 21 of the Treaty on the European Union (TEU) states that EU action on the international scene shall be guided by the principles which have inspired its own creation, and which it seeks to advance in the wider world such as democracy, the rule of law and the universality and indivisibility of human rights and fundamental freedoms.

The EU Action Plan on Human Rights and Democracy (2015-2019) stresses that the promotion of human rights and democracy is kept at the heart of the EU agenda and

---

[5]   http://inform.gov.jo/en-us/By-Date/Report-Details/ArticleId/247/Jordan-2025
[6]   http://kingabdullah.jo/index.php/en_US/pages/view/id/244.html

its external action. Its first strategic area of action is "boosting the ownership of local actors" under which it particularly calls for supporting Electoral Management Bodies, supporting the capacity of Parliamentary institutions and for invigorating civil society, promoting stronger partnerships with third countries' CSOs, and between authorities, parliaments and CSOs.

The 2015 Review of the European Neighbourhood Policy (ENP) reaffirms the EU's commitment to promote good governance, democracy, rule of law and human rights in its neighbourhood, while seeking more effective ways to promote reforms with each partner in mutually agreed formats. The review states that public administration reform is essential, for which the Principles of Public Administration for ENP countries[7] developed by SIGMA provide a crucial tool. Moreover, it is stated the EU will continue to work on democracy-related issues, including electoral processes, paying particular attention to the EU Gender Action Plan (2016-2020), promoting empowerment of women and strengthening their voice and political participation. The revised ENP also calls to do more to support civil society, in line with the Communication "The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations"[8].

More concretely, under the Single Support Framework (SSF) for EU support to Jordan (2014-2017), the first choice of sector for intervention is "reinforcing the rule of law for enhanced accountability and equity in public service delivery" particularly aiming at contributing to the consolidation of political reform in Jordan and improving the outreach and representation of the Parliament as well as its oversight and control over the executive, strengthening political parties, the participation of women in political life and deepening the involvement of civil society in the policy process.

1.1.2 *Stakeholder analysis*

The current **House of Representatives** (HoR), elected in 2013, consists of 150 Members, of whom 70% are first-term Members of Parliament (MPs), 18 are women and the average age of MPs is 45 years. A Political Economy Analysis (PEA) of the HoR identifies the following decision makers, structures, relationships, use of resources and functional gaps. The Speaker of HoR determines the agenda of the two plenary weekly sessions and decides on the admissibility of bills and amendments. The Bureau of the HoR consists of the Speaker, two Deputy Speakers and two assistants. The conference and voting system in the plenary meeting hall is outdated and often non-functional, which leads to voting by show of hands, laborious vote counting and non-transparency of attendance records and voting results.

The HoR has 20 Standing Committees, whose composition and chairmanship of the Standing Committees changes on annual basis. The Committees on Legislation, Budget, and Economy and Investment meet on weekly basis. Other Committees meet less frequently or irregular and there is no parliamentary calendar detailing the Committees meetings. The Secretariat of the HoR is headed by the Secretary General, who is supported by his Deputy. He oversees 11 Departments. A partial restructuring of the Departments is ongoing, expected to arrive at approximately 500

---

7   http://www.sigmaweb.org/publications/Principles-ENP-Eng.pdf
8   http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:EN:PDF

staff, and several new, younger Directors of Departments have been appointed during the last one and half year. Through the Department on Legislation and Oversight, administrative staff provides support to the Standing Committees and conducts final and language review on adopted laws. While research staff drafts thematic papers and background information for inter-parliamentary co-operation, due to the need for more in-depth research, a new Legislative Research Centre was established with donor support and is currently being incorporated into the premises and staffing table of the HoR. The parliamentary Library is in a poor condition and lacks access to library resources and networks. The human resources practices do not usually foresee mandatory or anonymous testing of applicants and appointments of staff are normally done by the Speaker of the HoR, contingent to approval by the Prime Minister. Training is conducted by four in-house trainers and contracted national training providers, within the limited budget available. Parliament's outreach has been upgraded through a new web-site, launched with support of the current EU-funded project.

The **Independent Election Commission (IEC)** was established in 2012 and is composed of a five-member Board of Commissioners, including one women, supported by the Secretariat. A new Board of Commissioners was appointed in April 2016. Its new Chairman was previously the Minister of Political and Parliamentary Affairs, and as such played a major role in the drafting of the new election law. The Secretariat of the IEC is headed by the Secretary General and counts a total of 80 staff. The Directorate of Administration is responsible for the IEC's human resources policy and provides training for polling staff, but faces difficulties in preparing budgets and conducting adequate warehousing and procurement. The Information and communications technology (ICT) Directorate is responsible for the automatisation of the electoral process but is faced with limited ICT use by IEC staff. The design and elaboration of outreach materials are currently outsourced due to the limited capacities in the Directorate of Media, Communication and Voter Education. The Directorate of Policies and Institutional Development is in the process of taking charge of strategic planning, M&E and lessons learned reviews. The Directorate of Elections Operations is responsible for preparing the operations on election-day and for enhancing the internal electoral management processes. IEC presence at the districts is foreseen during electoral periods. In the run-up to the parliamentary elections in 2016/2017, the IEC is in the process of determining the number of polling stations and polling staff required, with the figure expected to be around 60,000 polling staff for election-day.

On the governmental side, the **Ministry on Political and Parliamentary Affairs (MoPPA)** is the ministry in charge of liaising between Government and Parliament, following-up on the draft legislation referred to the latter, on the work of parliamentary committees and on parliamentary questions. It is also the ministry in charge of the registry of political parties, chairing the inter-ministerial committee created to this effect. It was likewise the ministry that drafted the new electoral law and political parties' law. For its part, the **Civil Service Bureau (CSB)**, which reports directly to the Prime Minister, is the governmental entity overseeing the human resources management of 105 civil service entities, including the Parliament and the IEC.

There are currently 44 registered **political parties** with approximately an additional 30 waiting for their registration process to be concluded. From all these parties, around ten parties have established a coherent leadership; four parties have a consolidated programme, and three parties have a women chairperson. In the view of upcoming elections, some MPs in the HoR, through the blocs, have taken the initiative to build coalitions, though other parties are splitting. The 2015 political parties' law eased the conditions for the creation of new parties: the number of members required to establish a party has been reduced from 500 to 150, the mandatory quota for women and youth membership have been removed, and the number of regions where the party needs to have members have been diminished. Under the law, political parties are not allowed to receive donations or gifts from foreign sources.

As for civil society, there are between 4,000 to 5,000 registered **Civil Society Organisations** (CSOs) in Jordan, of which the largest number are small charities. Around 20 of them are active in the field of governance, following closely political developments and conducting activities such as election observation, parliamentary monitoring, advocacy on human rights including women rights and the concerns of the youth.

1.1.3 *Priority areas for support/problem analysis*

The main problems affecting the HoR include inadequate institutional capacity to perform its policy making, legislative, oversight and budget functions in an efficient and effective manner, limited outreach and communication, inadequate human resources and training management, as well as the marginal role of the political blocs. A first priority area for support is the HoR's internal organisation, which lacks strategic vision as well as departmental and budget planning in line with the strategic vision. The standing committees remain weak, and support is required on work planning, on human resources and document management. The legislative function of the HoR is another priority area, due to the fact that MPs have limited access to quality sectorial experts or civil society-generated analysis and considering that the HoR is faced with draft laws which are often technically weak and lack the necessary supporting documents. In addition, the HoR does not seem fully able to exercise its oversight functions vis-à-vis a powerful executive and, hence, support is needed to improve the frequency and quality of the parliamentary question time and to improve the oversight on the implementation of adopted legislation and public policies. The budget process in the HoR relies on the Budget Committee only and support is needed to involve other standing committees in the review of sectorial budgets. Furthermore, the HoR suffers from weak public perception and there is limited interaction between MPs and citizens or CSOs. Therefore, engagement with CSOs, young people and women will be important areas of support. Due to the fact that there is a lack of reliable data and a lack of access to databases and knowledge products in the Arabic language in Jordan, the parliamentary library will require support. A further area of support is the development of a sound human resources management, based on merit-based and transparent recruitments, accurate job descriptions, improved performance appraisal systems, as well as advanced and sectorial-focused trainings. To enhance transparency and accountability in the decision making process in parliament, there is need for a new electronic voting and conference system in the plenary hall of the HoR. Moreover, parliamentary blocs

have a rather limited role, do not fully act on a policy basis, and are subject to personal and interest-based relations. Hence, support is needed to build policy and organisational capacity of the party blocs. Finally, outreach through media and social media is still rather limited, and advise on a more pro-active and innovative approach to media will be useful.

The main challenges affecting the IEC include inadequate institutional capacity and strategic planning, limited capacities to deal with complex parts of electoral operations (tabulation and aggregation of results, out of country and electronic voting), limited outreach and communication, and inadequate human resources and training management. A first area of support would be developing and updating a strategic plan, based upon which staff capacity should be built in the areas of analysis and reporting, project management, procurement, information management and use of ICTs. In addition, support is needed to establish a robust, multi-function IEC website, intranet and email server. The IEC does not have a pool of experienced polling staff established in a systematic way. In view of the number of spoiled ballots (9% at the 2013 elections), there is need for extensive support in the areas of voter information as well civic education, media communication, including outreach to women and youth. As the administration and delivery of results is currently outsourced to a private company, an area of support will be to advise the IEC on the policy and resources for timely and well-sequenced announcement of results in a way that ensures the public's confidence in and credibility of the electoral process. Electoral Dispute Resolution is also a priority area for support. In line with international practices, the IEC is expected to resolve administrative and minor complaints, while the courts would deal with other disputes.

Political parties do not yet provide the main channel for articulating issues of public concern and contributing to policy making. The vast majority of parties have a poor internal organisation and its members lack skills. A PEA allows to say that the fragmentation of parties might reduce the chances that one well-established party will take a larger number of seats in the HoR. The current weakness of most parties cannot be blamed solely on the parties themselves. The shift towards encouraging a multi-party democracy is relatively recent and parties were previously perceived as opponents to the political system, having as an effect that, until today, many citizens are reluctant to engage in parties, especially among the youth.

Areas of support will focus on the political party system, including programmes and manifestos, political campaigning and campaign financing, development of party members and leader's skills with a particular attention to women and youth, coalition building and relationships between parties and party blocs in the HoR, as well as advice and training to staff of the Ministry of Parliamentary and Political Affairs (MoPPA).

As identified in the EU Roadmap for Engagement with Civil Society 2014-2017, CSOs in Jordan face challenges related to both their organisational and financial sustainability, and to competition due to scarcity of resources. An increasing concern expressed by CSOs is the shrinking space for them to operate, given the increased number of ministries required to approve foreign funding and the practice that organising CSO meetings requires prior authorisation. The proposed action will seek to deepen the role of CSOs in contributing to democratic governance, in particular as regards civic education, voter information, public awareness on the roles of the

Parliament and the IEC, domestic election observation, parliamentary monitoring, coalition building and joint advocacy, lobbying and policy-making, monitoring human rights, and promoting the roles of women and youth in political life. It will also build CSO's capacities in technical and financial project management and there will be a special focus on developing the capacity of women and young members of CSOs.

All the above stakeholders were consulted and closely involved in the problem analysis and the identification of all areas for support, through interviews, workshops, presentations, written inputs and cross-verification.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
The security situation worsens and there are less resources and will to implement political reform	M	Political dialogue is pursued
Reluctance of parliament and some parliamentarians to use comparative policies and evidence-based approaches	L	Politicians, like most people, are often more interested in 'real' issues and outcomes, not processes. Evidence-based approaches and comparative studies will provide various policy options in light of national interests and will facilitate contact with other branches of government and drive institutional reform.
Reluctance of external national stakeholders to create pressure for positive reforms	L	The project will use international standards and benchmarks as public policy frameworks to pressure policy reforms.
HoR Secretariat staff or IEC staff is reluctant or unable to implement reform	L	The action will support and aim at improving human resource management at HoR and IEC.
Political party ownership is weak	M	The action will develop the political party system and seek to enhance its relations with Parliament, the IEC and other stakeholders
CSOs capacities remain weak	M	The action will develop CSO's technical capacity as well as project and financial management
Government policies curtail CSOs activities	H	Political dialogue is pursued to ensure that CSOs can receive the grants awarded to them under this Programme

Assumptions

- Jordan's resilience to regional challenges persists and the security situation inside the country does not deteriorate.
- King Abdullah II and his Government continue to push for gradual, steady political reform.
- The newly elected parliamentarians are keen to pursue gradual, steady political reform.
- Strong political will for electoral reforms in line with international standards remains in place.
- Government stability is paramount to the implementation of an electoral process.
- Jordanian civil society organisations are keen and able to push public institutions for continued political reform and are allowed to receiving funding to conduct such activities.

3   LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1   Lessons learnt

The EU-funded programme to "Support to Democratic Governance" in Jordan adopted in 2010 included a specific parliamentary support project aiming at strengthening the institutional and administrative capacity of the House of Representatives. This technical assistance three-year project will end in February 2017. While this support is highly appreciated by MPs and secretariat staff alike, it will be crucial to build on its achievements. Lessons learned by the Delegation include the following: the relatively small budget allows only for short-term expertise rather than for longer-term in-house advisers; the modality of a service contract limits activities to technical assistance, making it difficult to offer other kind of support such as sub-granting, supplies or works where considered relevant; a thoughtful and communicative team leader who interacts regularly with senior parliamentarians and senior staff is of high value; the implementation period should be adjusted to cover at least the whole legislative period and the project should in any case be flexible enough to adapt to political developments; interaction with MPs from European or other MENA countries are of value to Jordanian MPs in identifying next steps in the democratic transition process.

Moreover, EU support for Jordan under the regional mechanism "Support for Partnership Reform and Inclusive Growth (SPRING)" focused on the programme "Support for the Electoral Cycle in Jordan", which was adopted in September 2012 coming just in time for the January 2013 parliamentary elections. The programme included a project in support of the IEC and the Judiciary implemented by The United Nations Development Programme (UNDP), another in support of media implemented by UNESCO, as well as four smaller grants, awarded under a call for proposals, implemented by international and local NGOs, in support of political parties and civil society. Lessons learned by the Delegation include 1) a series of scattered interventions, with different implementing partners, budgets and implementation periods, was a hurdle to overall co-ordination, coherence and visibility;2) UNDP established a good working relation with the IEC and the USAID-funded IFES project and its advisory functions were highly appreciated; 3) and it is of value that recommendations from the EU EOM have been systematically tracked by the programme. A lesson learnt from the external mid-term evaluation of the project implemented by UNDP was the need for a more robust emphasis on monitoring and evaluation (M&E) on IEC follow-up to project advice, and the importance of donor co-ordination in the sector of electoral assistance and domestic election observation. Peer-to-peer work with political parties by European political parties' foundations, with the support of a national partner who is well connected to the parties, has proven to be a successful approach. There is, however, room to do more with civil society organisations.

3.2   Complementarity, synergy and donor co-ordination

Whereas this action will follow-up and build on previous achievements described above, it will be complementary to other on-going EU-funded programmes in the field of good governance and the rule of law, such as a EUR 30 million budget support intervention in support of the Justice Sector, a EUR 10 million programme on "Support to Civil Society and Media", on-going and upcoming interventions

under thematic instruments and lines such as EIDHR and DCI-NSA. The action will also seek complementarities and synergies with ENI regional programmes, in particular the project "Strengthening democratic reform in the Southern Mediterranean- Phase II" implemented by the Council of Europe, which has a component on parliamentary and political parties support, as well as other projects on governance, the rule of law, civil society and youth under ENI and IcSP. The action will likewise seek synergies with all other EU-funded programmes implemented in Jordan, whether in human rights, economic development, education, energy or other sectors or in response to the Syrian refugee crisis, in as far as these programmes aim at influencing policy-making or bringing about legislative reform.

The action will also be in accordance with the UN Electoral Assistance Division's needs assessment report, which states that assistance to the IEC should be provided for, *inter alia*, voter education, and which also extends the relevance to continue supporting to the institutional strengthening of the IEC until 2020.

Donor co-ordination will be key in the implementation of this action and ensuring, supporting and facilitating donor co-ordination will be a core task entrusted to the implementers of the action. USAID has in Jordan its second most important mission worldwide and funds programmes in all these areas through its implementing agencies the National Democratic Institute for International Affairs (NDI), the International Republican Institute (IRI) and the International Foundation for Electoral Systems (IFES). At a smaller scale, the United Kingdom (UK) also funds programme in these areas, notably through the private company Global Partners. The EU and USAID co-chair a donor co-ordination group on governance that brings together all international actors in this domain and aims at sharing information on programmes and discussing political developments and issues of relevance. Under this structure, UNDP chairs a sub-group on elections which includes donors as well as relevant implementing partners and whose meetings are normally hosted by the EU Delegation. A more specific technical co-ordination group on support to the IEC meets regularly bringing together the two main donors working in this domain, the EU and USAID, and their implementing agencies embedded within the IEC. On parliamentary support, the UK and the EU regularly call for meetings of international donors and implementing partners. The HoR has expressed interest in leading co-ordination efforts in the future. As regards political parties, the current EU-funded project implemented by the Konrad Adenauer Stiftung (KAS), regularly calls for co-ordination meetings with other international and national organisations working with political parties. A further sub-group on civil society was recently established.

3.3   Cross-cutting issues

This action will integrate **human rights** considerations in all its aspects, focusing, in line with the EU Action Plan on Human Rights and Democracy (2015-2019), on the most pressing human rights challenges in the country, by, *inter alia*, providing technical advice to the HoR's Committee on Public Freedoms and Human Rights, and enabling support to CSOs monitoring the human rights situation. Moreover, and in line with the EU Gender Action Plan (2016-2020), this action will pay special attention to mainstreaming **gender-equality** and will specifically address gender-impact assessment of draft legislation, gender-sensitive budgeting, support the HoR's Committee on Women and Family Affairs, women MPs and members of political parties and will also encourage women participation in elections and their

involvement in CSO activities. Data generated by the action will be disaggregated according to gender and age (where possible). The action will also seek to promote **environmental sustainability** by supporting the transition to electronic document management systems at the both the HoR and the IEC, including through the provision of relevant equipment, by supporting the HoR's Committee on Health and Environment, and by encouraging the development of political parties' programmes and manifestos on the environment, climate change, water management and sustainable industries. The action will maintain a **conflict-sensitive** approach, minimising the negative and maximising the positive impacts that any activities could have on regional and potential internal conflict dynamics.

Finally, according to the European Commission's comprehensive approach on Public Administration Reform (PAR) there are six core areas of PAR which are cross-cutting and mutually enhancing: the strategic framework for PAR; policy development and co-ordination; public service and human resource management; accountability; service delivery; and public financial management. The European Commission has worked very closely with OECD/SIGMA to define each core area in detail with the Principles of Public Administration which will be integrated into this action.

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 sustainable development goals (SDG) targets 16.6 - Develop effective, accountable and transparent institutions at all levels; and 16.7 - Ensure responsive, inclusive, participatory and representative decision-making at all levels; but also promotes progress towards Goals 16.3 - Promote the rule of law at the national and international levels and ensure equal access to justice for all; and 5.5 - Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life[9].

The **overall objective** is to support Jordan's reform process towards consolidation of deep democracy and to promote inclusiveness of national policy and decision making processes, including women and youth, leading to a stronger democratic and tolerant political culture.

The **specific objectives** are:

1. To strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner.

2. To enhance the functioning of the Independent Electoral Commission (IEC) and other key stakeholders, hence contributing to elections conducted in a professional, transparent and credible manner.

3. To support the political party system in contributing to democratic governance and policy making, in particular in the Parliament.

---

[9] Nevertheless, this does not imply a commitment by the country benefiting from this programme.

4. To deepen the role of civil society in contributing to democratic governance and policy making.

The expected **results** are:

Component 1: Parliamentary Support

1.1. The institutional framework and the human resources capacities of the HoR are strengthened

1.2. The HoR's legislative process, committee system and access to information and research, including through its library, are enhanced

1.3. The oversight and budgetary roles of the HoR are strengthened

1.4. HoR's outreach, including through media and social media, and relations with stakeholders, including in particular towards women and youth, are strengthened

1.5. A new conference and voting system is in place to allow for more efficiency, transparency and consistency of HoR's decision-making processes

1.6. The parliamentary blocs are strengthened

Component 2: Electoral Assistance

2.1. The institutional framework and the human resources capacities of the IEC are strengthened

2.2. The legal, technical and operational capacities of the IEC are reinforced

2.3. The IEC's outreach, including through media and social media, and relations with stakeholders, including in particular woman and youth, are strengthened

2.4. The resolution of electoral disputes is improved

Component 3: Support to the Political Party System

3.1.Citizens' capacities, in particular of women and youth, to engage in political parties as well as political parties' capacities to produce sound programmes and policy positions are enhanced,

3.2. Inter-party dialogues are held and interaction between political parties and blocs in the HoR are strengthened

3.3. The capacity of the Ministry of Parliamentary and Political Affairs (MoPPA) to implement its mandate in relation to parties and to facilitate a political party system conducive for political party development is strengthened

Component 4: Support to Civil Society

4.1. CSOs' capacities to conduct civic education, voter information, public awareness on the roles of the Parliament and the IEC and to promote the role of women and youth in political life is enhanced

4.2. CSO's capacities to conduct domestic election observation is reinforced

4.3. CSO's capacities to conduct parliamentary monitoring is strengthened

4.4. CSO's capacities to build coalitions, to conduct joint advocacy, to lobby, to contribute to policymaking and to monitor the human rights situation are enhanced

4.2   Main activities

The indicative **main activities** are:

Component 1: Parliamentary Support

1.1.1 Support the institutional analysis of HoR and the revision of its Strategic Plan, the induction of newly elected MPs and mainstream support to women MPs

1.1.2 Provide legal advice on Rules of Procedure, MPs' Code of Conduct and status of MPs;

1.1.3 Advice on human resources policy and on the elaboration of a training plan, and deliver advanced trainings for MPs and secretariat staff

1.2.1 Advice on establishing an on-line legislative tracking mechanism and on improving the quality of legislation;

1.2.2. Advice on strengthening the committee system and the capacities of committee staff and on developing a document filing system;

1.2.3 Strengthen the committees' legislative work through the input of CSOs, domestic and international sectorial experts.

1.2.4 Enhance the HoR's research capacities and advice on developing a library policy and increasing the availability of knowledge materials

1.3.1 Strengthen the HoR oversight role through the "Evaluation Unit", committee staff skilled on oversight hearings and improved HoR parliamentary question time;

1.3.2. Provide advice on HoR budgetary powers and support committees in the budget process;

1.4.1 Support HoR outreach, in particular towards women and youth;

1.4.2 Advise on media strategy, including the use of social media, and provide media training to MPs and Secretariat staff, and build capacity of the media monitoring team.

1.5.1 Provide a voting and conference system and advise on procedural, budgetary, transparency and M&E framework related to it

1.5.2 Build the parliamentary dimension of Jordan's membership of the Open Government Partnership;

1.6.1 Advice on support to the parliamentary blocs

Component 2: Electoral Assistance

2.1.1. Support the institutional analysis of the IEC and the revision of its Strategic Plan.

2.1.2 Advice on human resources policy and on the elaboration of a training plan, and deliver advanced trainings for IEC staff

2.2.1 Provide legal, technical and operational advice on electoral legislation and procedures;

2.2.2. Enhance the IEC's research capacities, advice on developing a library policy and increasing the availability of knowledge materials

2.2.3. Advice on ICT needs and strategic plan, provide ICT equipment and related training, evaluate the process of tabulation of results

2.3.1. Support IEC's outreach, including towards women and youth, and assist in a voter information and civic education strategy and materials;

2.3.2. Support IEC's relations with stakeholders including electoral observers, media, political parties/candidates and candidate agents, including through the elaboration, review and update of codes of conduct,.

2.3.3 Advise on media strategy, including the use of social media, and provide media training

2.4.1 Provide advice and training on electoral dispute resolution to IEC and Judiciary

Component 3: Support to the Political Party System

3.1.1 Support citizens' involvement, in particular women and youth, in political parties, including through training on skills.

3.2.1. Provide advice on and facilitate inter-party dialogues;

3.2.3. Provide advice on coordination between political parties and blocs in HoR, including on translating political parties' and party blocs' programmes in legislative agenda or proposals;

3.3.1 Provide advice and training to MoPPA staff on party registration requirements, and on interaction with political parties;

3.3.2. Provide advice to MoPPA on further consensus building among political parties related to the political party system, in particular political parties functioning and political parties financing.

Component 4: Support to Civil Society

4.1.1. Provide training and financial assistance to CSOs in the areas of civic education, voter information, public awareness on the roles of the Parliament and IEC and promotion of the role of women and youth in political life

4.2.1. Provide training and financial assistance to CSOs in the area of domestic election observation

4.3.1. Provide training and financial assistance to CSOs in the area of parliamentary monitoring

4.4.1. Provide training and financial assistance to CSOs in the areas of coalition building, joint advocacy, lobby, policy making and monitoring the human rights situation

4.3   Intervention logic

The support to the HoR will be built on a double-edged systemic approach of capacity and knowledge building and of reforming structures and processes. This strategy of change is preferred because capacity and knowledge building by itself does not guarantee sustainable change in an institution like a parliament and therefore needs to be accompanied by addressing the institutional structures and processes. For instance, on the parliamentary committees system, four inter-twinned

interventions are foreseen. Firstly, at the level of the MPs, the project will offer technical institutional advice on the role of the committee secretary and of the conference of chairpersons. Secondly, at the level of the staff, the project will offer coaching and on-the-job training, advanced training on thematic sectors of expertise, and specific tools. Thirdly, the project will offer external thematic experts to conduct analysis on specific draft legislation and policies. Fourthly, the project will provide technological assistance via an intranet-based filing system and an on-line legislative tracking mechanism. These four interventions together will provide a strong incentive to better quality in the work of the committees. The project will then advise the leadership of HoR on how to bring the improved committee work to the proceedings of the plenary session. This systemic approach will allow for gradual in-house institutional capacity strengthening. Advanced trainings, workshops and a limited number of staff placements have also been foreseen. In addition, this component includes the provision of an electronic voting and conference system for the plenary hall, as the leadership of the HoR has demonstrated a clear commitment to use it and publish the voting results. To achieve the results foreseen for this component, there will be a resident team leader, who will act as the project's change-manager for the HoR, a team of long-term technical advisors as well as short-term experts for specific technical policy areas.

A similar intervention logic will apply to the support to the IEC and to the political parties system: a focus on long-term technical advice with a comparative perspective, in addition to trainings and workshops. A system-like approach to the IEC and political parties is proposed, connecting capacity building with strengthening structures and processes. For the IEC, limited provision of ICT equipment is considered.

As for civil society, this component will be implemented by providing technical and financial assistance directly to CSOs to implement actions in the domains of civic education, voter information, public awareness, election observation, parliamentary monitoring, coalition building, joint advocacy, contribute to policy-making and lobby parliament and government, and human rights monitoring. In this way, accountability will be enhanced. In addition, an innovative e-learning programme for young CSO activists will be conducted and rewarded by a number of internships at CSOs or international organisations based in EU/ENPI countries.

The SIGMA Principles of Public Administration for ENP countries will serve as a framework to validate the proposed actions. A public administration reform agenda (principle 1.1) and medium-term policy planning (principle 2.1) are prior areas of assistance for the HoR and IEC. The principles of human resources management (principles 3.3, 3.4 and 3.5) will inform the intervention in these areas. The principles on accountability and transparency (principles 4.1 to 4.5) are central to the programme's overall approach. In addition, the demand-role of CSOs for good governance will be a push-factor for these institutions to perform in line with the principles of public administration.

The synergies between the four components are the key strength of the proposed action. In this light, support to the HoR will be accompanied by support to demand for democratic accountability through parliamentary monitoring organisations and CSO capacity building in policy making and lobbying. In turn, support to the IEC will be accompanied by CSOs' activities in civic education, voter information and

domestic election observation. Moreover, strengthening the role of parliamentary blocs at HoR will be accompanied by support to programme development and outreach of political parties. The fact that the action touches on all fours components provides a strong comparative advantage to promote and facilitate interaction among all targeted beneficiaries.

The implementation duration of the action will be 48 months so as to cover the full parliamentary term and electoral cycle. The action would come into place shortly after the start of a newly elected parliament in 2016 and would last until after elections take place presumably again in 2020. A high degree of flexibility will be crucial in this regard to allow the action to adapt to political developments. The action will be implemented by a team of in-country based long-term experts, with an overall team leader responsible for co-ordination and common support functions to each of the components.

5   IMPLEMENTATION

5.1   Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

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

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 technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3   Implementation modalities

5.3.1 Grant: call for proposals "Enhanced Support to Democratic Governance in Jordan" (direct management)

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results

The overall objective of the grant is to support Jordan's reform process towards consolidation of deep democracy and to promote inclusiveness in policy and decision making processes by strengthening the capacity of the House of Representatives (HoR) to exercise its core parliamentary functions in a professional, accountable and transparent manner, by enhancing the capacity of the Independent Electoral Commission (IEC) and other key stakeholders for elections to be conducted in a professional, transparent and credible manner, and by supporting the political party system for contributing to democratic governance and policy making. The specific objectives, results and indicative main activities of the grant are those indicated under section 4.1 for components 1, 2 and 3.

(b) Eligibility conditions

In order to be eligible for the grant, the lead applicant must: (i) be a legal person, (ii) be non-profit making, (iii) be a non-governmental organisation, a public sector operator (including a development agency of a Member State of the European Union) or an international (inter-governmental) organisation, (iv) be established in a Member State of the European Union or other eligible countries as stipulated in the basic act (this obligation does not apply to international organisations) and (v) be directly responsible for the preparation and management of the action with the co-applicant(s) and affiliated entity(ies), not acting as an intermediary,

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution for the grant is EUR 12,000,000 and the grant may be awarded to monobeneficiaries and to consortia of beneficiaries (co-ordinator and co-beneficiaries).The indicative duration of the grant (its implementation period) is 48 months.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant.

The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 95%.

In accordance with Articles 192 of Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 37 of (EU) regulation n° 323/2015 if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call

It is intended to launch the call in August 2016 under a suspensive clause before the adoption of this Decision.

5.3.2 Indirect management with a Member State

A part of this action may be implemented in indirect management with Agencia Española de Cooperacion Internacional para el Desarrollo (AECID) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation entails component 4 of the action – deepening the role of civil society in contributing to democratic governance. This implementation is justified because AECID is a well-established EU Member State agency in Jordan whose objectives and fields of intervention in the country coincide with those of this action, namely supporting democratic governance and enhancing the role and capacities of civil society. AECID will also co-finance the action.

The entrusted entity would carry out the following budget-implementation tasks: management of procurement and grant award procedures and of contracts.

5.4 Indicative budget

	EU contribution (EUR)	Indicative third party contribution (EUR)
5.3.1 Grant: call for proposals (direct management)	**12,000,000**	**600,000**
– Component 1 : Parliamentary Support	6,500,000	600,000
– Component 2 : Electoral Assistance	4,200,000	
– Component 3 : Support to Political Party System	1,300,000	
5.3.2 Indirect management with AECID – Component 4: Support to Civil Society	**2,000,000**	**2,000,000**
5.7 – Evaluation, 5.8 – Audit	200,000	
5.9 – Communication and visibility	500,000	
Contingencies	300,000	
Sub-totals	**15,000,000**	**2,600,000**
Totals	**17,600,000**	

5.5 Organisational set-up and responsibilities

The action will be organised around an overall Co-ordination Committee, four Steering Committees, one per component. The Steering Committees will decide whether Technical Committees should be also established under each component.

The Co-ordination Committee will be co-chaired, on rotating basis, by the Speaker of the HoR, the Chairman of the IEC Board, the Minister of MoPPA, the EU Ambassador/Head of Delegation and the Ambassador of Spain. Members will include: Secretary General (SG) of HoR, SG of IEC, SG of MoPPA, SG MoPIC, Director of Jordanian National Commission for Women (JNCW), SG of the Civil Service Bureau (CSB), representative(s) of political parties[10], representative(s) of CSOs, representative(s) of the EU Delegation, representative(s) of AECID. The project team leader will act as secretariat. It will meet annually and ensure co-ordination of all the components of the programme.

The Steering Committees for every component will be chaired by the head of each beneficiary institution. Its membership will be determined at the start of the programme in consultation with the head of the beneficiary institution. They will meet at least once a year and will providing guidance and quality assurance on the main directions of the action and approving the annual work plans and annual reports under each component.

---

[10]   Political party or an organisation/ institution working with parties.

The project teams will be located at the HoR (for component 1), the IEC (for component 2), MoPPA (for component 3) and at the Member State's agency premises (for component 4).

5.6 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 weekly or monthly updates, quarterly progress reports and final reports. 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 action will have at least one full-time monitoring and evaluation (M&E) officer to ensure the appropriate monitoring and reporting. The action's budget also foresees financial means for external M&E. The action will also benefit from the European Commission's Results-Oriented Monitoring (ROM) system which provides support by external contractors and experts with respect to the monitoring of and reporting on the performance and results of the action.

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).

5.7 Evaluation

Having regard to the importance and nature of the action, a mid-term and final evaluations will be carried out for this action or its components via independent consultants. The mid-term evaluation will be carried out for problem solving and for learning purposes, in particular with respect to adjusting the action to political developments in Jordan. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

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.

Indicatively, two contracts for evaluation services (mid-term and final) shall be concluded under a framework contract in 2019 and 2021.

5.8   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.

Indicatively, four contracts for audit services shall be concluded under a framework contract in 2019 and 2021

5.9   Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. 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, streamlined within the overall Delegation's Communication and Visibility Plan, and supported with the budget indicated in section 5.4 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.

Indicatively, one or two contracts for communication and visibility activities shall be concluded under a framework contract in 2017-2018.

6   PRE-CONDITIONS

The following pre-conditions apply: (i) confirmation by Member State's agency to co-finance the action, (ii) successful call for proposals, (iii) agreement of the beneficiary institutions to provide office space for project teams based therein, and

(iv) pre-approval by the authorities to hold conferences, trainings and other gatherings in the framework of this action.

As regards the provision of the conference and voting system under Component 1, it is crucial that this is carried out within a framework whereby the HoR's by-laws (rules of procedure) are amended in order to make the use of electronic voting the standard voting modality, voting results are made publicly available and a sufficient amount is allocated under the HoR's annual budget for its maintenance.

With regard to support to civil society, the authorities' approval will be crucial for CSOs to receive the grants to be awarded under Component 4.

APPENDIX - INDICATIVE LOGFRAME MATRIX[11]

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To support Jordan's reform process towards consolidation of deep democracy and to promote inclusiveness of national policy and decision making processes, including women and youth, leading to a stronger democratic political culture.	% Increase of Jordan's ranking on different indexes: Democracy Status, Gender inequality, Human Development, Corruption Perception	Corruption Perception Index (2015): ranking 45 / 168 countries; score 53/100 BTI: -- HDI 0.745; -- HDI rank 187: 77 -- Democracy Status: 4.0 / 10 -- Gender Equality Index: 0.488	Annual improvement of up to 5% on the rankings of the indexes per year	Transparency International's corruption perception index[12] Bertelsmann Foundation's Transformation Index[13]	

---

[11]   Indicators, baselines and targets will be more detailed at the contract level.
[12]   https://www.transparency.org/country/#JOR
[13]   http://www.bti-project.org/en/reports/country-reports/detail/itc/JOR/

Specific objective(s):					
Component 1 : Parliamentary Support 1. To strengthen the functioning of the House of Representatives (HoR) in exercising its core parliamentary functions in a professional, accountable and transparent manner.	1. Number of parliamentary development policies (Strategic Plan, HRM policy, library policy, parliamentary openness policy) approved by HoR Number of legislative amendments, parliamentary questions and field visits.	1. Very few parliamentary development policies adopted by HoR	1. One parliamentary development policy document approved per year. Documented annual increase of 10% in legislative amendments, parliamentary questions and field visits of HoR.	1. M&E framework agreed with HoR, assessed on quarterly and annual basis; data from legislative tracking mechanism; statistics by parl. media monitoring unit on reported amendments, questions and field visits	Jordan's resilience to regional challenges persists and the security situation inside the country does not deteriorate. King Abdullah II and his Government continue to push for gradual, steady political reform; A new wave of parliamentarians (elected in the 2016/2017 elections) are keen to pursue gradual, steady political reform Jordanian civil society organisations are keen and able to push public institutions for continued political reform and are willing to receiving funding to conduct such activities
Component 2: Electoral Assistance 2. To enhance the functioning of the Independent Electoral Commission (IEC) and other key stakeholders in contributing for elections to be conducted in a professional, transparent and credible manner.	2. Level of Progress of IEC during 2017 and 2020 elections in delivering elections in accordance with international standards, in terms of strategies and resources directed towards voter participation, voter education and tabulation of results	2. Undefined IEC strategy and resources towards increasing voter turn-out, reducing number of invalid votes and reducing time to publish final results.	2. More than 75% of 2013 & 2016 EU EOM recommendations related to voter participation, voter education and tabulation of results implemented before 2020 electoral cycle.	2. M&E framework agreed with IEC, assessed on quarterly and annual basis; data from elections library and data centre; statistics from IEC media monitoring unit	
Component 3: Support to the Political Party System 3. To support the political party system in contributing to democratic governance and policy making, in particular in the Parliament.	3. Number of published political party platforms; number of party outreach activities towards women and youth.	3. Only 4 out of 42 registered parties have a comprehensive platform. Women and youth play a marginal role in the decision making and policies of political parties.	3. Annual increase of 10% in number of parties w. policy platform and dedicated outreach activities towards youth and women	3. M&E framework agreed with MoPPA, assessed on annual basis; data from other political party support projects and think tanks	
Component 4: Support to Civil Society 4. To deepen the role of civil society in contributing to democratic governance and policy making.	4. - Number of CSOs engaged in contributing to governance improvements - Number of expressed CSO's positions on policy decisions on governance	4. CSOs are faced with severe capacity and financial constraints	4. Increase by 20% of CSO public positions on governance issues in the year prior to elections, and a further 20% increase during an	4. M&E framework established by implementing institution for this component. Questionnaires and CSO web	

Component 1: Parliamentary Support				
1.1. The institutional framework and the human resources capacities of the HoR is strengthened	1.1. Status of Strategic Plan based on Functional Analysis of HoR Secretariat	1.1. No Strategic Plan adopted	1.1. Strategic Plan adopted by 2018	1.1. HoR website; voting records
1.2. The HoR's legislative process, committee system and access to information and research, including through its library, are enhanced	1.2. Status of adoption of a parliamentary calendar and publication of agendas of plenary and committee meetings in the due date;	1.2. No calendar of committee meetings	1.2. By 2018 committee meetings planned on quarterly basis	1.2. Plenary and committee Annual Work Plans and Annual Reports
1.3. The oversight and budgetary roles of the HoR are strengthened	1.3. Status of involvement of standing committees in budget process	1.3. Only Budget committee reviews annual budget	1.3. Decision to involve other commitees in budget process by 2018	1.3. Committe filing system; Interviews
1.4. HoR's outreach, including through media and social media, and relations with stakeholders, in particular towards women and youth, is strengthened	1.4. Number of website visits, outreach activities	1.4. TBD at inception phase	1.4. Annual increase of 5% of website visits, outreach activities	1.4. HoR's web-site, press articles, interviews
1.5. A new conference and voting system is in place to allow for more efficiency, transparency and consistency of HoR's decision-making processes	1.5. Percentage of HoR plenary decisions taken by electronic vote and published on-line	1.5. Limited transparency of decision making in plenary session with few decisions taken by electronic vote	1.5. Electronic voting records published on-line by 2019	1.5. HoR's website; press articles and CSO reports
1.6. The parliamentary blocs are strengthened	1.6. Number of blocs with policy and legislative priorities.	1.6. Limited policy role of parliamentary blocs in HoR	1.6. Most blocs have legislative and policy priorities adopted by 2018	1.6. Web-page of each bloc at the HoR's web-sites; political parties web-pages, press articles, CSO monitoring reports
Component 2: Electoral Assistance				
2.1. The institutional framework and the human resources capacities of the IEC is strengthened	2.1. Status of Strategic Plan based on Functional Analysis of IEC	2.1. Draft Strategic Plan at hand	2.1. Strategic Plan adopted in 2018	2.1. IEC web-site; press articles
2.2. The legal, technical and operational	2.2. Number of re-assessed	2.2. IEC relies to a	2.2. Electoral	2.2. IEC web-