Study on Performance Indicators for Electoral Assistance projects developed within the context of the EC-UNDP Partnership on Electoral Assistance

december 2012

Maria Rosaria Macchiaverna
Mario Giuseppe Varrenti

European Commission

Aets
apave

A project implemented by
AETS

Acknowledgments

1. CONTENTS

LIST OF ACRONYMS

ADM	Aid Delivery Methods
ACP	Africa Caribbean, Pacific
BRIDGE	Building Resources for Democracy, Governance and Elections
CSO	Civil Society Organisation
DP	Development Partners
EWM	Early Warning Mechanism
EDR	Electoral Dispute Resolution
EMB	Electoral Management Body
EC	European Commission
EU	European Union
GDP	Gross Domestic Product
HR	Human Resources
ICT	Information and Communication Technology
Log frame	Logical Framework Matrix
NA	National Authority
NGO	Non-Governmental Organisation
RRF	Resources and Results Framework
SADC	Southern Africa Development Community
TA	Technical Assistance
UN	United Nations
UNDP	United Nations Development Programme

Introduction

"The promotion of genuine democracy and respect for human rights is (...) not only a moral imperative: it is also the determining factor in building sustainable human development and lasting peace. Actions in support of democratisation and respect for human rights, including the right to participate in the establishment of governments through free and fair elections, can make a major contribution to peace, security and the prevention of conflicts."[1]

"Elections are an essential step in the democratisation process even if they do not equate to democracy…promoting democratic governance is a key concern in all European Commission development cooperation programmes. Systematic policy and political dialogue with beneficiary countries draws upon supporting processes and facilitate reforms that are both legitimate and sustainable"[2].

Support to elections includes electoral assistance programmes and European Union (EU) election observation missions. Although interrelated through their complementary activities, they are each independent. Electoral assistance is funded regionally while observation missions are implemented through centrally-managed funds from the European Instrument for Democracy and Human Rights.

Electoral assistance may be defined as the technical or material support given to the electoral process. It may imply legal support to establish a legal framework for the elections. It may also take the form of a general input to the national electoral body, such as providing voting material and equipment, or helping in the registration of political parties and candidates and the registration of voters. It may also imply support to NGOs and civil society in areas such as voter and civic education or training of domestic observers, as well as support to media monitoring and training of journalists.

The EU is one of the leading actors in terms of electoral assistance worldwide. Between 2006 and 2011, the EU has provided support to electoral processes in over 40 countries, with a total budget of around EUR 400 million.

---

1   European Commission, *Communication on EU Election Assistance and Observation, COM(2000)191 final,* 11 April 2000

2   European Commission, *Methodological Guide on Electoral Assistance,* 2006

In the context of the EC – UNDP partnership in Electoral Assistance[3], since 2004 over 100 electoral assistance projects have been implemented or are in the course of implementation by UNDP with the contribution of EU funding.

Measurements taken from a macro level provide evidence of an overall positive impact of electoral assistance on the strengthening of democracy. However, performance measurement for electoral assistance programmes remains a difficult task[4].

---

3   In 2004, the EC and UNDP entered into a Strategic Partnership Agreement (SPA) through the signature of a Memorandum of Understanding, which focuses, inter alia, on governance (including elections, parliament and governance indicators)

4   Finkel et al., 2007

Electoral assistance objectives can be long-term in nature, and therefore difficult to measure within a project's timeframe. In addition, the causal links between a project's activities and its overall objective are often hard to capture.

While a project such as a road upgrade could have straightforward, objectively verifiable results, for example: a reduction in travel time and an increase of road traffic, the impact a voter education campaign on voter turnout is not as easy to assess. Voter turnout can be affected by external factors which are more immediate and critical than voter education activities. For example: weather conditions, the overall sense of security, people's trust in the political parties, or the issues at stake.

Despite these difficulties, the identification of performance indicators has become a long-established component in project management. All EU and UNDP projects include, respectively, a Logical Framework Matrix (Log frame) and Resources and Results Framework (RRF).

EU's Logframes and UNDP's RRFs are tools that build on a project's overall and specific objectives to identify indicators for activities/outputs, expected results/outcomes, and longer-term impact, together with appropriate targets and baseline data for any given project.

The analysis of Logframe and RRFs used in electoral assistance projects has revealed a gap between output indicators, which measure activities but cannot measure overall institutional change; and impact indicators which analyse democratic development in general, but cannot assess the merits of individual initiatives.

Like all development assistance, democracy support must be able to demonstrate that it is effective, and that projects are able to build from their own successes and challenges, and those of others. How can the contribution of a project towards a democratic transition or a free and fair election be captured by an indicator?

The question applies to electoral assistance projects carried out by the joint EU-UNDP task force for a number of reasons:

1. In the majority of the cases on a large scale or even very large scale (e.g., EU support channelled via UNDP to the Democratic Republic of Congo for the electoral process 2004-2006 amounted to 165 million euro), electoral assistance projects embrace a number of support activities and are often carried out for several years. Projects often build upon previous support programmes to electoral processes (e.g. the three Democratic Republic of Congo projects cycles that cover the period 2004-2012).

2. Electoral assistance projects are heavily dependent on context factors and "it is difficult to measure their impact separately from other national and international elements/factors affecting a country"[5] .

3. Furthermore the context indicators used by the EC in country evaluations which include economic indicators (e.g., GDP, growth, balance of payments) and social indicators (e.g., population, unemployment, education level, health indicators for the analysis of poverty in ACP countries) are often designed to highlight the specificities of a local context without enabling the evaluator to make a comparison between countries. Support to electoral processes falls into the domain of democratic development, for which the standard 'control group' technique for measuring impact is not feasible[6].

4. Frequently, more than one development partner (DP) is providing support to the electoral process and despite the coordination efforts among various DPs, often it is not possible to differentiate between the impacts of the different support projects.

As a result of these challenges the evaluation of electoral assistance projects has largely been based on measuring basic project resources/inputs and activities/outputs.

Objective of this study

The objective of this study is to better identify indicators of results/outcomes related to electoral assistance. Focusing on democracy support areas where activities are intended to make an impact, the study assesses the extent to which individual electoral assistance projects change behaviour.

This study also provides a tool for project designers, decision makers and implementers as well as project managers to select from an array of standard quality indicators and adapt them to specific electoral assistance programmes. The study complements the *Guidelines for the Use of Indicators in Country Performance Assessment*, drafted by jointly by the EC, EU Member States, the World Bank, UNDP and the OECD-DAC in 2002.

This study is divided into three parts. The first part explains the methodology and definitions of key concepts used in the study (e.g., indicator, performance indicator, context indicator, chain of results).The first part also describes the standard template of LFMs and RRFs.

---

5   Bermeo, 2010"*Democracy Assistance and the Search for Security*"in P.Burnell and R.Youngs (eds), New Challenges to Democratization. London: Routledge, pp 73-92

6   Munck, Geraldo, *Measuring Democracy: A Bridge between Scholarship and Politics*, Baltimore, Johns Hopkins University Press. 2009

The second part provides a brief overview of common problems with indicators found through the analysis of over twenty multi-annual electoral assistance project implemented in various countries.

Finally, the third part provides an analysis of the logic of intervention in ten different areas of electoral assistance. Tables are used to suggest result/outcome indicators, measurement methodologies and context indicators.

1 Methodology

This study is inspired by a literature review ranging from the wider context of indicators as defined by the Monterrey and Accra declarations, EU and UN publications on performance measurement, and studies recently commissioned by the EC.

Valuable references include: UNDP Handbook on Monitoring and Evaluating for Results (2002); EC Guidelines for the Use of Indicators in Country Performance Assessment (2002); EC Project Cycle Management Guidelines (2004); UNDP study Selecting Indicators for Impact Evaluation by Ruby Sandhu-Rojon (2004); EC Evaluation Methods for the European Union's External Assistance (2006); UNDP Handbook on Planning, Monitoring and Evaluating for Development Results (2009); and the ADM study Policy Steering: The Role and Use of Performance Measurement Indicators by Pascal Delorme and Olivier Chatelain (2011).

The list of UNDP and EC documents mentioned above is not exhaustive. However, it is a clear indication of the UN and EU's commitment to results-based management, and provides a set of criteria which enable us to assess performance indicators used in electoral assistance programme.

The authors also conducted a desk review of over 20 multi-annual electoral assistance programmes that took place across 15 countries (see Annex). Most of these programmes were implemented between 2006 and 2011; some are still on-going.

Based on the projects reviewed, the study identifies nine focus areas in electoral assistance:

1. Electoral Management Bodies (EMBs) Institutional Strengthening and Capacity Development	6. Electoral Justice
2. General Electoral Operations	7. Prevention of Electoral Violence
3. Civic and Voter Education	8. Support to Media and Journalists
4. Voter Registration	9. Support to Domestic Observation
5. Gender Equality	

Within each of these areas, the study attempts to define key results/outcomes, along with indicative activities, result/outcome indicators (both quantitative and qualitative), and measurement methodology.

The study analyses the logic of intervention in each area, and provides an indicative tabular presentation of results/outcomes, result/outcome indicators, measurement methodologies and context indicators to take into consideration.

This guide does not claim to be exhaustive; there are many variations on both results/outcomes that may be sought in supporting the electoral processes and possible interventions to achieve those expected results/outcomes.

The aim is to provide a range of key results/outcomes and associated indicators that can be seen as methodological guidance and adapted for use in electoral assistance project formulation, implementation, and monitoring.

Definitions

This study adopts the following definitions:

- An **indicator** is a quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor[7]. Indicators can be of a qualitative, or of a quantitative nature. Indicators serve three main purposes they help make the most out of limited resources; they help improve decision-making processes; and they help achieve democratisation and transparency[8].

- A **performance indicator** is a variable that allows the verification of changes in the development intervention or shows results relative to what was planned[9]. Performance indicators can be established at different levels of objectives (outputs, results/outcomes, and impacts). According to the OECD results-based management, indicators can be established to evaluate projects against their outputs, their immediate outcomes, and their longer-term impacts. Furthermore, once performance indicators have been established, appropriate targets can be set under each indicator.

---

7   OECD (*Glossary of Key Terms in Evaluation and Results-Based Management*
8   Delorme, Pascal and Châtelain, Olivier, *The Role and Use of Performance Measurement Indicators,* Aid Delivery Methods Programme, February 2011
9   OECD *(Glossary of Key Terms in Evaluation and Results-Based Management)*

- A **situational** or **context** indicator, as the name itself implies, refers to the broader context in which a development intervention takes or is going to take place, regardless of its impact and with no distinction between beneficiaries and non-beneficiaries. Context indicators help establish benchmarks, objectives, targets, and goals for the development intervention.

To overcome differences in terminology between EU and UN, this study is based on the definitions of the OECD *Glossary of Key Terms in Evaluation and Results-Based Management,* summarised below:

	Definition	Comments	Example
Output	The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.	Output indicators measure the efficiency of the project, rather than its effectiveness	Number of civil society grants awarded
Outcome	The likely or achieved short-term and medium-term effects of an intervention's outputs.	Outcome indicators measure the effectiveness of the project	Number of public meetings organised by grantees over lifetime of grant

Number of estimated attendees at public meetings |
| Impact | Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended. | The causality link between the project's activities and its impact is weaker | Increase in voter turnout in targeted areas over previous elections
Reduction in invalid ballot papers in targeted areas over previous elections |
| Situational or Context | Provides a broad picture of country development status (macro baseline). (*from UNDP Selecting Indicators for Impact Evaluation, 2004*) | Help establish benchmarks, objectives, targets, and goals for the development intervention | Number of internet users (*helps determine the outreach of online communication tools)* Voter turnout at previous elections (*helps set a realistic target*) |

The EU's chain of results, or intervention logic, consists of "activities – expected results – specific objectives – overall objective". The UNDP's chain of results consists of "activities – outputs – outcomes". The following table of equivalence has been used in this study:

OECD Glossary of Key Terms in Evaluation and Results-Based Management	Output	Outcome	Impact
EC Log frames	Activity	Expected Results (based on specific objective)	Overall Objective
UNDP RRFs	Activity	Output	Outcome

Based on the definitions used in this study, the concept of chain of results can therefore be summarised as follows:

Input ▸ Output ▸ Outcome ▸ Impact

By reversing the sequence:

IF we wish to contribute to the impact, THEN we must achieve the outcome
IF we wish to achieve the outcome, THEN the specified outputs must be produced; and
IF we wish to produce the specified outputs, THEN we must employ identified inputs/resources.

The hierarchy between different levels of intervention is defined by three non-exclusive orders of elements.

Time: While outputs are produced directly by the project, outcomes refer to the expected results which might extend beyond the project's duration, and impacts refer to the more far reaching and long-term consequences of the project.

Efficiency and effectiveness: While outputs refer to the project's efficiency (relation between resource used and products), outcomes and impacts refer to the project's effectiveness (relation between the activities and the ability to achieve the objectives).

Causality links: The chain of results can also be illustrated as an inverse relation between the project's timeframe and the strength of the causality nexus. While outputs and, to a lesser extent, outcomes can indisputably be attributed to the intervention, impact is the consequence of a mix of internal and external causes which are mostly independent of the electoral assistance programme.

Chain of Results and Causality
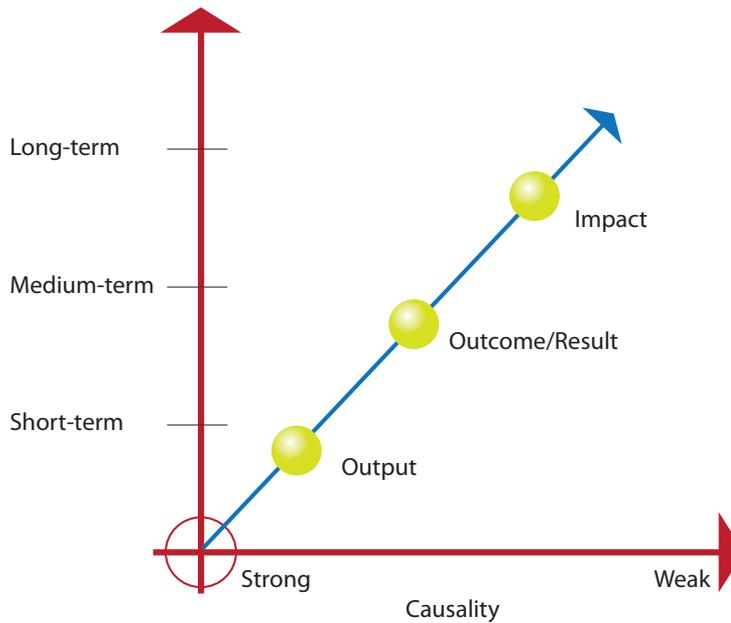
Logical Frameworks and Resources-Results Frameworks

The EU and UNDP have developed two separate, though similar, templates to present a project's chain of results, the link between outputs, outcomes, impacts and their related indicators. The samples below show the main differences between a Log frame and RRF. At the same time, colours help identify the corresponding elements.

Impact
Expected Result/Outcome
Output
Assumptions/context

LOGICAL FRAMEWORK MATRIX (European Commission)

PROJECT DESCRIPTION	INDICATORS	SOURCE OF VERIFICATION	ASSUMPTIONS
Overall objective:	Indicator: Baseline: Target:	*How the project's achievements will be monitored and evaluated*	*The key external factors critical to the project's success*
Specific objectives:	Indicator: Baseline: Target:		
Expected result 1	Indicator: Baseline: Target:		
Expected Result 2	Indicator: Baseline: Target:		
Activities Activity	**Means** Action Action	**Costs** *Specify the nature and total costs of the EC inputs needed to produce each activity.*	

RESULTS AND RESOURCES FRAMEWORK (UNDP)

Intended Outcome:				
Outcome indicators including baseline and targets:				
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
Output 1 Baseline: Indicators:	Targets (year 1) - - Targets (year 2) - -	Activity Result Action Action Activity Result Action Action	*Specify parties that have been engaged by the executing entity to carry out these activities*	*Specify the nature and total costs of the UNDP inputs needed to produce each output.*
Output 2 Baseline: Indicators:	Targets (year 1) - - Targets (year 2) - -	Activity Result Action Action Activity Result Action Action		

This study uses the following template, which draws from both the Logframe and RRF structure. The template focuses on results/outcomes and is designed to help project designers overcome institutional differences.

ACTIVITY OUTPUT	OUTPUT INDICATOR	OUTCOME RESULT	OUTCOME INDICATOR	TARGET	MEASUREMENT METHODOLOGY	CONTEXT VARIABLES
Activity Action Action		Outcome/ Result 1	Indicators:	Baseline: Target:		
Activity Action Action		Outcome/ Result 2	Indicators:	Baseline: Target:		
Activity Action Action		Outcome/ Result 3	Indicators:	Baseline: Target:		
Activity Action Action		Outcome/ Result 4	Indicators:	Baseline: Target:		

2 Common problems with electoral assistance indicators

Getting the chain of results right

It is widely recognised that determining what is achieved by electoral assistance alone is a difficult task. Electoral assistance contributes to the partner country effort, but its impact cannot be separated from "other national and international elements/factors affecting a country"[10]. In addition, electoral assistance projects often build upon previous support programmes and are carried out for several years (e.g., Democratic Republic of Congo).

As a result, performance measurement of electoral assistance has been based either on a measurement of basic project inputs and outputs or on far-reaching overall objectives. Many projects appear to miss out on measuring expected results/medium-term outcomes.

For example, a project might contribute to training a certain number of electoral staff on the correct procedures to follow during the voter registration process. The project would track whether this activity was carried out on time and within budget, and if the foreseen number of training sessions took place with the intended number of participants.

This type of monitoring is important, as it provides a guarantee of accountability and sound financial management, but it does not measure results. Even when an evaluative component is added (for example, post-training surveys), this often measures participant satisfaction on whether the training was well conducted and the procedures clearly explained, rather than the actual outcome of the training. The number of potential voters registered cannot be considered exclusively related to the quality of training and performance of the electoral officers in charge of voter registration.

---

10   Bermeo, 2010 *« Democracy Assistance and the Search for Security » in P.* Burnell and R. Youngs (eds.), New Challenges to Democratisation, London : Rutledge, pp. 73-92

The increase in the accuracy of the register could be a measurable indicator of how well the electoral staff in charge of the registration process conducted the process and how well they applied the procedures learnt during the training. However, despite the importance of both measurable qualitative and quantitative factors (for example, number of valid "registration fiches" that shows that "technically" the fiches were filled properly) there is a missing link in the results chain between the conduct of training of electoral registration workers and the success of the registration process to which many variables contribute:

- logistical preparation of the overall exercise by EMBs;
- nature of legal requirements asked to citizens to be able to register;
- timely and correct distribution of the registration material;
- length of the period granted to conduct registration;
- number and location of "registration sites";
- choice of the period to conduct the registration exercise (climatic/crop period);
- quality/impact of the voter education;
- political context/peaceful environment.

Activity-focused indicators

The absence of medium-term outcomes weakens the project's results chain and negatively affects the selection of indicators. The Results-Oriented Monitoring (ROM) report of the EU electoral assistance project in Niger[11] for example, found that "the objectively verifiable indicators took a greater interest in the activities to implement, rather than in the expected results". In another case, in the LFM of the EU electoral assistance project in Zambia,[12] an indicator of expected result/outcome was the mere repetition of an indicator of activity/output. In this example, it should have been clear that a new structure, taken in isolation, gives no indication of an increase in the EMB's organisational effectiveness and efficiency.

Activity: restructuring of EMB

Indicator of Output: new EMB organisational structure is in place

Expected Result: enhanced organisational effectiveness and efficiency of EMB

Indicator of Outcome: new EMB structure in place

In this example, the results chain is flawed.

---

11   Niger, *Appui au processus électoral,* FED/2008/20985
12   Zambia, *Supporting the electoral process in Zambia*, FED/2008/20975

Non-indicators

Very often, indicators at the level of expected results/outcome happen to be a simple summary of the project's activities, rather than a way of measuring the consequence of such activities. In other cases, indicators of expected results/outcome were outright statements of activity, e.g. "the recruitment process of experts and local staff is ensured" (EU electoral assistance project in Central African Republic[13]) or "EMB is supported by an international qualified expertise" (UNDP electoral assistance project in Togo[14]). Or, as the ROM evaluation of the project in Tanzania observed, Outcome indicators often were repetitions of the results themselves[15]. In the RRF of the UNDP electoral assistance project in Liberia, one outcome was "boundary delimitation process conducted", and its indicators "boundary delimitation planning; public consultation; implementation of boundary delimitation".

Broken chains of result

The analysis has also shown that indicators different in nature, and therefore inherently different in hierarchy in the chain of results, were sometimes used for the same objective. In one case for instance (Comoros[16]), "the number of provided voting material" and "recognition by the Constitutional Court" were used as indicators for the very same outcome, even though the former refers to the project's efficiency whereas the latter refers to project's effectiveness.

Shopping lists of indicators

Specificity is among the quality standards of an indicator. A specific indicator can be linked to a policy easily and unambiguously. In some projects all indicators were listed together without any distinction between the programme's results they referred to. This way, it is neither possible to establish which specific result each indicator purports to measure, nor whether the indicator is adequate and relevant.

Inadequate indicators

Once the relation between an indicator and the result it purports to measure is clearly established, the next step is to ensure that the indicator captures a real policy-monitoring need.

To measure the results achieved via EMB capacity building activities, one project used the indicator "decreased need for technical assistance" (EU electoral assistance project

---

13   Central African Republic, *Appui au processus électoral 2010*, FED/2010/22288
14   Togo, *Projet d'Appui au processus electoral PAPE*, FED/2009/21816
15   Tanzania, *Deepening Democracy Programme in Tanzania*, FED/2006/018-615
16   Comoros, *Project-Elections Présidentielles 2007 (APEC II)*, FED/2007/ 019-018 (CL)

in Liberia[17]). In principle, an indicator should assist decision-making, and not offer a policy option itself. In this example, an adequate indicator would have been one which measured the performance of the EMB, and informed the decision whether there was a decreased need for technical assistance or not, i.e., *because indicator X shows that the EMB reached target Y, then technical assistance could be scaled down in this area*.

Process-oriented indicators

Another category of inadequate indicators are "**process-oriented indicators**". Such indicators are underpinned by the misguided notion that the implementation of the activity implies per se the achievement of the expected result/outcome.

This notion contradicts the definition of outcomes as "short-term and medium-term effects of an intervention's outputs". In more than one case, Central African Republic log frame[18], Liberia log frame[19], Pakistan[20] and East Timor [21], "donor coordination mechanisms established and effectively functional" was found to be an expected result of the project, with its indicators being "donor and other partner attendance and participation in [coordination] meetings" ,or "project management structure is set up".

Another example of a process-oriented indicator was "the number of trained staff is communicated" (Central African Republic[22]). Such indicators do measure the project's efficiency to some extent, but are clearly unfit to measure its effectiveness.

Absence of targets and baseline data

Although 78 per cent of project formulators agreed that the presence of measurable targets is the most important quality of an indicator, the absence of baseline data and targets remains a recurrent problem. Below are some examples of indicators of performance from the projects analysed which lacked measurable targets:

17   Liberia, *Support to the Liberian Electoral Cycle 2010-2012*, FED/2010/ 022-294
18   Central African Republic, *Appui au processus électoral 2010*, FED/2010/22288
19   Liberia, *Support to the Liberian Electoral Cycle 2010-2012*, FED/2010/ 022-294
20   Pakistan, *Support to the national elections in Pakistan*, ASIE/2006/129-300
21   East Timor, *Support to the Timorese Electoral Cycle*, FED/2007/ 020-766/1
22   Central African Republic, *Appui au processus électoral 2010*, FED/2010/22288

"Improvement in skills levels of EMB permanent staff"
"Fully functional and managed data centre"
"Decreased chances of ballot paper tampering"
"Journalists cover the elections in a professional manner"
"Accuracy of the voters list"
"Decreased need for technical assistance at NEC"

It is worth noting that measurability is a requirement for quantifiable indicators and qualitative indicators alike.

Non-economic indicators

The lack of accessible and reliable data is an obstacle for target-setting. However, at the same time, data cannot be obtained at any cost. Obtaining necessary data should in principle be independent of the project's implementation, or come at the least possible cost for the project itself.

Inevitably, some performance measurement will need to be carried out specifically for the project, especially for qualitative indicators that require survey or focus group methods.

Typically, these involve a baseline stage – part of the project's design/inception activities - and follow-up., A single survey or set of focus groups can address performance in a number of areas.

An example of potentially measurable but non-economic indicators was used in the EU electoral assistance project in Sierra Leone[23]. For the objective to "increase the EMB's ability to conduct their core activities in an impartial, transparent and sustainable manner", the selected indicator was "percentage of a selected sample of citizens (...) who respond 'Very satisfied' to the question 'How satisfied are you with the way the electoral authority conducts the elections?'". The indicator does not specify who will conduct the survey, nor its cost.

Only 25 per cent of surveyed electoral assistance project formulators considered the fact that an indicator refers to data which has or will be regularly collected independently of the project's implementation, as one of the top three general qualities of an indicator.

Logical framework templates

Log frame and RRF templates that are used in projects influence the quality of indicators that are selected. In most of the analysed Log frames and RRFs, with only few exceptions, the column for indicators of activities/output was missing.

---

23   Sierra Leone, *Electoral Assistance Project* , FED/2010/022-477

In some other cases, such as the Bolivia RRF, the prescribed RRF was replaced by an alternative template, a testimony to the challenges faced by project formulators when dealing with pre-conceived frames and structures.

Absence of context indicators

Hardly any of the projects analysed referred to "context indicators". One exception was found in the Sudan RRF which used the level of literacy as a context indicator for voter education activities. The literacy level is helpful, for example, when deciding between different means of communication.

3. Programme logic

After having reviewed common problems with indicators in EU and UNDP electoral assistance programmes, this part of the study attempts to provide some guidance on how to overcome these problems and identify more appropriate indicators.

"Outcomes/Results of a project are framed by its initial design. It is important not to simply assume that an intervention will have the planned outcome intended. If this were the case, a project would be very simple. One common error is the assumption that it is 'capacity' which is lacking, and that a simple transference of skills can fill that gap and result in enhanced performance"[24].

Electoral processes are complex. The transfer of competence and knowledge, efforts to develop capacity of EMBs or other key stakeholders, as well as support to civic education campaigns, as such do not assure the success of the project. One scenario is that the modalities by which members of an EMB are appointed affect their independence to the point that they perceive as their primary responsibility to be defending the interests of those who have appointed them, rather than facilitating a free and impartial electoral process. In some cases they might be "rewarded" after the election results (their post or their benefits made permanent, or a ministerial position granted).

In this case, even though the trainings may have verifiably provided EMB members with the skills and in-depth understanding of their duties and utter importance of impartiality, they may consciously choose to promote individual/political interests at the expenses of performing their duties professionally and impartially.

---

24   Jonathan Murphy, *"Study on performance indicators for EU parliamentary support"*, 2012

Project design, therefore, must be built on an understanding of programme logic[25] . Project designers must have a model for how and why they expect their interventions to work. This is crucial not merely to decide what actions to undertake, but also to determine how to evaluate a project, and specifically what performance indicators to measure.

Monitoring and evaluation need not only to examine which results/outcomes have been attained, but also to assess the extent to which the programme logic supports the outcomes that are sought, and the interventions undertaken to bring them about.

As programme design hypotheses are confirmed or rejected, projects need to be revised, with expected results as well as activities adjusted. The monitoring and evaluation process, therefore, can be seen to involve an interconnected and iterative cycle.

Considerations in electoral support project design and performance measurement

1. Impact takes time

One key consideration in designing both electoral support projects and monitoring and evaluation is that impact takes time, unfortunately often longer than project funding permits. Therefore, it may often be that impacts being measured for one project are the gradually institutionalised impacts of activities carried out earlier, reflecting the results of support to previous electoral cycles. Further, project impact may be cumulative, so that a second programme of support may appear more effective than the first, while in reality is building on the achievements of the first. It is important that programming strategy takes into account the importance of long term support. In general, smaller projects extending over a longer period are more likely to be effective than large, short-term projects. Nevertheless we attempt in this guide to carry forward a 'meso' approach which focuses on changes identified in a mid-term frame compared with broad 'meta' measures of overall institutional performance.

2. Integrating performance measurement into project design and implementation

Where possible, the indicators to be measured are ones that should be gathered prior to the project formulation and throughout the whole electoral cycle, which includes the pre-election period and the post-election period leading to the following pre-election period. An

25   Uggla, Fredrik (2007), "*Programme theory evaluation and democracy promotion: reviewing a sample of Sida-supported projects*", in Burnell, Peter, ed., *Evaluating Democracy Support: Methods and Experiences*, Stockholm, International IDEA, pp 71 - 92

appropriate way to gather this type of information may be through a small scale "ad hoc" project in co-operation with national universities and local NGOs prior to implementation of the main electoral support project.

Some performance measurement will need to be carried out specifically for projects, especially for qualitative indicators that require survey or focus group methods. Typically, these involve a baseline stage and follow-up. The baseline stage would also be part of project design/inception activities. A single survey or set of focus groups can address performance in a number of areas.

The following sections apply these notions to ten areas of electoral assistance. For each area, after an analysis of the underlying programmatic logic, the study tries to answer the question: "What criteria should be used to identify the most logical indicators?" This information is then presented in tables which help project designers identify the most appropriate indicators and adapt them to their context.

3.1 EMB Institutional strengthening and capacity development

Underlying programmatic logic

Electoral Management Bodies are the key actors in the electoral process. In many countries undergoing a transition there is an Electoral Commission acting independently or in coordination (sometimes smoothly, sometimes clashing) with other national bodies, for example: the Ministry of the Interior, the Ministry of Communication, or the Judiciary. Developing and strengthening the EMBs is the critical first step to improve the conduct of an electoral process.

The promotion of independent, accountable, sustainable and professional EMBs is one of the activities of electoral assistance that aims to contributing to genuine and credible elections. "Institutional strengthening" refers mainly to the support needed in the early stages of the establishment of the electoral authority. "Capacity development" refers to the process by which people and organisations create and strengthen their skills, competencies and abilities over time.

Caution must be applied in designing programmes aimed at strengthening EMB capacity. Legal and regulatory frameworks which establish the respective competencies and inter-

relations of the various actors intervening in the process are sometimes more multi-layered that than they first appear.

Another area that must be carefully considered is that of decision effectiveness. An effective EMB is both independent and effective, but decades of field experience shows that these do not always coincide. During the electoral process, there is pressure for the Electoral Commission to make quick decisions and speedy resolutions. However, the composition of Electoral Commissions is often complex, with Commission members representing perspectives of different political parties or civil society organisations. Electoral Commissions meetings can lead to long debates that delay agreement. In contrast, an Electoral Commission that passively endorses decisions taken by the Executive (for example. by the Ministry of Interior) may appear efficient, but it is probably lacking independence.

It is crucial that the independence of EMBs is respected. By gathering together EMB members of various countries into international working groups, electoral support programmes can help strengthen members' knowledge of international principles, best practices and standards.

Considering the above and the EMB strengthening projects that have been supported by the EU and other development partners, the following capacity enhancement objectives are seen as of general importance:

1. **Develop institutional and operational capacity of the EMBs to conduct elections**
2. **Develop technical capacity to deliver in-house training and evaluations**
3. **Develop EMB's infrastructures, staffing and equipment**
4. **Develop ICT capacity**
5. **Contributes to EMB's sound financial management and accounting**
6. **Support EMB's restructuring**
7. **Strengthen capacity to gather lessons learned**
8. **Strengthen capacity to conduct institutional reforms**

How can the most relevant logical indicators be chosen?

Improvement in staff skills level and performance does not lend itself to an easy measurement, especially in the absence of an established staff evaluation system. An option that allows measurability and target-setting would be proxy indicators referring to the percentage of electoral or EMB staff having benefited from capacity building activities, BRIDGE trainings or external courses.

EMB's own ability to deliver capacity building activities and trainings can be measured through qualitative indicators referring to the existence of capacity building strategy and plans (EU electoral assistance projects in Sierra Leone[26]and Liberia[27]). A UNDP electoral assistance project in Bangladesh[28] used indicators in the development of training material, orientation programmes for new staff, research and analysis papers resources in the e-library, and the number of trainers available. In Bangladesh, the existence of a staff evaluation system constituted another indicator of the EMB's capacity to assess needs and plan capacity building accordingly.

Adequate staffing and equipment is often accompanied by vague indicators such as "EMB is properly staffed and managed", "buildings are ready and functioning", and "adequate infrastructure". Ideally, staff levels and equipment should be checked against an earlier operational plan. Negative indicators are recommended, e.g., "number/percentage of offices/districts that did not receive equipment according to the plan" or "number of offices that were not operational by a specific date".

Examples of indicators for **strengthened ICT capacity** have been borrowed from the UNDP project in Bangladesh and document the creation of a computer skills training plan, the percentage of staff trained, access to online technical library/books, traffic statistics and web server loads, and the number of ICT activities catered for in revenue budget.

Sound financial management and accounting can be assessed through a qualitative indicator which refers to the production of key documents such as budget forecasts, or records on spending, as in the example of the project in Bangladesh.

With respect to **EMB restructuring**, it is often the case that the development intervention supports a reform strategy laid out by the partner country. In the EU electoral assistance project in Zambia[29] for instance, the new decentralised structure of the EMB being put in place was used as an indicator of outcome.

An indicator of the **EMB's capacity to gather lessons learned**, referred to in more than one project document, is the organisation of a post-election workshop to identify main challenges, as well as the documentation of lessons learnt.

––––––––––––––––––

26   Sierra Leone, *Electoral Assistance Project* , FED/2010/022-477
27   Liberia, *Support to the Liberian Electoral Cycle 2010-2012*, FED/2010/ 022-294
28   Bangladesh, *Electoral Support Project: Strengthening Election Management in Bangladesh (SEMB)*, DCI-ASIE/2010/022-496
29   Zambia, *Supporting the electoral process in Zambia*, FED/2008/20975

The **degree of public trust** does not lend itself to a direct assessment. The project formulator in the EU electoral assistance project in Sierra Leone[30] devised a creative, yet unfeasible indicator: "*Percentage of a selected sample of citizens (which could be randomly selected and could be based on a particular region or population group of concern) who respond 'Very satisfied' to the question 'How satisfied are you with the way the electoral authority conducts the elections?'*".

The indicator is vague about its target group and overly reliant on a survey which would have to especially be commissioned. It does not take into account that public trust in an EMB stems from several factors, including: the system of appointments, the degree of financial independence, the transparency and inclusiveness of decision-making processes, and outreach to other electoral stakeholders.

More reliable indicators of public trust could include: the existence of an appointment procedure that guarantees independence and neutrality, the existence of funding mechanisms and budget regulations that ensure the EMB's financial independence, and the establishment of consultative forums with political parties and CSOs.

---

30   Sierra Leone, *Electoral Assistance Project* , FED/2010/022-477

Table 1.EMB Institutional Strengthening and Capacity Development.

Degree Activity/ Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
1. Trainings. Assistance to attend specialised courses. Support to developing regional network/ exchange.	Number of trainings; amount of expert advice; number of work exchange programmes.	1. Institutional and operational capacity of the EMBs is developed. Staff skills level and performance are improved.	**Measurable:** Percentage of EMB staff having benefited from capacity building actions, BRIDGE trainings, external courses, expert advice and peer exchanges. **Qualitative:** Quality of the training sessions. Feedback from trainees/ Comparative evaluation of staff performance before and after the training (requires measurement before start of the TA component).	%	Should be defined in the initial needs assessment and incorporated in the monitoring and evaluation cycle.	Conducive /hostile environment. Literacy rate. Level of competence and knowledge of the EMBs prior to the programme.

Degree Activity/ Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
2. Support to EMB's own training capacity.	Quantity of training material produced and evaluation conducted.	2. EMB's own ability to deliver capacity building activities and trainings is enhanced.	**Measurable:** Existence of capacity building strategy and plans, development of training material.	% Number	Staff evaluation system should be checked prior to the TA programme.	Cultural factors: willingness to disclose weaknesses/ voice criticisms.
Development of material, establishment of a system of staff evaluation.			Orientation programmes for new staff.			
Staff skills audit.			Research and analysis papers.			
			Resources in the e-library.			
			The number of trainers available.			
			The existence of a staff evaluation system.			
			Qualitative: Feedback based on internal audit.			

Degree Activity/ Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
3. Appraisal of infrastructure requirements, procurement and equipment.	Report on EMB infrastructure, up to date equipment inventory.	3. EMBs infrastructures are further developed and equipped.	Measurable: Percentage of offices refurbished and equipped according to the operational plan. **Qualitative:** Suitability of infrastructure/ equipment for conducting the electoral activities. Evaluation of the operation plan/ timely launching of the tender/ right choice of equipment. Analysis of the transparency and accuracy of the operation plan/ tender procedures implemented.	%	Observation and verification of the infrastructure plans. Observation of the use of the infrastructure and assessment of how it improves EMB's functioning.	Level of existing infrastructure/ transport facilities etc.

Degree Activity/ Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
4. Appraisal of ICT requirements. Support to organisation and delivery of specialised ICT training.	Report on EMB's ICT existing infrastructure. Feasibility study on options for the introduction of new technologies.	4. Strengthened ICT knowledge and capacity of relevant EMB staff.	**Measurable:** Existence of a computer skills training plan. Percentage of staff trained. Access to online technical library/ books. Traffic statistics and web server loads. Number of ICT activities catered for in revenue budget. **Qualitative:** How the staff use the IT skills acquired in the everyday performance of duties.	Yes/ Number	Starting level to be assessed prior to the TA Programme/ mid-term assessment/end of programme assessment.	Overall computer literacy in the country. Availability/use of computers and internet in the country.

Degree Activity/ Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
5. Technical advice on budgeting techniques, financial and procurement procedures.	Number of trainings/ advisory sessions with EMB on budgeting techniques and financial/ procurement procedures.	5. Improved financial management and accounting.	**Measurable:** The EMB produces key documents such as budget forecasts, or records on spending which are easily accessible. **Qualitative:** Accuracy and quality of the budget produced. Procurement procedures are transparent and efficient.	Yes		
6. Support to the planning and implementation of HR reform plan.		6. EMB's restructuring is conceived, planned and implemented in an accountable and effective way.	**Measurable:** The reform plan is implemented. **Qualitative:** Quality of the reform plan.	Yes		

Degree Activity/ Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
7. Provide support to EMB research and development branch.		7. EMB's capacity to gather lessons learnt is enhanced.	**Measurable:** Post-election research, analysis and workshops. Documentation produced by EMB.	Number		
8. Support institutional reform of the EMB, electoral law and regulations.		8. Improved public trust in the EMB.	**Measurable:** Existence of an appointment procedure that aims at guaranteeing EMB's independence and neutrality. Existence of funding mechanisms and budget regulations that ensure the EMB's financial independence.	Yes		

Degree Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
			EMB's plans (e.g., communication, outreach, and consultative forums), provisions allowing observers and party monitors so to ensure transparency and inclusiveness in the electoral process. **Qualitative:** Adherence of such laws and regulations with international standards.			

3.2 General Electoral Operations

Underlying programmatic logic

The correct implementation of electoral operations is one of the basic pillars of the entire process.

General electoral operations include, among others: (i) planning and implementation of elections, including training of election officials, (ii) the preparatory activities for a forthcoming electoral event, and (iii) drafting of the budget, the election calendar and operations timeline such as recruitment of staff and procurement, transport, storage and security of the electoral material.

Elections can be: a) "planned", with an operational plan prepared well in advance, b) a "first" in countries undergoing a post-conflict transition or following collapse of an authoritarian regime, or c) "unplanned" due to an unforeseen event such as a coup or a death of the Head of State. In b) and c), the timeline of activities must recognise and respond to political conditions.

It is important to note that some of the aspects of the support to electoral operation may overlap with the strengthening of the capacities of the EMB (for example, enhancing skills of electoral staff and improving the level of performance).

How can the most relevant logical indicators be chosen?

The preparation of an operational plan is a key to measure the timely distribution of electoral equipment and material and the hiring, training and deployment of polling staff. Indicators will be both measurable (e.g., "Is the electoral plan being prepared?": "Yes/No") and qualitative (e.g., improvement in quality and accuracy of the operational plan).

For a timely distribution of electoral equipment, time and geographical coverage are the two key elements.

Table2. General Election Operations

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
1.Support to: i) Design the operational/ logistical plan. ii) Draft financial, procurement and warehousing procedures. iii) Plan for post-election material recovery, storage and inventory.	Number of experts. Number of trainings.	1. An operational/ logistical plan, financial/ procurement/ warehousing procedures and post-election material recovery, storage and inventory plan are prepared in a timely, sustainable and professional fashion.	**Measurable:** Existence of an operation/logistical plan, financial/ procurement/ warehousing procedures and plan for post-election material recovery, storage and inventory. **Qualitative:** Plans are successfully put into practice and result in an efficient, sustainable and timely conduct of basic election operations.	Yes	Review of the existing plans and comparison with the previous planning, if available.	Country Infrastructure. Amount of time for the planning activities (depending on whether the electoral event is planned well in advance or not).

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
2. Support to procurement and delivery of materials.	Amount of material procured. Number of procurement-specific trainings conducted.	2. Procurement and delivery of electoral equipment are carried out timely and effectively.	**Measurable:** Quantity of equipment procured, percentage of polling stations/ local electoral commission offices/ other stakeholders who benefited from the procurement. **Qualitative:** Procurement plan is developed with input from the national stakeholders and is complementary to the existing procurement funded by the state budget and other DPs. Overlap is avoided and materials are distributed in time.	Number %	Requires "before and after" analysis of the situation to be performed as part of the initial project NA.	Prompt allocation of DPs' pledges. Willingness of the national partners to disclose the allocated budgets. readiness to constructively work with DPs to identify the needs for complementary support.

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
3. Support to the EMB to conceiving, planning and implementing a training strategy	Number of trainings Quantity of materials produced	3. Electoral staff are trained to perform their duties in accordance with the national legislation and international best practices.	**Measurable:** Number of trained electoral staff Reduction in the number of spoilt ballot papers/ errors compared to previous elections **Qualitative:** Trainings are timely and successfully prepare staff to carry out their duties	Number %	Random selection of filled forms in various constituencies to assess the quality of their completion Domestic and international observer reports Review of training evaluation forms Requires 'before and after' training analysis of staff performance to be carried out	

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
					This analysis should be performed as part of the project's initial needs assessment and over its monitoring and evaluation cycles.	

3.3 Civic and voter education

Underlying programmatic logic

Voter education is usually carried out by the EMB in collaboration with CSOs. Voter education promotes citizens' participation in an electoral process by raising public awareness and understanding about the nature of consultations, their implications and modalities.

Civic and voters' education varies from educating voters about a particular electoral event, to, more broadly, raising awareness about the electoral system and the relevance of the electoral process, fostering a sense of citizenship and encouraging participation in the democratic life of the state beyond a single election.

Although voter turnout is one of the most commonly-used indicators for measuring the outcome of civic and voter education activities, the causal link between voter turnout rates and civic/voter education activities is weak. Voter turnout can be influenced by more immediate and pressing external factors, for example: the introduction of compulsory voting; the criticality of the issues at stakes in a specific election (e.g., a change of power or a referendum for independence), the prevailing weather conditions and the climate around security. Because these variables are key in determining voter turnout, we recommend using voter turnout as an indicator of impact, rather than outcome, of civic/voter education activities.

Civil society activists claim that involvement of CSOs in the civic and voters' education campaign is a necessary pre-requisite for a successful exercise. Civil society organisations tend to be close to their members and supporters, and may have a well-founded understanding of the social context of the area in which they operate. Interaction between the EMBs and the Civil Society organisations may be fruitful and should be considered and appropriately supported. A mapping and scoping analysis could assess the willingness of CSOs to collaborate in voter and civic education, along with their capacity and previous experience.

The objective of civic and voter education is generally formulated so as "to contribute to raising awareness and increasing participation", which can be broken down into the following components:

- **Supporting EMB's own communication capacity.**
- **Promoting EMB's coordination with CSOs and media to conduct the voters education.**
- **Facilitating a broad public outreach.**
- **Supporting actions to favour disadvantaged groups, minorities and youth.**

How can the most relevant logical indicators be chosen?

The performance of electoral assistance aimed at increasing the EMB's own communication capacity is normally assessed through the existence of a voter education strategy.

The existence of a CSO and media forum, the number and nature of the stakeholders involved, the existence of a CSO platform, the number of CSO-led voter education activities carried out are indicators of the degree of coordination between the EMB, CSOs and media. The number of press conference organised and the media attendance is also often used as an indicator for EMB's relations with the media.

In the majority of projects analysed, indicators of public outreach were linked to the percentage or number of people touched by the civic and voter education campaign. For the programme in Guinea Conakry[31] for instance, the indicator was formulated as follows: "more than 100,000 people in voting age will be reached during this campaign". While the number of website users can be easily tracked, estimates of the number of listeners to radio programmes, or viewers of TV advertisements and messages on posters and t-shirts, are usually not accurate measurements.

If based on reliable statistical data, these estimations are indeed important for planning voter education campaigns, but they are a poor indicator of their performance. Consequently, the level of public outreach can be more effectively measured by looking at the output, i.e., the number of public information and awareness campaigns and workshops or the number and range of materials produced.

Attention to disadvantaged groups, minorities and youth is supposed to be reflected in the programme document at the initial design stage. The geographic and ethnic diversity reflected in the definition of the communication strategy's target groups, planned voter education activities in schools and the participation of youth-based CSOs are some of the recommended indicators. Addressing linguistic diversity while designing thefor example can be used as an indicator (Ethiopia[32]).The analysis of the percentage of voters disaggregated by gender, youth and/or ethnic group, can be another indicator for assessing whether disadvantaged groups and minorities have been involved in the electoral process.

---

31   Guinea Conakry, *Project-Programme d'appui complémentaire aux élections*, FED/2009/21691
32   Ethiopia, *Support to Democratic Institution Programme*, FED/2009/20937

Table 3. Voter and Civic Education

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
		Civic and voter education programmes contribute to raising awareness about the vote and increase participation.				Evaluation of the political/cultural environment if conducive to the conduct a comprehensive voters' education campaign.
1. Support to surveys and context analysis. Advice on preparation of strategy. Training and support to EMB's voter education unit and spokespersons.	Number of trainings and advisory sessions.	1. EMB's strategy for voter education developed.	**Measurable:** EMB officially adopts voter education strategy and plan. Number of citizens touched by the voters' education campaign.	%	If available, comparison of the strategy and implementation of voter education with the previous electoral event. If resources available, collection of statistical data (public polls on understanding key electoral issues).	

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
			Qualitative: Clarity and quality of the messages conveyed through the voters education, accuracy of the message. Suitability of the voter education strategy to the context.		Identification of specific indicator and data collection prior to the project.	

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
2. Support to CSOs. Sponsoring of a CSOs and media forum.	Number of trainings, advisory sessions with CSOs.	2. CSOs contribute to the overall voter education campaign with effective, non-partisan activities. EMB's coordination with CSOs and media is enhanced.	2. **Measurable**: Existence of a CSO and media forum. Number and nature of the stakeholders involved. Existence of a CSOs platform. Number of CSO-led voter education activities carried out. Number of materials produced.	Yes No	If available, statistics on how many potential voters viewed voter education materials (e.g., viewership of TV stations where voter education TV spots were aired). Collection of the data on the quality of voter education products (e.g., focus groups of voters to review and provide feedback on the materials).	

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
			Number of voters who viewed/heard materials through TV/radio programmes. Number of cultural/social activities organised **Qualitative:** Overall quality and actual distribution of the CSO voter education materials/ activities.			

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
3. Assistance with production of voter education materials, organisation of information and awareness campaigns and events, support to increase functionality of EMB's website.	Number of materials produced, events organized.	3. Broad public outreach.	**Measurable:** 3. Number of voters reached by public information and awareness campaigns and workshops; number and range of material distributed, number of users who consulted the websites. Qualitative: Effectiveness of information disseminated through the materials.	No No No	If available, statistics on how many voters viewed voter education materials (for example, viewership of TV stations where voter education TV spots were aired on). Collection of the data on the quality if voter education products (for example, focus groups of voters to review and provide feedback on the materials.).	

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
4. Support to communication strategies aimed at including disadvantaged groups and minorities in the voting process.	Technical advice to EMB and CSOs to develop a specific strategy for improving participation of women, minorities and other underrepresented groups. Number of trainings and advisory sessions with CSOs.	4. Attention to disadvantaged groups and minorities is increased Voter education materials specifically targeting women, minorities and others disadvantaged groups are produced and distributed.	**Measurable**: Number of initiatives, events, information sessions and communication materials with specific reference to disadvantaged groups and minorities. Number of materials (flyers, TV/ radio programs) in minority languages).	Yes Yes	If available, comparison of understanding and participation of women, minorities and other groups in previous and current elections. Should be maintained a system to encourage such initiatives. Should be assessed as part of the project development and project monitoring and evaluation processes.	

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
			Qualitative: Adherence to the standards set in the voter education strategy. Quality and accuracy of information provided to the women, minorities and other groups.			

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
			Qualitative: Adherence to the standards set in the voter education strategy. Quality and accuracy of information provided to the women, minorities and other groups.			

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
5. Support to civic education campaigns.	Number of trainings, advisory sessions with individual CSOs and CSO platform. Establishment of a grant facility. Number of materials produced, events organized.	A CSO platform is established and promoted to conduct civic education. A comprehensive, nation-wide civic education strategy is outlined by the CSO platform. A civic education campaign is launched at the national and local level.	**Measurable:** Number of Regions/local communities/schools/religious establishments reached by the civic education campaign. **Qualitative**: Adherence to the standards set in the civic education strategy. Quality and accuracy of information provided. Increase in citizens' participation in public life.			

Underlying programmatic logic

Voter registration is the activity directed at registering citizens who are eligible to vote in a given election. In this area, the objective is to support a voter registration process which is inclusive, accurate, and transparent. The voter registration process should be aligned with international standards accepted by the citizens and political parties, and recognized as credible by independent observers.

Support to voter registration should be guided by the following objectives:

• Supporting inclusiveness of the voter register,

• Contributing to accuracy of the voter register,

• Supporting transparency of the voter register,

• Contributing to sustainability of voter registration,

How can the most relevant logical indicators be chosen?

The inclusiveness of the voter registration process is generally associated with the proportion of registered voters. In some projects, the simple update of the voter register (Comoros[33]) and the elimination of duplicate voter names. (EU electoral assistance project in Togo[34]) were used as an indicator. Other projects set more specific indicators like "increased numbers of registered voters" (EU electoral assistance project in Zambia[35]) or "number of newly registered voters" (Bangladesh[36]), compared to the previous list update. The Bolivia RRF established as indicators "500,000 registered voters in the biometric registry" and "between 60 and 80,000 voter cards delivered in the first phase".

However, an increased number of registered voters is not always an indicator of good performance. An increased number of registered voters can reflect inaccuracy, for

33   Comoros, *Project-Elections Présidentielles 2007 (APEC II)*, FED/2007/ 019-018

34   Togo, *Projet d'Appui au processus electoral PAPE*, FED/2009/21816

35   Zambia, *Supporting the electoral process in Zambia*, FED/2008/20975

36   Bangladesh,*Electoral Support Project:Strenghtening Election Manangement in Bangladesh* (SEMB) DCI-ASIE/2010/022-46

example, signalling that that the voters' list has been inflated, contains duplicates, or was not updated properly. For these reasons, it is recommended that the indicator be anchored to the demographic trends of the country.

The project formulator of the EU electoral assistance project in Sierra Leone[37] designed an indicator which responded to this need and provides for a precise target: "the proportion of registered voters in relation to estimated number of eligible voters is above 80%". The estimated number of eligible voters is based on the most recent population census figure available. Although not an exact figure, it is a reflection of the demographic trend and estimated population growth of a country[38].

Some project documents have paid particular attention to under-represented groups such as women and youth. In Sierra Leone[39], the indicator established the target that 50% of registered voters should be women. The EU project in Zambia[40] included an indicator aimed at identifying the degree of inclusion of first time voters, i.e.,"numbers of new voters registered who have come of [voting] age since the [previous] registration".

The degree of accuracy of the voter list is normally assessed with negative indicators such as the declining number of errors (e.g., omissions or incorrect information) and declining numbers of rejected voters because of flaws in the registration process. The EU project in Sierra Leone[41] gave 3% as the maximum percentage of errors in the voter list. With reference to the process of revision of the voters list, the conduct of an audit has also been used as an indicator for accuracy[42]. The UNDP project in East Timor refers to "numbers of complaints lodged regarding the accuracy of the roll, compared to previous election".

Given the political sensitivity often associated to voter registration, transparency is one of the key principles to ensure cross-party and public consensus. The transparency of the process is measured with the existence of mechanisms for publicising/displaying the voter register thus allowing citizens to verify their registration, as well as mechanisms and sufficient time allocated to file a complaint before the competent authority.

---

37   Sierra Leone, *Electoral Assistance Project*, FED/2010/022-477
38   http://www.idea.int/vt/methodology.cfm
39   Sierra Leone, *Electoral Assistance Project*, FED/2010/022-477 (EC)
40   Zambia, *Supporting the electoral process in Zambia*, FED/2008/20975
41   Sierra Leone, *Electoral Assistance Project*, FED/2010/022-477 (EC)
42   Togo, *Projet d'Appui au processus electoral PAPE*, FED/2009/21816

Table 4. Voter Registration

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
Support to planning and implementation of voter registration. Support the adoption of a roll-out plan, timeline, identification of registration centres, data entry, and the production of a preliminary and final voter list.	Adoption of a registration plan. Production of voter list.	Voter register's inclusiveness, accuracy, transparency and sustainability are enhanced The voter registration process is further aligned with international standards. The voter register is accepted by citizens, political parties and international observers.	**Measurable:** The proportion of registered voters in relation to estimated number of eligible voters is above X %. Countercheck with the percentage in previous elections: At least 50% of registered voters are women, Number of new voters registered who have come of voting age since the previous registration. **Qualitative:** Accuracy of voter data.	% % No	Data collection of previous voters' list (complaints by citizen, political parties, Electoral Court). Increased level of voter turnout compared to previous election(or reference to a percentage target).	Birth rate Literacy rate Communication Climatic conditions Infrastructure.

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
Support to procurement of voting registration kits, voter cards, etc.	Inventory and report existing equipment. Expertise contributing to feasibility studies on cost effectiveness and appropriate ICT options. Expertise contributing to audit of existing database. Number of VR kits, voters' cards, etc.		**Measurable:** The numbers of kits purchased was appropriate. Omissions and incorrect information in voters list is X % in previous elections was X% **Qualitative:** The kits and the procurement procedures were appropriate (i.e., determined by internal audit to be of satisfactory)	%		

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
Support to training of EMB staff with voter registration responsibility.	Number of trainings. Number of staff trained. Training material produced and distributed.		**Measurable:** Existence of mechanisms for publicity of the voters' register which allow citizens to verify their registration. Existence of claims and objection periods and mechanisms for complaints. The number of errors e,gomissions and innaccurate information) in voters' list is X %; in previous elections was X%.	Yes		

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
			Qualitative: The numbers of errors e.g omissions and innaccurate information) in voters list is X %; in previous elections was X%.			
Support to production and distribution of voter cards and voter lists to polling/ registration stations.	Voter cards and voter lists delivered to polling stations.	Polling/ registration stations supplied with the sufficient number of voter cards. Voter list delivered in time for the verification process and voting.	**Measurable:** Percentage of polling/ registration stations that received sufficient number of cards and received voter lists on time. **Qualitative:** All voter cards and voter lists accounted for.		Data from the EMB. Independent observer reports. Number of complaints from voters who did not receive voting card or could not check their registration due to lack of voter lists in their polling/ registration stations.	

3.5. Gender Equality

Underlying programmatic logic

Mainstreaming gender-related themes in electoral assistance projects is aimed at increasing women's participation in the electoral process. Gender-related expected results can be formulated as "an increase in the number of women as voters, candidates and electoral administration staff, compared to previous elections".

Increase in participation can refer to the following, among other issues:

- Participation in the electoral administration.
- Participation in the political process, including civil society and media.
- Participation in elections and voter registration,

How can the most relevant logical indicators be chosen?

In the majority of projects reviewed, participation in the electoral administration refers to the level of women recruited and trained in the EMB or working as polling staff. The existence itself of a broader government gender policy should be the starting point (context indicator) for setting appropriate targets. For instance, the adoption in 2003 of the Gender and Development Policy by the government of Lesotho gave impetus to the Independent Electoral Commission (IEC)'s development of its own gender policy. This trickles down to political parties with their number of women candidates nominated (EU project in Zambia[43]).

General indicators for participation of women in the political process are the number of female candidates, or the number of women elected at the different levels of government. The EU project in Central African Republic[44] formulated the indicator as "rate of female candidates in progression with regard to previous elections". Other projects have set precise targets, for instance, "number of female candidate above X% in parliamentary and above Y% in local government elections".

Establishing the "critical mass of women" in politics is a problematic task. The United Nations Millennium Declaration[45] use the proportion of seats held by women in the national parliament

---

43   Zambia, *Supporting the electoral process in Zambia*, FED/2008/20975

44   Central African Republic, *Appui au processus électoral 2010*, FED/2010/22288

45   United Nations General Assembly, *United Nations Millenium Declaration, 55 /2* 8 September 2000

as one of the three indicators to measure progress toward achieving Goal 3 "promote gender equality and empower women". Specific regional instruments like the SADC Protocol on Gender and Development require that "by 2015, at least fifty per cent of decision-making positions in the public and private sectors are held by women".

Participation of women in the political process refers to quantity as well as quality. For example, it is also interesting to see the number of legal initiatives (draft bills) introduced by elected women who have benefited from trainings.

The most popular indicator for participation in the electoral process by women is the turnout rate, usually targeted at 50% of total voter turnout. Similarly, participation in voter registration can be measured with reference to the number of registered female voters and their proportion compared to overall registered voters. However such indicators can be misleading in cases where proxy voting is a regular practice or when the voter's choice is under the influence of the male family leader.

Table 5. Gender Equality

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
		Increased participation of women in the electoral process.				
Promoting the adoption of a gender policy notably in staff selection and recruitment.	Advisory support to adoption of a gender policy for hiring of public employees including, training, career perspective.	1. Participation of women in the electoral administration, including higher level (decision-making) increased.	**Measurable:** Number of women recruited and trained in the EMB. Number of women Electoral Commissioners head of department, and electoral staff (e.g., registration polling officers).	Number percentage.	Review of staff lists of EMB. Lesson learned from previous electoral process related to gender issues should be gathered and used to feed the new technical assistance project.	

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
			Qualitative: Women are present in managerial positions and at higher level of electoral administration. Women in such positions express independent views and play an active role.			
Support to sensitisation campaigns to encourage women to participate in elections. Support to capacity building programmes for potential female candidates.	Number of trainings. Number of potential female candidates trained. Existence of incentives or quota systems..	2. Participation of women in the political/ electoral process and in elected bodies is increased and improved.	**Measurable:** Number of female candidates running as candidates. Number of women elected.		Review of candidate lists and final results.	

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
Promote provision of incentives to parties. Support to studies on best practices and adequate solutions to increase gender equality in representation.			**Qualitative:** Women running as candidates and elected belong to various social classes and do not belong exclusively to prominent families (e.g., wives, widows, daughters of prominent political figures).		Should be assessed as part of the project development and project monitoring and evaluation processes.	

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
Gender sensitive voter education developed. Organisation of voter education workshops targeting women.	Number and type of material produced. Number of trainings.	3. Increased participation of women in the electoral process.	**Measurable:** Women turnout and registration rate as compared to number of women registered and voting in previous elections. **Qualitative:** Women participation in the process and vote independently, without influence and pressure from family and society (difficult to measure).		Independent observer reports and reports by women NGOs (if any).	

3.6. Electoral Justice

Underlying programmatic logic

Electoral justice, in general terms, involves the means and mechanisms to ensure that each action, procedure and decision related to the electoral process is in line with the law, including: the country's constitution, statute law, international instruments and treaties, and all other provisions. Electoral justice also protects or restores passive or active electoral rights, giving people who believe their electoral rights have been violated the ability to make a complaint, participate in a hearing and receive adjudication[46].

The performance of electoral justice is underpinned by two factors: first, the capacity to prevent electoral disputes; second, the existence of effective electoral dispute resolution mechanisms.

How can the most relevant logical indicators be chosen?

The ability to **prevent electoral disputes** rests on the credibility and professionalism of the EMB, as well as the existence of shared commitments to principles of fairness and codes of conduct by the main electoral stakeholders.

The EMB's credibility depends on its system of appointments, its degree of financial independence, independence in its decision-making processes, transparency and outreach. Qualitative indicators of credibility could be the existence of an appointment procedure that guarantees independence and neutrality, and of funding mechanisms and budget regulations that ensure the EMB's financial independence. The reviewed projects have also shown that the rapid, complete and accurate publication of results contributes to the EMB's professionalism. For instance, the EU project in Pakistan[47] identified the following indicator: "time between vote closing and public posting of results reduced [compared to previous election]". Political parties and candidate commitment to respect the electoral results and file their complaints in the appropriate legal framework could be assessed through the existence of code of conducts.

---

46   International IDEA, *Electoral Justice*, 2011
47   Pakistan, *Support to the national elections in Pakistan*, ASIE/2006/129-300

Effective electoral dispute resolution (EDR) mechanisms address alleged electoral irregularities by identifying electoral offences and imposing sanctions when appropriate, which must be accessible and timely. The projects reviewed, in the majority of cases, considered the overall number of electoral complaints judged as well as the number of successful court cases as indicators for accessibility. However, respect of legally established periods and deadlines could also be adopted as an indicator for timeliness, e.g. "timely conduct of court judgments based on the country's law" (EU electoral assistance project in Sierra Leone[48]).

---

48   Sierra Leone, *Electoral Assistance Project*, FED/2010/022-477 (EC)

Table 6. Electoral Justice

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
Promote the establishment of channels of communication between EMBs and political parties to address electoral issues in a legal arena (deterrent to violent outbursts)	Facilitating regular meetings (weekly/ biweekly) with political parties representatives, EMBs and other stakeholders.	Electoral disputes are solved within a legal framework and do not lead to violence.	**Measurable:** Number of electoral disputes during each phase of the electoral process analysed and resolved at local and central level **Qualitative:** Complaints are analysed and a solutions found within the regulatory legal framework (e.g., laws, electoral regulations, electoral instructions).	Number	Review of EMBs records on complaints. Political parties and media reports on complaints.	Peaceful environment conducive to the creation of an inclusive forum.

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
Support the establishment of a consultative forum for EMBs and political parties to engage in debate on relevant issues at national and constituency level, throughout the electoral process.			**Measurable:** Consultative forum in place. Number and frequency of meetings. **Qualitative:** The efficiency of the consultative forum defined as an electoral issue. Increased satisfaction of the political parties' representatives and other stakeholders. The decisional process is accepted because it is inclusive.	YES/NO	*Interview / feedback with members of the EMBs and political party representatives and other stakeholders should be included in a mid-term/final evaluation.*	

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
Strengthen legal means of addressing electoral disputes.	Number of trainings. Number of legislative and operational guidelines amended.	Participants in the electoral process (e.g., candidates, parties, voters) are using legal methods to address their grievances and, compared with the past, are resorting less to violence and illegal means.	**Measurable:** Number of court cases and/ or complaints submitted to the EMB; number of cases resolved by the courts and/ or EMBs on time; number of relevant laws dealing with complaints revised in the run up to elections; number of trainings for candidates/ parties; number of legal clinics/ hotlines established throughout the country.	Number of trainings, number of legal clinics/ hotlines, number of laws/ procedures amended. *NOTE: The number of complaints can also be an indicator, but again that may be inappropriate – it's not necessarily bad to have very few complaints. Actually it may be a sign that everything is going well!.*	Court/EMB records, observer reports, trainer reports (assessment of trainings), records of legal clinics/ hotlines.	Existence of basic trust in the judiciary/ EMB to address the disputes. NB: Addressing corruption within the judiciary is beyond the scope of electoral assistance. Willingness of the participants to use legal means to address their grievances.

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
Improve the capacity of the relevant bodies (EMB, general courts, special courts dealing with elections) to deal with electoral disputes. This includes both raising existing capacity (e.g.,trainings), as well as addressing institutional and legislative shortcomings (e.g., reform of legislation and operational guidelines).			**Qualitative:** Transparency of courts/EMBs in dealing with complaints; adherence to procedures; quality of complaints submitted by the candidates/parties/ voters (i.e. did they follow the right format, did they submit the relevant documentation); were the judgements/ decisions respected by the participants.			

3.7.Prevention of Electoral Violence

Underlying programmatic logic

Electoral violence occurs either a) in on-going or post-conflict situations where the threat is to the electoral process itself, or b) in situations where there is a threat within the electoral process, and the elections stir social and economic tensions which result in violence. Where this situation happened in the past, for example in Georgia and Kyrgyzstan, power was seized in spite of the election results. These situations inform the approach that electoral support programmes use to prevent electoral violence.

Table 7. Prevention of electoral violence

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
Support the assessment and mapping of the potential for electoral violence.	Expertise provided to contribute to an assessment outlining main areas of concern for violence during pre-election period, on election day (and/or during voter registration) and post-election) *NOTE: This can be elaborate e.g., deploying external experts for an assessment, or in cases where the risks are well known as in Iraq and Afghanistan, local experts can identify main threats.*	Assessment outlined main threats and mitigation strategies for all stages of electoral cycle. EMB and other relevant stakeholders use the assessment to produce the security plan.	**Measurable:** The nature and location of main threats. Security plan produced. **Qualitative:** The report is recognized as an accurate representation of the security challenges during election cycle. The report is implemented by the stakeholders (EMBs, security services).	Number of threats identified. However, If there are few or no threats identified, it could be that the potential for violence was over-estimated.	Appropriate "methodology" for an assessment could be post-election review.	General security situation in the country (e.g., post-conflict, existence of active militant groups, specific threats against election staff or voters, history of conflict between political parties). Previous incidents of electoral violence.

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
Design and implementation of Early Warning Mechanism (EWM). Support to CSOs to implement EWM.	EWM implemented throughout the country in advance of main events in the electoral cycle (ideally, right after announcement of elections, before nominations start). Number of staff/observers deployed throughout the country. Number of reports produced.	EWM-identified potential for violence in some cases led to prevention activities (for example, EWM identified tension between political parties in a certain region in advance, allowing for mediation to take place before conflict breaks out).	**Measurable:** Fewer violent incidents compared with previous elections. **Qualitative:** Compare the number of reported potential for incidents with the number of incidents prevented. Did the reports of tensions serve their purpose to lead to the mitigating measures which in the end prevented conflict?.	% of country where EWM was implemented (in some cases, due to security, it may not be safe to deploy monitors in all locations). % of incidents of violence compared with previous elections.	*Reports by security agencies, election observer reports, media reporting on violent incidents prior to the support project so to be able to carry a comparative measurement.*	Ability to implement EWM (i.e. the security situation is good enough that EWM monitors can be safely deployed to the field); existence of organizations (CSOs) that are capable of implementing such a project; donor interest in funding the project.

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
		Potential threats and tensions dealt with early and led to fewer incidents of conflicts or violence against voters, electoral staff, candidates, observers or media during pre-election period, on election day, and during post-election period.				

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
Contribute to designing a unified response strategy for electoral violence.	Advisory support to design a response strategy with participation of all relevant stakeholders (EMB, security agencies, government ministries, if relevant, international forces). Establishment of a security coordination body or office for the duration of the electoral process.	A comprehensive strategy is developed that is able to quickly and more effectively respond to security challenges throughout the country. Security challenges are dealt with more quickly and effectively. Cooperation between stakeholders is enhanced.	**Measurable**: Number of meetings the coordination body/office held. Number of potential threats coordination office addressed. Coordination office's reaction time. **Qualitative:** Were any significant threats prevented?	Number of meetings held. Number of threats *NOTE: This is difficult to quantify, involving speculating how many threats 'should' have been addressed.*	Records of the meetings; follow up actions by EMB, security forces or others involved.	Presence of international forces who dominate the security (i.e. Afghanistan).

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
4. Capacity building for security forces on their role in providing security during elections.	Number of trainings to security forces on providing security and respecting the rights of participants in the electoral process (voters, candidates, media, observers, etc.). Number of security forces trained.	Security forces, are better trained, their understanding of their role and of the legal framework is enhanced. Security forces understanding of the balance between providing security and respecting the rights of participants in the electoral process is improved. Security forces ability to quickly and effectively deal with security framework threats during the entire electoral process is strengthened.	**Measurable:** Security forces demonstrate an improved understanding of their roles (pre- and post-training tests). **Qualitative:** Security forces trusted by all the participants; able to prevent conflicts in early stages (for example, improved order outside the polling stations compared to previous elections); clearly demonstrated understanding of the law.	Number of trainings, number of security forces trained.	Organize a collection of records of intervention by the security forces (if available); observer reports; media reports; court cases; complaints filed by the candidates/voters.	Basic trust in the impartiality of the security forces exists among all the stakeholders. National security forces have the primary responsibility for security in the country. Areas under the control of the government. Security forces adequately equipped and staffed to provide security during electoral process.

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
6. Contribution to peaceful political environment.	Expertise provided to facilitate signature by parties and candidates of a Code of Conduct that explicitly rejects the use of violence and call on their supporters publically to refrain from violence.	Fewer instances of violence by candidates/ parties during the campaigning period, Election Day and post-election period.	**Measurable:** Number of incidents of violence among party/candidate supporters compared with the past. **Qualitative:** Parties/ candidates are sincere in their rejection of violence; if and when incidents occur they are quick to condemn them.	Fewer incidents among political party/ candidate supporters than in the past. NOTE: Difficult to attribute as number of incidents depends on multiple factors, not only code of conduct.	*Reports by security agencies, observers, media.*	Relevant in cases where there were previous instances of violence between parties and/or candidates. Willingness of all candidates/ parties to participate.

3.8 Support to Media and Journalists

Underlying programmatic logic

Free and effective media play a crucial role throughout an electoral process. During the electoral process media create a genuinely democratic environment by disseminating information related to the electoral process. Journalists report on the political campaign, the election preparation, and identify and investigate election and campaign issues.

In countries undergoing a democratic transition, local journalists may lack training that adhere them to a standard of conduct and professionalism. As with civil society, there is often friction between media and electoral stakeholders. While media should report on the entire electoral process impartially, journalists may be under political pressure or influence and this means that reports in newspapers and broadcasts are not always objective.

Electoral assistance often includes support to the media regulatory body, if one exists in the country, or support to create such an office.

Table 9. Support to Media and Journalists

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
Strengthen the capacity of the Ministry of Information and the national media Regulatory body at central and local level.	Complementary financial support and equipment for the media regulatory body to properly function and carry out its activities.	The national media regulatory body monitors the media activity more efficiently.. media coverage of electoral process is more accurate.	Number of articles/ radio and TV programmes covering the electoral process both through the national media and private media (the question of funding should be also studied).	Number %	Data and mapping of the media active in the country at central and local level should be gathered and integrated in the project design.	Rate of literacy in the country; Cultural traditional behaviour. Willingness to have a Legal framework regulating media.

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
Strengthen advocacy capacity of media activist to change the media regulatory framework (if deemed necessary).	Number of trainings provided.	Improved regulatory framework for the media.	**Measurable:** Number of laws passed, number of law drafted waiting to be voted. **Qualitative:** Law are abiding the highest international standards. Media representatives (journalists, TV/ radio/newspaper owners) view positively the new regulatory framework.	Number	Views of the media representatives (journalists, TV/ newspaper/ radio owners) on the new laws.	

Activity/Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
Support National Media Regulatory body to develop a consistent policy and case law on journalism ethics and editorial standards and settled media-related complaints through dialogue.	.Expertise provided, number of trainings/ exchange activities organised.		**Measurable:** Project reports, CSOs reports, International and national/local organisation reports . Number of media which signed/ committed to Code of Conduct for electoral reporting. Reduced number of media-related complaints, as compared with previous elections. **Qualitative:** Conclusions of election observation missions with regard to overall impact on media sector of the regulatory framework during election campaign.			

3.9 Support to Domestic Observation

Underlying programmatic logic

In situation where CSOs exist prior to the electoral assistance programme/project,such organisations have to be mapped and a CSO scoping analysis would need to be conducted.. The following step is to assess their willingness and capacity to conduct a domestic observation and to quantify their needs in term of both financial and technical support.

Depending on the number of CSOs active in the electoral field and the timeframe of the support programme, a call for proposals can be organised. If in a given context only a limited or very limited number of domestic organisations are active in the field, could be a balanced decision to fund all of them on the basis of the findings. Observation is inherently political and so it is extremely important that the ownership stays fully with domestic organisations. DPs involvement should be effective but discreet (funds, technical assistance, monitoring) so as not to undermine the credibility of the local organisations which can be accused to be "hired" by foreigners.

Though the first set of trainings can be organised with the support of a technical assistance the "cascade sessions" should be conducted by the local trainers working for CSOs – not outsiders hired or perceived in any way to be associated with international partners. There can also be an important added value if several DPs fund domestic observers, since it can help to avoid the perception of political motivation.

How can the most relevant logical indicators be chosen?

1. **Supporting development of an active "network" of domestic observers.**

2. **Support activity of the network by strengthening the network capacity and interaction with the EMB's throughout the electoral process.**

3. **Increased involvement of the network in the electoral process (observation but also with observations/statements) on the different stages of the electoral process.**

Table 9. Support to Domestic Observation

Activity/ Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
Identify domestic observation groups.	Mapping and scoping analysis of relevant CSOs.	Thorough assessment of the capacity of domestic organisations and their capability to contribute to a transparent, credible electoral process.	**Measurable:** How many organisations identified. **Qualitative:** Main strengths/ weaknesses of the organisations.	One or more domestic organisations with adequate capacity and experience identified.	*Should be assessed as part of the project development and project monitoring and evaluation processes.* Review of organisation's previous performance on similar projects.	Legal context. Specific laws referring to the Statute/ activities of Non Governmental Organisations. Active-outspoken civil society.

Activity/Output	Output Indicator	Outcome/Result	Outcome Indicator	Target	Measurement methodology	Context variables
Support to domestic observation.	Call for proposals launched (if multiple potential organizations identified) or organization/consortium iselected and justification provided (in cases where there are only one or a few organisations with the capacity for large-scale observation).	Observer reports highlight the shortcomings and/or successes of the electoral process and contribute to its overall transparency and credibility.	**Measurable:** Number of observers. Number of observed polling stations/events (e.g., counting, aggregation); number of reports produced. **Qualitative:** The organisations and the reports are recognised as credible and impartial by all participants. Observers are well trained and demonstrate understanding of their roles and the entire process.	X number of observers recruited and trained; X number of polling stations/ registration stations/ campaign events, etc. observed; X number of reports produced.	Review of the reports for factual accuracy and impartiality; use of reports by candidates/EMB/ media as reference to qualify the election process overall.	Existence of the domestic organizations with adequate capacity and experience to conduct such a large-scale exercise; general acceptance of the capacity and impartiality of the organizations by all the stakeholders; adequate security situation in the country permitting safe deployment of observers; adequate legal provisions for the observers

Activity/ Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
	Organisations which have been selected are able to recruit and train adequate number of observers throughout the country.		Organisations are able to manage the project transparently and professionally, observing its obligations to the donors. Organisations conduct successful observation of entire process (e.g. voter registration, candidate nomination, campaign, tabulation) and produce interim and final reports.			(laws allowing observers to be observe all stages of electoral process);

Activity/ Output	Output Indicator	Outcome/ Result	Outcome Indicator	Target	Measurement methodology	Context variables
Support the establishment of a network of domestic observers (where appropriate).	If organisations with adequate capacity do not exist, provide capacity building for organisations or network of organisations with the goal of establishing sustainable domestic observation groups.	Impartial and professional domestic observations contribute to the overall improvement of the electoral process.	**Measurable:** Network created, number of organisations in the network; number of observers that can be mobilized. **Qualitative:** Organisations are perceived as impartial and operate in a professional and efficient way.	At least one organization/ one network created. NOTE: but this is long-term effort, so not possible in each case – for example, in a one-year project, probably not realistic.	Organization's reports/ observation accepted as credible and impartial. NOTE: This can of course only happen after the first observation – which can take several years from the start of capacity building.	Existence of organisations in the country that are willing/able to raise their capacity for organizing electoral observation.

CONCLUSION AND RECOMMENDATIONS

As one of the leading actors in electoral assistance worldwide it is essential for the EU to dispose of a methodology capable of demonstrating the effectiveness of such support. Existing indicators measure basic project inputs and outputs or focused on far-reaching overall objectives, without giving proper consideration to expected results/outcomes. There is a perceived need for indicators to measure the actual effectiveness of support programmes to electoral cycles in given countries.

The present study addresses this need through the development of quality indicators that can measure results/outcome of electoral assistance programmes. In order to do this, it identifies nine focus areas in electoral assistance in which possible results/outcome indicators are defined (both quantitative and qualitative).

The study focused on the identification/measurement of the positive impacts of specific electoral assistance projects in the various phases of an electoral cycle/process. For each of the focus areas, the study offers a methodology of finding the most adequate logical indicators which were then reproduced in the tables. The study underlines the fact that the identification of indicators requires giving careful consideration to a number of issues when assessing performance. These are rendered below in a series of recommendations which are intended as operational suggestions:

A) In the initial stage of project design, optimally during the identification phase (conducted to decide the appropriateness of support to a given electoral process and propose a possible strategy and approach) it is necessary to ensure that the programme logic is in line with the intended outcomes.

B) A matrix or set of indicators should be established, together with the means of attaining them. If indicators are not immediately available, it is suggested that a parallel "small size project" in coordination with local academics or CSOs be integrated in the overall support project design to identify indicators.

C) A performance assessment should be integrated within the project design and implementation. The performance assessment should be mid-term and allow for adjustment to planned support activities, if necessary.

D) A final evaluation (or a series of evaluations for each support activity foreseen in the programme) should also be included in the programme design

E) While designing an electoral assistance programme, realistic targets should be set, knowing that all actual electoral cycle activities are country owned and the State's responsibility. When defining objectives and expected results/outcomes, the project designer should avoid overly-ambitious formulation. Electoral assistance activities should be clearly outlined as support and contribution to national efforts.

The ultimate aim of this guide is to provide practitioners in the field of electoral assistance with a practical tool, and it is hoped that the tables with their examples of outcomes, activities, indicators and measurement methodologies will represent useful assistance.

.

BIBLIOGRAPHY

Delorme, Pascal and Chatelain, Olivier, Policy Steering: *The Role and Use of Performance Measurement Indicators, Aid Delivery Methods*, 2011

European Commission, *Evaluation Methods for the European Union's External Assistance*, 2006

European Commission, *Guidelines for the use of Indicators in country performance assessment,* 2002

European Commission, *Project Cycle Management Guidelines*, 2004

European Commission, *Methodological Guide on Electoral Assistance,* 2006

International IDEA, *Electoral Justice*, 2011

Munck, Geraldo, Measuring Democracy: *A Bridge between Scholarship and Politics*, Johns Hopkins University Press, Baltimore, 2009

Organisation for Economic Cooperation and Development, *Measuring Human Rights and Democratic Governance" Experience and lessons, Journal on development,* 2008

Organisation for Economic Cooperation and Development, *Glossary of Key Terms in Evaluation and Results-Based Management*

Sandhu-Rojon, Ruby, *Selecting Indicators for Impact Evaluation*, 2004

Uggla, Fredrik, "*Programme theory evaluation and democracy promotion: reviewing a sample of Sida-supported projects*", in Burnell, Peter, ed., Evaluating Democracy Support: Methods and Experiences, Stockholm, International IDEA, pp 71 – 92., 2007

UNITED NATIONS DEVELOPMENT PROGRAMME, "*Indicators for Human Rights Based Approaches to Development in UNDP Programming: A Users' Guide*, 2006

UNITED NATIONS DEVELOPMENT PROGRAMME, *Users' Guide-measuring Progress in Elections through Assessment Tools and Indicators* (Concept Note), 2011

UNITED NATIONS DEVELOPMENT PROGRAMME, Handbook on Monitoring and Evaluating for Results, 2002

UNITED NATIONS DEVELOPMENT PROGRAMME, *Handbook on Planning, Monitoring and Evaluating for Development Results*, 2009

USAID, *Handbook of Democracy and Governance Program Indicators*, Washington, USAID Center for Democracy and Governance, 1998.

Annex I
List of project documents analysed

Bangladesh

2007 - Preparation of Electoral Roll with Photograph (PERP)

2010 - Strengthening Election Management in Bangladesh (SEMB) (DCI-ASIE/2010/022-496)

Burundi

2010 - Projet d'appui aux elections 2010 au Burundi (FED/2009/21745)

Central African Republic

2010 - Appui au processus électoral 2010 (FED/2010/22288)

Comoros

2007 - Elections Présidentielles 2007 (APEC II) (FED/2007/ 019-018)

DRC

2011 - Project Appui au Cycle électoral 2011-2013 (FED/2011/22855)

Ethiopia

2009 - Support to Democratic Institution Programme (FED/2009/20937)

Guinea-Bissau

2007 - Appui aux prochaines élections législatives 2008 en Guinée-Bissau (FED/2007/20-856)

2005 - Appui aux élections législatives 2005 (FED/2005/17-759)

Guinea Konakry

2009 - Programme d'appui complémentaire aux élections (FED/2009/21691)

Haiti

2010 - Programme to support Presidential and Legislative Elections in Haiti (IFS-RRM/2010/022-851)

Kenya

2010 - Support to Electoral Reform and the Constitutional Referendum Process in Kenya (20th April to 20th December 2010)

Kirghizstan

2010 - Kyrgyz Republic Election Support Project

Liberia

2010 - Support to the Liberian Electoral Cycle 2010-2012 (FED/2010/ 022-294)

Niger

2008 - Appui au processus électoral 2009 (FED/2008/20985)

Nigeria

2010 - Support to Nigerian Electoral 2011-2015 (FED/2010/022-729)

Pakistan

2006 - Support to the national elections in Pakistan (ASIE/2006/129-300)

Sierra Leone

2010 - Electoral Assistance Project (FED/2010/022-477)

Tanzania

2006 - Deepening Democracy Programme in Tanzania (FED/2006/018-615)

2009 - Election Support Programme (2009-2010) (FED/2009/21405)

East Timor

2007 - Support to the Timorese Electoral Cycle (FED/2007/020-766/1)

Togo

2009 - Projet d'Appui au processus electoral PAPE (FED/2009/21816)

Zambia

2008 - Supporting the electoral process in Zambia (FED/2008/20975)