



IDEA Draft Programme of Operations 2007-2009 Meeting of the Board, 30 November and 1 December 2006

1. Introduction	1
2. Executive Summary	1
3. Expected Results and Programmatic Platforms	2
4. Principles	3
5. Initiatives	5
Appendix 1: Summary of IDEA's results framework and initiatives 2007-2009	8
Appendix 2: Performance Indicators	11

1. INTRODUCTION

In June 2006, IDEA's member states adopted a new strategy, initiating a transformation of the organisation's operations in several ways: more active member states; making better use of IDEA's convening potential; a stronger south-south dimension; integrating IDEA's expertise; stronger partnerships; and a more diversified range of products and activities.

This Programme of Operations 2007-2009 transforms IDEA's strategy into operational priorities. It sets out the main institutional objective, expected results and performance indicators, and it provides an overview of IDEA's main initiatives for the next three years.

2. EXECUTIVE SUMMARY

The **objective** of IDEA's operations is to strengthen democratic institutions and processes.

IDEA will meet this objective by aiming at **three expected results**:

- *Knowledge resources*: IDEA will provide knowledge resources and tools for democracy building. These are intended for global, regional and national actors.
- *Policy development*: IDEA will contribute to policy development in support of democracy building. The policy proposals will be provided to global, regional and national actors.
- *Democratic reforms*: IDEA will contribute to democratic reforms. In order to achieve this, IDEA will assist national and local actors.

Six major **initiatives** will contribute to these expected results:

Initiative One: Integrated Democracy Building

Initiative Two: Electoral Processes

- Initiative Three: Political Parties
- Initiative Four: Constitution Building Processes
- Initiative Five: Democracy and Gender
- Initiative Six: State of Democracy (SoD) Assessments

The programme will primarily emphasise these **regions**:

- Africa, and gradually expanding activities in the Arab World
- Latin America, with a particular focus on the Andean region
- South Asia, with a possible transformation into an Asia/Pacific programme based on a review of IDEA's programming in the region now under way

At the national level, Sudan, Bolivia and Nepal will be three focus countries.

3. EXPECTED RESULTS AND PROGRAMMATIC PLATFORMS

The three expected results define the programmatic platforms for IDEA. The relationships between the results, the initiatives and the global, regional and national dimensions of IDEA's work are explained in narrative form below. They are also shown in diagrammatic form in Appendix 1. For each of the expected results, this Programme of Operations defines performance indicators, which are shown in Appendix 2.

Planned outputs within each programmatic platform are as follows:

Knowledge Resources: IDEA will provide comparative knowledge, expertise networks and capacity building tools for democracy building, and will work to see them increasingly used by global, regional and national actors.

Within this programmatic platform, IDEA will provide expertise and tools on:

- design of electoral systems
- electoral dispute resolution mechanisms
- prevention and management of electoral violence
- external voting for voters abroad
- electoral management
- increasing voter participation
- direct democracy
- political party laws
- political party funding
- internal functioning of political parties
- party regulation in conflict-prone societies
- political party dialogue
- design of constitution-building processes and options for the substantive content of constitutions
- women's representation, including quotas
- integrating gender into electoral reform, political party development and constitutional processes
- assessment of democracy from within society at both national and local levels
- gender perspectives within democracy assessments

Furthermore, IDEA will seek to establish and coordinate a Democracy Building Partnership Group, engaging institutions that support democracy building in key areas outside IDEA's specific expertise. With these partners, IDEA will seek to develop a one-stop electronic resource centre for democracy building (comparative knowledge and analysis, expert networks and capacity building tools).

Policy Development: With its knowledge resources, and by way of dialogue, IDEA will seek to influence the democracy-building policies of global, regional and national actors. Policy recommendations will aim to provoke debate and action not only within the community of democracy building actors but in other spheres, such as the development and conflict management spheres.

Within this programmatic platform, IDEA will:

- promote democracy building based on principles of ownership, inclusiveness, sustainability, non-prescriptiveness, and process orientation
- promote effective electoral assistance, by mobilising bilateral donors and multilateral agencies to move beyond election observation and increase support for sustainable national electoral frameworks
- develop policy options which link the processes of democracy building and state building
- work with regional organisations to support their policy development in the field of democracy, electoral institutions, political party systems, constitution-building processes, and representation of women in politics
- provide policy options for external voting, increasing voter participation and identifying effective approaches to civic education
- provide policy options on political party laws and internal functioning of political parties
- shape and promote principles for political party building and assistance
- develop and promote guidelines for constitution-building processes

Democratic Reforms: Starting with the principle that democratic reforms should be generated and implemented by national actors, IDEA will be ready to support reform efforts by such actors in Africa and the Arab World, Latin America, and the Asia/Pacific region. Three priority countries will be Sudan, Bolivia and Nepal.

Within this programmatic platform, IDEA will:

- facilitate assessments based on the State of Democracy methodology
- encourage regional and sub-regional organisations to use the State of Democracy assessment methodology in their democracy building efforts
- support dialogue between national political actors on agendas for democratic reform, in particular based on and following through State of Democracy assessment processes
- contribute to the strengthening of electoral processes, political party systems, and constitution-building processes

4. PRINCIPLES

The main principles underlying this Programme of Operations are:

- **Aligning initiatives to the Strategy.** The Strategy adopted by the member states is the policy document providing guidance to IDEA's operations for the coming five years, including this 3-year programme.

- **Programmatic integration.** Common themes will unite different initiatives within the same programmatic platform. For example, the Policy Development platform will consistently tackle implications for effective democracy assistance in the areas addressed by a number of the initiatives. The results of such analysis will feed the activity on integrated institutional design and processes and will also be fed into the refinement of the SoD assessment methodology. The Knowledge Resources platform will use a common approach to generating and disseminating capacity building tools, building on the methodology successfully pioneered in the area of electoral administration to address political party development, constitution building and the broader development of good governance capacity.

Other common themes will use work within one or more initiatives towards one expected result to contribute to the basis of work towards another. For example, work in support of the OAS Democracy Charter and the NEPAD Peer Review Mechanism under the Democratic Reforms platform will inform the revision and development of the SoD methodology under the Knowledge Resources platform. Work to build comparative resources on political party laws and internal regulations under the Knowledge Resources platform will provide the foundation for the development of policy options which lead towards the adoption of political party building principles by the African Union under the Policy Development platform. Work on constitution building resources under the Knowledge Resources platform will both feed into and draw from the practical experience of support to constitution building processes in Bolivia and Nepal under the Democratic Reforms platform.

- **Mainstreaming Gender and Conflict issues.** Support for democracy building frequently takes place in post-conflict situations, often combined with peace-building and/or conflict prevention objectives. There is a strong expectation by many actors that the support provided will play a dual role supporting and reinforcing both peace and democracy building. Conflict assessments can be critical in informing the implementation of IDEA's work, particularly in fragile democracies.

Increasing the level of female representation and participation in decision-making bodies and processes requires well-developed strategies and information and a commitment to ensuring that gender perspectives are integrated into all aspects of programme planning. The absence or neglect of the gender dimension will make IDEA's work less relevant both for those directly involved in the democracy building process and for those organisations which seek to support it.

All programme staff will carry the responsibility for mainstreaming conflict and gender issues within their specific assignments. Global and regional analysis, guidelines and tools relevant for gender and conflict mainstreaming will be prepared. A common Mainstreaming Checklist has been proposed by the internal Taskforces on Mainstreaming Gender and on Mainstreaming Conflict and will be implemented throughout IDEA's programming.

- **Mainstreaming Communication** of IDEA tools, materials and activities. All programmatic planning will identify target audiences and users and contain its communications and dissemination strategy as an integral part of its definition.
- **Addressing Development and Democracy** within each programmatic platform as a horizontal issue; for example, the work on capacity building and inter-party dialogue in Latin America and Africa will focus on development issues and how democracy delivers.

- **Quality control.** Criteria for quality control of IDEA's products will be: legitimacy; comparative perspective; increased emphasis on South-South experience; user-friendliness; and practical value.
- **Strengthening operational partnerships.** Partnership development will be an Institute wide exercise. It will particularly focus on the specialised agencies of the United Nations, which play a key role in each programmatic platform, as well as on recently established mechanisms and funds, like the UN Democracy Fund (UNDEF) and the UN Peacebuilding Commission. This will require a strengthened presence of IDEA in New York.
- **Comprehensive Planning and Budgeting.** In building this Programme of Operations, packages have been defined within the overall Programme which define expected results, initiatives and activities in specific areas of work at the global, regional and/or country level, fully aligned to the strategy adopted by IDEA's Council. These packages will be submitted to interested member states or other donors for additional funding.
- **Evaluation.** A programme evaluation plan for the three year period – to be submitted to the June 2007 Board/Council meeting – will make use of the results framework developed in the present Programme of Operations, and related indicators, for the assessment of its relevance, efficiency and effectiveness.

5. INITIATIVES

The six initiatives will integrate institutional/process design and assessment/analysis issues in the various regions. They will gather together IDEA's projects and activities, making use of both core and additional funding. Each of the six initiatives will contribute to achieving each of the three expected results: Knowledge Resources, Policy Development, and Democratic Reforms. Stakeholders and target groups for the outputs of the initiatives will – to a different extent for each initiative - be legislators, executive government, political parties, civil society organisations, technical advisers, electoral management bodies, academics, media, and other stakeholders in reform processes, and in addition Ministries of Foreign Affairs and donor agencies.

The need for greater integration of democracy building efforts will be a particular concern of IDEA's work in three priority countries, Bolivia, Nepal and Sudan, in which IDEA has already launched projects in the areas of political party dialogue, constitution building and institutional reform.

The six initiatives are as follows:

- **Initiative 1: Integrated Democracy Building¹**

This Initiative is inspired by the need for democracy building actors to engage a wide range of institutional, process and political context issues simultaneously. It will therefore address not only the demand for support in discrete thematic areas, but the relationships and links between these areas. This is designed to lead to an increase

¹ The integrated approach to institutional architecture will not be a mechanical search for single solutions. Institutional architecture is a political process which involves change through time and the ability by stakeholders to identify windows of political opportunity.

in democratic, stable and effective political structures which are able to meet unpredictable challenges, in particular those posed by conflict and by human security issues, and to lead to improvements in service delivery, poverty reduction and government accountability. IDEA will seek to generate and make available one-stop knowledge resources (comparative analysis, expert networks and capacity-building tools) and lessons learned from democratic reforms.

The Initiative will identify partners for a Democracy Building Partnership Group, which will enable IDEA's expertise in electoral processes, political parties and constitution building to be combined with expertise in other areas. The resulting resource will enable actors engaged in democracy building, development and conflict management to gain understanding of links between constitutions, electoral systems and arrangements, political party systems, legislatures, judiciary, central and local government, formal and traditional government and other elements of institutional frameworks, and of timing, sequencing and windows of opportunity in political reform processes. The Initiative is designed to make this resource available in a user-friendly form to participants in reform processes and to regional and global political stakeholders. The Initiative will also identify common South experience and expertise, and build networks to enable this to be accessed and developed.

- **Initiative 2: Electoral Processes**

This Initiative builds on the central role of electoral processes in democracy, based on the principle that the design and conduct of elections, and referendums, are integral to wider political processes and cannot be viewed merely as technical events. This is not least evident in conflict and post-conflict settings. IDEA will continue to generate user-friendly knowledge and policy recommendations aimed at the design, establishment and consolidation of sustainable and credible locally-owned electoral processes within the development of sustainable democratic institutions. Building on the achievements of IDEA's previous work in the electoral area, the Initiative will include further development and strengthening of the ACE Electoral Knowledge Network and the BRIDGE electoral capacity building curriculum, an action plan on effective electoral assistance, development of policy recommendations on participation and civic education, and contributions to specific reform efforts, both at the country level (as in Chile) and at the regional level (for example, by supporting the establishment of an Arab Regional Electoral Forum).

- **Initiative 3: Political Parties**

This Initiative recognises that, outside microstates, political parties and political movements are the essential mechanisms through which the preferences and desires of citizens may be expressed and mediated in legislatures and executive institutions of government. The conduct of party politics can strongly influence levels of conflict and prospects for economic and social development. However, regard for political parties is almost universally low. IDEA will work to generate comparative knowledge resources on the regulation and functioning of political parties, engaging parties and their critics in dialogue to develop guidelines for building party systems which contribute to sustainable and legitimate democratic institutions and processes. Completion of global analysis of the external and internal functioning of political parties and investigation of the role played by internally democratic political parties in good governance and effective service delivery will advance the international agenda both on strengthening political parties as actors of democratisation and on party aid. It will also inform and strengthen regional and national level dialogue between parties.

- **Initiative 4: Constitution Building Processes**

This Initiative originates in the principle that constitutions form the core agreement between the state and the citizen and are the central element of institutional frameworks. A constitutional process can lay the foundations for peace and development, or can exacerbate existing conflict or plant seeds of conflict. IDEA is developing knowledge networks and policy guidelines to support constitution building processes that are planned and carried out in an inclusive, participatory and effective way, resulting in constitutions that are nationally owned, sustainable, sensitive to the gender and conflict-prevention dimensions, and effective in responding to national priorities. The resulting knowledge resources will both support actors involved in developing new constitutions, and seek to provide tools to enable the review, support and protection of democratic constitutions against erosion or failure to consolidate. In addition, the Initiative will define a roadmap for endorsement of guidelines for effective assistance to constitution building processes by international and regional organisations, will provide support to individual reform efforts.

- **Initiative 5: Democracy and Gender**

This Initiative addresses how women and men access, shape and experience all dimensions of democracy, aiming to seek equity for men and women and to improve access for women and men in the building of democracy in both substantive and procedural terms. IDEA will develop comparative resources and tools on how to advance gender and democracy issues in general, and how to promote the participation and representation of women in political life in particular. The Initiative will build on the results of the recent evaluation of the gender programme at IDEA and will mainstream gender into all three programme platforms. It will complete and make use of the results of the quota project and work on women's representation, develop web-based resources on women in politics, and produce capacity building tools for integrating gender into electoral reforms and constitutional processes. It will also support agenda and target setting for women in politics by regional organisations.

- **Initiative 6: State of Democracy (SoD)**

This Initiative is designed to strengthen democratic institutions and processes through citizen led democracy assessments and analyses of priorities for policy development and democratic reform. This will improve the home-grown analysis of democratic challenges as a basis for national and local definition of democratic reform agendas, and strengthen the capacities of regional organisations to assess the state of democracy and implement regional peer mechanisms. In addition, in conflict and post-conflict situations, democracy assessments can assist in defining policies to address causes of conflict.

IDEA will refine and validate the State of Democracy assessment methodology already developed, complement it with a State of Democracy tool for use at the local level based on IDEA's existing assessment framework, build a State of Democracy practitioners' network, and produce user-friendly tools for local actors. The Initiative will propose SoD both as a means for supporting the implementation by regional organisations of Democracy Charters and as an entry point for national dialogues on democratic reforms. It will provide the basis for analysis which will inform work within the other five initiatives at both global and regional levels.

Appendix 1: SUMMARY OF IDEA's RESULTS FRAMEWORK AND INITIATIVES 2007-2009

<p>Expected Results (Programmatic Platforms)</p>	<p>Knowledge Resources: Democracy Building knowledge resources and capacity building tools provided to and increasingly used by global, regional and national actors</p>	<p>Policy Development: Democracy Building policies, informed by IDEA's work, developed and implemented by global, regional and national actors</p>	<p>Democratic Reforms: Reforms generated and implemented with IDEA's support by national actors</p>
<p>Initiative 1: Integrated Democracy Building</p>	<ul style="list-style-type: none"> • Integrated Institutional Design and Processes; • Democracy Building Resource Partnership Group; • Capacity building tools on participation, civic education and good governance 	<ul style="list-style-type: none"> • Effective Democracy Building Assistance; • Africa: Charter on Democracy, Governance and Elections; • South-South: 2007 Conference on elections and democracy; 2008 Making Presidentialism Work 	<ul style="list-style-type: none"> • Latin America: Political and electoral reform in Bolivia, Chile, Colombia, Dominican Republic, Ecuador, Mexico, Peru; • South Asia: Nepal; • Africa: Sudan; • Asia-Pacific Institutional Design; capacity building tools on good governance (subject to both possible expansion of the Asia programme and additional funding)
<p>Initiative 2: Electoral Processes</p>	<ul style="list-style-type: none"> • ACE Electoral Knowledge Network (including Electoral System Design; Dispute Resolution/Electoral Violence; Direct Democracy; External Voting; Electoral Management Design); • BRIDGE electoral capacity building curriculum (including new materials on Electoral Management Design; Dispute Resolution Mechanisms; External Voting; and Spanish and Arabic versions); • Electoral participation and civic education 	<ul style="list-style-type: none"> • Effective Electoral Assistance; • Policy inputs on Electoral Participation and Civic Education and on External Voting; • African Union (and sub-regional organisations): strengthening electoral institutions 	<ul style="list-style-type: none"> • Latin America: Electoral Reform (including Chile, Mexico); • Arab World: Arab Regional Electoral Forum; • Arab World, Africa: BRIDGE development (language coverage); Ghana (external voting); • Africa, Latin America: EMB capacity building

Expected Results (Programmatic Platforms)	Knowledge Resources	Policy Development	Democratic Reforms
<p>Initiative 3: Political Parties</p>	<ul style="list-style-type: none"> • Web-based resources on: a) political party laws; b) political party funding and c) internal functioning of political parties; • Publication on party laws in conflict-prone societies; • Capacity building tools and dialogue modules for political parties and political leaders • South-South: Best practice sharing on political party laws and functioning of political parties 	<ul style="list-style-type: none"> • Convene political party community and other stakeholders towards guidelines for Effective Political Parties Assistance; • International agenda setting offering policy options on political party laws; • Policy development linking internal functioning of political parties and development, governance and effective service delivery indicators; • Africa: Plan and process towards African Union endorsement of political party building principles 	<ul style="list-style-type: none"> • Latin America: Capacity building and inter-party dialogue to effectively address development issues (Andean region); party funding issues, parties and legislatures, policy-making and poverty (Andean region); training curricula and manuals for political leaders on national development and party and electoral reform; • Africa: Capacity building of political parties (Sudan); • Arab World: Morocco and Yemen (or another country); • South Asia: Nepal
<p>Initiative 4: Constitution Building Processes (CBP)</p>	<ul style="list-style-type: none"> • Web-based resources; • CBP user-friendly handbook; • COBNET Constitution Building Practitioners Network; • CBP capacity building tools and modules 	<ul style="list-style-type: none"> • Development of guidelines for Constitution Building Assistance; • All regions (by 2009): Plan and process for endorsement of principles for effective constitution building 	<p>Support to national actors and by regional organisations and donors for constitution-building processes, starting with Bolivia (Latin America) and Nepal (South Asia), possibly also Sudan (Africa)</p>

Expected Results (Programmatic Platforms)	Knowledge Resources	Policy Development	Democratic Reforms
<p>Initiative 5: Democracy and Gender</p>	<ul style="list-style-type: none"> • Concluding Quotas project (completion of regional reports, and user-friendly handbook); • Web-based resources: “iKNOW” women in politics web portal and networks; • Capacity building tools for integrating gender into electoral reform and constitutional processes 	<ul style="list-style-type: none"> • Support agenda and target setting of regional organisations for women in politics; • Africa and Latin America: Best practices for political parties on increasing women’s participation and representation 	<ul style="list-style-type: none"> • Latin America: Reforms for increased political participation of women (Chile); Electoral reforms for increased women’s participation (Bolivia, Chile, Colombia, Dominican Republic, Peru); • Africa: Enhanced women’s participation through electoral and political party laws (Sudan); Gender mainstreaming in Democracy at Local Level; • South Asia: Gender mainstreaming in CBP; • Arab World: Regional forum on women’s political participation
<p>Initiative 6: State of Democracy (SoD) Assessment</p>	<ul style="list-style-type: none"> • Updating/validating of the State of Democracy Handbook; • Development of State of Democracy at Local Level tool; • Web-based SoD resources; • SoD Practitioners' Network 	<ul style="list-style-type: none"> • Regional organisations adopt policies to encourage and develop home grown democracy assessments, including: • Africa: Supporting NEPAD/UNECA experience on assessments/peer review mechanism; • Latin America: Supporting the implementation strategy of the OAS Democracy Charter 	<ul style="list-style-type: none"> • South Asia: Regional and national dialogues on the State of Democracy highlighting gender issues • Africa: Use of State of Democracy at Local Level in cities and municipalities in at least six countries; • Arab World: SoD carried out in Yemen and another country; • Latin America: SoD carried out in Mexico and/or Ecuador, or a regional SoD with the OAS and/or Community of Andean Nations (CAN)

Appendix 2: PERFORMANCE INDICATORS

Expected Result 1

Knowledge Resources: Democracy building knowledge resources and capacity building tools provided to and increasingly used by global, regional and national actors

Performance Indicators

Quantitative:

- Statistics on access and use of IDEA's resources/networks/tools disaggregated by region, gender, type of user
- Number and type of quotations of IDEA's materials (and other partners' resources accessed via IDEA's resource centre) by specialised and non-specialised media
- Use of the State of Democracy assessment framework by institutions and countries
- Increased external support for the conduct of SoD assessments by major donors

Qualitative:

- Practitioners' use and rating of the quality and user-friendliness of the available resources/networks/tools (surveys)
- Comprehensiveness of the partnership
- IDEA's own (and IDEA's partners') democracy building knowledge bases build upon, represent and connect the wide range of experience from the north and the south (independent assessments and evaluations)
- Capacities developed on the basis of tools (trainees' ratings and post-training assessment of usefulness)

Expected Result 2

Policy Development: Democracy building policies, informed by IDEA's work, developed and implemented by global, regional and national actors

Performance Indicators

Quantitative:

- Number of meetings at which IDEA contributes keynote speeches;
- Quotations of IDEA's materials in policy documents adopted by global/regional actors, and in individual donor policies, etc.

Qualitative:

- Policy changes at the global level influenced by IDEA's policy advocacy (key target by 2009: effective electoral assistance guidelines adopted by donors);
- Changes at regional/national levels resulting from the use of IDEA's tools as global public goods (key target by 2009: Lessons learned from the Democracy Charter of the Organisation of the American States; AU Democracy Charter informed by IDEA's work).

Expected Result 3

Democratic Reforms: Reforms generated and implemented, with IDEA's support, by national actors

Performance Indicators

Quantitative:

- State of Democracy adopted as an assessment framework by at least 5 countries per year;
- Democratic reforms supported by IDEA in Sudan, Bolivia and Nepal

Qualitative:

- Options for democratic reforms grounded on IDEA's knowledge base and policy advocacy made available to, and used by, reform-minded actors (particularly in IDEA's priority regions/countries), building on IDEA's expert networks and capacity building tools.