

ANNEX

to the Commission Decision on the individual measure in favour of Zambia to be financed from the 11th European Development Fund

1. IDENTIFICATION

Title/Number	Support to strengthen electoral processes in Zambia CRIS No: ZM/FED/037-363		
Total cost	Total estimated cost: EUR 12 000 000 EU contribution: EUR 7 000 000 (A envelope) This action is co-financed through joint co-financing by: DFID – EUR 5 000 000		
Aid method / Management mode and type of financing	Project Approach Indirect management with the United Nations Development Programme (UNDP) and the Department for International Development (DFID)		
DAC-code	15151	Sector	Elections

2. RATIONALE AND CONTEXT

2.1. Summary of the action and its objectives

The purpose of the action is to ensure that Zambian citizens take part in credible, robust elections and that there is greater public participation in electoral processes (particularly women, youth and disabled).

The programme's objectives are to: 1) Increase the effectiveness of the Electoral Commission of Zambia (ECZ) to organise credible elections; 2) Increase representation of women in elected positions; 3) Increase transparency of and participation in electoral processes; 4) Improve policing and coordination between ECZ and Zambia Police Force. The programme will work with the ECZ, civil society organisations (CSOs), media, political parties, the Zambia Police Force in order to achieve these objectives.

2.2. Context

The 2011 elections were quoted by many observers as free, fair, and transparent. Despite some minor incidents of electoral violence mainly generated by the supporters of the political parties, the general atmosphere remained peaceful. In October 2014, the President passed away; therefore, as foreseen in the Constitution, presidential elections were held in January 2015, while the tripartite elections are to take place in 2016.

2.2.1. Country context

2.2.1.1. Economic and social situation and poverty analysis

Over the last decade, Zambia has achieved significant Gross Domestic Product (GDP) growth rising from -2 in 1975 and 1995, averaging between 5 and 7% per annum since 2001 and

reaching 6.7% in 2013¹. This impressive positive growth has been driven primarily by high global copper prices and robust investments in sectors such as construction, telecommunications, retail and manufacturing. Despite good prospects for a strong growth rate (6.5% in 2014), significant vulnerabilities remain, mainly on account of inflationary pressures caused by the depreciation of the Kwacha as well as an important budget deficit caused by an expansionary fiscal policy in 2012 and 2013.

However, those developments, which have made Zambia reach middle-income status in 2011 and have placed the country among the world's top 10 fastest growing economies, have not translated into commensurate development gains for the largest share of the population. Indeed, 60.5% of the people of Zambia lived below the poverty line in 2010² and those living in extreme poverty accounted for 42.3% at national level (against a level of 58% in 1991³). Despite significant improvements in urban poverty reduction, poverty remains an acute problem for the rural people who make up the majority of the country's population with rural poverty rates being stagnant at over 77%⁴ for more than a decade. Extreme poverty is concentrated in rural areas with a rate of 57.7%, four times higher than urban extreme poverty (13.1%). The gap between urban and rural poverty continues to widen. With a Gini index of 57.5⁵ in 2010, Zambia is among the countries with the highest income inequality in the world.

Maternal, under-five mortality and life expectancy are worse than the African low-income countries average and Zambia has the highest prevalence of undernourishment in Africa with 48.3%⁶. Zambia has one of the highest HIV prevalence rates in the world with 14.3% of HIV positive persons aged 15-49 years. As of the 2013 Millennium Development Goals (MDG) report, Zambia is on track to achieve gender parity in primary school enrolment. The same does not apply to secondary and tertiary education.

The 2010 census estimated the population at approximately 13.1 million. More than two-thirds of the population was under 25 years old, whilst less than 5% was older than 55 years.

2.2.1.2. National development policy

In 2006, the Government of Zambia issued a long term plan called 'Vision 2030' that has seven objectives including “total adherence to principles of good governance by 2030”. In relation to the electoral system, this long term plan's targets are to: (a) Continue and enhance conduct of elections; (b) Enhance human rights awareness and reduce violations through effective enforcement mechanisms; (c) Achieve and sustain efficiency and effectiveness in the delivery of Public Services.

The Revised Sixth National Development Programme (R-SNDP) was revised for the period 2013-2016 and released in mid-September. It mentions four governance reforms. One of these is stated as 'Enhancing political participation, civil liberties and constitutionalism based on the strong recognition of the rule of law and the linkages between good governance, democracy and development'. The R-SNDP is primarily an investment plan and the governance reforms are not accompanied by any specific action plans or programmes.

This is in contrast to the Sixth National Development Plan (SNDP (2011-2015) which had four governance objectives. Objective (3) was to promote broad-based participation in public affairs and the strategy for attaining this objective was to invest in technology for continuous voter's registration.

¹ Source: International Monetary Fund, Selected Economic Indicators, 2014 (rebased GDP figures).

² Source: Central Statistical Office, Living Conditions Monitoring Survey 2010.

³ Source: Zambia MDG Progress Report 2013.

⁴ Source: Central Statistical Office, Living Conditions Monitoring Survey 2010.

⁵ Source: World Bank <http://data.worldbank.org/indicator/SI.POV.GINI>.

⁶ The State of Food Insecurity in the World, FAO-IFAD-WFP, 2014.

The proposed project is also in line with the EU external policy to promote democratisation, the human rights, and good governance, as described in "Agenda for change". Furthermore, governance and human rights are recognised as key crosscutting issues in the European Consensus on Development and Article 9 of the Cotonou Agreement and relevant EC Communications⁷. The proposal is also underpinned by the EU Methodological Guide on Electoral Assistance. The proposed project is also aligned with the National Indicative Programme 2014 to 2020 (NIP) which aims at "Enhancing the credibility and robustness of the electoral system" and "Increased public participation in the electoral processes, particularly of women and youth". This action is also in line with several EU commitments, including the EU Gender Action Plan 2010-2015 and its endorsement of the UN Convention on the Elimination of all Forms of Discrimination against Women (CEDAW). In 2012 the EU signed a partnership with UN Women in 2012 to focus on ensuring women's representation in decision-making – this action aims at contributing towards this increase in representation.

2.2.2. Sector context: policies and challenges

Constitution and legal framework - Since 1991, Zambia has made several attempts to change its constitution. Following broad consultations, a draft constitution was prepared in 2012; however, it has not yet been released. A new draft Constitution was released in October 2014; however, a roadmap for its adoption has not been announced. The new Constitution foresees changes to the electoral law framework which could affect the proposed programme. For instance, the draft Constitution foresees a mixed system of elected and list Members of Parliament. Moreover, it is unclear if the adoption would require the Electoral Commission of Zambia to organise a referendum. If the new Constitution is adopted, there will be a need to explain to the public how the changes affect their vote.

Gender equality - Zambia has introduced a number of legal and policy reforms to promote gender equality and women's rights. Zambia is signatory to the Southern Africa Development Community (SADC) Protocol on Gender and Development (SGP) which came into force in February 2013. The SGP has 28 gender related targets covering constitutional and legal rights, governance, gender based violence (GBV), peace building and conflict resolution and others.

The Government of Zambia has domesticated several of the targets in the gender objectives, strategies and programmes of the SNDP which are: 1) to develop responsive policies and legal framework; 2) to enhance the capacity of women to participate in national development; 3) to strengthen institutional capacities for effective gender mainstreaming.

An obstacle to gender equality is the persistence of discriminatory practices in the family and society as well as high levels of gender-based violence. This is also reflected in a number of indices where Zambia generally presents low scores. Zambia is ranked 58 out of 86 in the 2012 Social Institutions and Gender Index (SIGI). Most notably, Zambia has fallen behind on women's participation in government (MDG 3) both as elected officials in local councils (6%) and in parliament (11%) while the target is 30% of women in parliament – the African Union (AU)/ SADC target is 50%. The EU Election Observation Mission (EOM) also reports that in 2011, of the 769 candidates registered for the parliamentary elections, only 111 were women (thus approx. 14%). The number of women as elected officials was also low - 17 women won parliamentary seats, or 11.5%, of the 148 seats contested. However, it should be noted that there is no discrepancy of women as registered voters⁸ or voters on Election Day, and therefore the project focuses on increasing the overall number of voters.

⁷ See Governance and Development COM(2003) 615, A new EU Framework to strengthen the Rule of Law COM(2014) 158.

⁸ According to ECZ's 2011 register, 2,590,821 people in the voter registered were women out of 5,167,154.

Human Rights – Despite the protections afforded to Zambia’s citizens under the constitution, human rights abuses persist throughout the legal system. Such abuses have been documented by the Human Rights Watch⁹ and the US State Department’s Human Rights Reports¹⁰. Human rights concerns include rising cases of GBV, lack of legal assistance, delayed court cases, violence during by-elections, and perceived manipulation of the Judiciary by the Executive¹¹.

2.3. Lessons learnt

EU experience is based on the provision of election support since 2006 and particularly on the ongoing EDF 10 cooperation, which is implemented through a contribution agreement with UNDP.

The project has been effective - according to a Mid-Term Evaluation in 2011, and the 2012 EU Results Oriented Monitoring (ROM) - in building the institutional capacity of the ECZ. In particular, the technical assistance it provided was seen to have contributed to alleviating the staff constraints of ECZ and to building a voter register, which had a high level of completeness (85% of the eligible voters were registered). The ECZ should ensure that it is continuously being perceived by the people as a mature and independent body. Some concerns were raised by the EU and Commonwealth election observers about the current mechanism for appointing members of the ECZ by the President subject to ratification by the National Assembly. The review of appointment for Commissioners is a Constitutional matter. The legal framework should be considered to be reviewed in order that the ECZ is empowered with a functional enforcement mechanism.

According to the Commonwealth Election Observation report, the "ECZ requires stronger enforcement mechanisms in order to be able to address violations of the Code of Conduct and thereby ensure the Code also acts as an effective deterrent against malpractices". Thus activities to monitor breaches of the Code of Conduct and conflict resolution mechanisms will be supported. Moreover, legal reform will also be supported.

Studies show that several factors thwarted women participation in Zambia. Among them are the lack of political parties support, the patriarchal culture, financial constraints, the media portrayal of the women and the lack of capacity building efforts. The EU EOM recommended, after the 2011 elections that the political parties introduce measures to ensure that women are encouraged to hold key positions within the decision-making structures at all levels. The Commonwealth observers recommended that women and youths get adequate space in the political parties so that they can fully participate as candidates in order to improve the level of representation of women as elected representatives. Thus, the programme will address some of these constraints.

According to the evaluation, where technologies are involved, cooperating partners should make a cost analysis and evaluate precisely the financial and technical needs in order to avoid any potential misunderstanding. Consensus on the use of these technologies is important.

The media of the country remains structurally polarised and this issue has to be addressed through the establishment of a strong regulatory framework.

The monitoring of the elections by the CSOs has notably enhanced the transparency of the polling which has been evaluated by all the stakeholders as fair and transparent. The EU EOM

⁹ Hidden in the Mealie Meal - Gender-Based Abuses and Women’s HIV Treatment in Zambia (Dec, 2007); Unjust and Unhealthy HIV, TB, and Abuse in Zambian Prisons Map of Zambian Prisons Visited Fact Sheet (Nov, 2010); Human Rights and Health among Juvenile Prisoners in Zambia (Dec, 2011).

¹⁰ www.state.gov/documents/organization.

¹¹ USSD – HR Watch Report 2013.

in 2011 recommended that voter and civic education be introduced on a permanent basis to inform and educate voters, in particular illiterate voters, women and first time voters.

During the last elections in 2011, the EU contribution, as well as the contributions of other cooperating partners, were channelled through UNDP. UNDP plays an important convening role amongst key stakeholders and it has legitimacy as it is a neutral partner. The project was implemented under the “National Execution” (NEX) modality of UNDP which allowed for maximum local ownership by the main Zambian implementation partners. The project was ambitious and encountered some challenges during its implementation. The main ones are the coordination between UNDP and the donors, as well as timely implementation and insufficient capacity in terms of human resources. Based on the previous experience, there will be a need for adequate human resources to be provided by/to UNDP. Moreover, clear guidelines on EU-UNDP partnership will be implemented such as roles, responsibilities and reporting by using the EU-UNDP Operational Guidelines.

The Government of Zambia has provided ECZ with great financial support to implement technologies and carry out credible elections. ECZ has requested limited support compared to the financial input that it has requested to the government. Hence, the institutional capacity support provided will be absorbed and it is foreseen that the government of Zambia will be able to support further implementation.

No explicit exit strategy has been defined in this project mainly due to its nature. Further/Future funding of electoral cycles in Zambia will largely depend on the political landscape at the time and the result of the 2016 Elections.

2.4. Complementary actions

The EU EUR 5.5 million project to support CSOs in the area of media and access to justice will start its implementation in 2015. Another EU-funded project “Preventing Electoral Violence in the SADC region” is implemented by the European Centre for Electoral Support in partnership with the Electoral Institute for Sustainable Democracy in Africa (EISA). This project has a budget of EUR 3.2 million¹², and is implemented from 2013 to 2015. In Zambia this project works with the Zambia National Women's Lobby (ZNWL).

DFID has a GBP 26 million five-year programme called the Zambia Accountability Programme (ZAP) to channel some of its support in electoral processes.

USAID has expressed interest in coordinating future actions; funding levels and focal areas of those interventions areas are yet to be decided.

USAID and UNDP are supporting the ECZ in a USD 500 000 project to improve the elections results management system. This project is expected to end in the coming months. The programme has created and piloted (i) a mechanism to transmit results from polling stations to ECZ and (ii) the communication of logistical challenges (ballot arrival, opening and closing of stations) from polling stations to ECZ. This is an area in which ECZ has asked for continuous support to use countrywide.

The Finnish Embassy has three ongoing small grants to increase female participation in a few districts. Two of these grants will be finalised by 2015.

Freedom House works to strengthen elections and civic mobilisation, good governance, defence of human rights, rule of law and judicial independence and media by working with civil society organisations. The content of future actions has not yet been determined.

¹² (DCI-NSAPVD/2012/286-438).

2.5. Donor coordination

In Zambia, the Paris Declaration commitments have been embraced as cooperating partners (CPs) defined a Joint Assistance Strategy for Zambia (JASZ) II, which is aligned with the Government of Zambia's SNDP. Assistance in the governance sector remains fragmented; this programme combines the support of three main contributors to electoral processes (EU, UK and UNDP). Moreover, more cooperating partners may join.

Coordination takes place in the Cooperating Partners Group and in the monthly Cooperating Partners Governance Group. The JASZ 2011-2015 identifies good governance as being critical for national development plans to be achieved, and that CP support will focus on enhancing accountability, improving access to justice, and promoting respect for human rights. The EU is a member of the CP Group on Governance and it will take the lead in 2015. A sub-group dealing with elections was functioning until 2012 and it has been revived in October 2014. It is expected that the UN will play a leading role in coordinating initiatives.

Currently, DFID and the EU have engaged consultants to assist UNDP to formulate the Basket-fund programme document and to agree on a national strategy for electoral support. This further reinforces EU and DFID's cooperation as formulation missions were carried out in parallel.

Several international donors envisage support measures at the time around the 2016 national elections but, at this point in time, the only confirmed partners are the EU and DFID.

3. DETAILED DESCRIPTION

3.1. Objectives

Overall – Contribute to the strengthening of electoral processes in Zambia

Specific – Ensure that Zambian citizens take part in credible elections and that there is greater public participation in electoral processes (particularly women, youth and persons with disabilities).

3.2. Expected results and main activities

The activities listed are indicative and will be further defined once other cooperating partners have defined their areas of intervention and priorities may shift if urgent needs arise. The UN Basket fund shall be organised such to ensure that duplication will not occur.

Result area 1: Increase the effectiveness of the ECZ to organise credible elections

This may include, amongst others, the following main activities:

- Support to ECZ's IT (security of voter register, update voter list i.e. biometrics/informatics, results transmission mechanisms, IT and communication)
- Support to capacity building to ECZ on logistics and planning
- Support to strengthen ECZ's capacity to deal with electoral disputes by support capacity development (mediation skills) of conflict management committees, field and polling staff
- Support to ECZ to provide Training on Election Master and District Trainers (Training of Trainers)
- Provide support to ECZ for advocacy and lobby in the framework of the legal reforms

- Provide support to ECZ to ensure special votes¹³
- Support to building interparty consensus through the ECZ's Political Party Liaison Committee (encouraging the political parties to develop a culture of non-violence, understanding/acceptance of technologies, compliance of the Code of Conduct, standards for polling agents, etc.)
- Support to ECZ to provide capacity to political parties' election monitors
- Support to voter education strengthening (gender, people with disabilities, youth messaging)
- Support ECZ to monitor and analyse media coverage¹⁴

Result 2: Increase representation of women in elected positions

This may include, amongst others, the following main activities:

- Study to understand political party processes and attitudes, gender-relevant policy positions, and membership statistics/dynamics
- Cross-party dialogue and public debate on female candidacy and to agree targets (also to strengthen party founding documents with respect to female membership and candidacy)
- Support Women's Lobby and/or other CSOs to campaign for more women participation (as voters and candidates)
- Enhancing the leadership skills of the women presidential and parliamentary candidates

Result 3: Increase transparency of and participation in electoral processes

This may include, amongst others, the following main activities:

- Provide support to CSOs to monitor the elections (capacity building, logistics, Parallel Voter Tabulation, etc.)
- Forum for editors to discuss and agree approach to coverage of electoral issues, adherence to Code of Conduct and image of women in the political sphere.
- Support civil society and media on voter education (community outreach) through radio campaigns (to promote voter registration, new polling stations, women as political actors and increase in overall turnout)

Result 4: Improve policing and coordination between ECZ and the Zambia Police Force

This may include, amongst others, the following main activities:

- Support to training on electoral policing
- Coordination between ECZ and the Zambia Police Force

3.3. Risks and assumptions

Risks - Under the current government, a process of reviewing the national constitution has been ongoing for three years. A national referendum may be required to adopt the Constitution before the national elections 2016, the related management tasks would fall under the responsibility of ECZ. Conducting a referendum would significantly increase ECZ's

¹³ 2006 Electoral Act. Part III, article 24.

¹⁴ See Article 13 of the Code of Conduct.

workload in a time of preparation for the 2016 elections and it could put a particular strain as it would be ECZ's first referendum. The draft of the new constitution contains legislation that would have an impact on the electoral processes. Thus, the legal reform could lead to the need for ad hoc adaptation of the project planning if the Constitution is passed.

In order to mitigate these risks, it is necessary to have flexibility within the project design to respond to a changing environment. Maintaining regular dialogue with the government and political parties and strong coordination with cooperating partners is expected to contribute to mitigating the risks.

At identification, the Non-Governmental Organisations (NGOs) Act of 2009 was identified as a risk. However, in September 2014, the ministry in charge issued a statement that no punitive actions will be taken against NGOs not registered under the Act and that the government and NGOs will be working on a review of the act on the basis of a jointly agreed roadmap. It is assumed that the stakeholders will maintain this latest position.

Assumptions - The proposed programme assumes that Zambia will be politically stable during implementation, despite the fact that legal and constitutional changes may occur. At this point in time the government contribution is not yet known or the involvement of other donors, except for DFID.

Other assumptions are that the political economy leaves space for increased political participation of women and that there will be limited political violence and that it will not deter voters, especially women, youth and persons with disabilities. Also, it is assumed that ECZ will continue to have the convening power to gather political parties on key issues such as the roll-out of piloted election technologies.

Lastly, it is assumed that the government will remain committed to creating an environment for free, fair and equitable elections and thus that CSO's election monitoring will continue to be acceptable and that GRZ will provide the ECZ with sufficient financial resources in order to allow for more effective voter registration and public education measures.

3.4. Cross-cutting issues

Gender equality and women's rights is a fundamental human right as well as being instrumental in achieving the MDGs and in implementing the Convention on the Elimination of All Forms of Discrimination Against Women. Gender mainstreaming will be considered in the logic of the action and the deriving activities. The project will include a strong gender component as it will aim to promote the increase of female participation in electoral processes at various levels (registration, candidate proposal, and participation in debates and during Election Day). The proposed programme will also work with media and CSOs to portray positive images of women and provide capacity building to female candidates.

People with disabilities will also be taken into consideration as the programme will strengthen and vary the partners' communication techniques and it will also provide support to ECZ to start to implement the 'special voting' ¹⁵ clause.

The key principle for safeguarding indigenous people's rights is to ensure their full participation, hence, it will be important that all provinces receive the proposed support and participate in the electoral process.

¹⁵ See 2006 Electoral Act, Part III, article 24.

3.5. Stakeholders

The final beneficiaries of the proposed project are the citizens of Zambia who are eligible to vote by 2016. Intermediate beneficiaries and key stakeholders are the ECZ, the Ministry of Home Affairs, the police, CSOs, private and public media, and the political parties.

Zambian eligible voters – the project will benefit the people of Zambia to exercise their right to vote and participate in free and fair elections. People will benefit as they will receive information about duties and rights. The programme will strive to reinforce conflict prevention mechanisms in order to decrease the incidence or potential for violence. Moreover, the programme will include gender and youth mainstreaming in their messaging as well as provide provisions to increase participation on persons with disabilities.

The ECZ is an independent and autonomous Electoral Management Body (EMB) established under Article 76 of the Constitution of Zambia and it is responsible for spearheading, facilitating and supervising the electoral process of Zambia, in line with the country's electoral system. The ECZ has a good institutional capacity. The primary goal of the ECZ to deliver a credible electoral process is achieved through: (a) the delimitation of constituency, ward and polling district boundaries; (b) the registration of eligible citizens as voters; (c) the conduct and the supervision of the country's Presidential, National Assembly (parliamentary) and Local Government elections; (d) the provision of electoral information and voter education to members of the public and the electorate on the various phases/stages of the electoral process and elections, in particular; (e) the establishment of alternative dispute resolution mechanisms for the management of electoral disputes; and (f) the continuous review and update of electoral laws.

CSOs - there are a number of CSOs that work in governance issues, some are more experienced and established, others are focused in urban centres. During the past elections, a coalition was formed to coordinate the monitoring of elections. At this stage a new coalition (with several of the former members) has been formed. CSOs will be beneficiaries in this programme as they will be an integral part in terms of increasing participation of voters, of women candidates, etc.

The media is an important player in electoral processes. The media is to provide a level playing field and present candidates' views fairly as they have the duty of informing people. They will benefit from this programme through editors' capacity reinforcement, content development and to conform to the Code of Conduct. The programme will work also with community radios.

The Zambia Police Force has specific duties during an election which range from the fair application of the Public Order Act, provide security, ensure safety of election materials, etc. Thus, coordination between the Police Force and ECZ is crucial to hold free and fair elections.

The political parties will not be direct beneficiaries of this programme. However, they will be important stakeholders in various activities conducted by ECZ (participation in conflict management committees, inter-party liaison mechanism, support ECZ's supervision of capacity building for their polling agents). Political parties will be engaged in order to increase women participation as candidates.

4. IMPLEMENTATION ISSUES

4.1. Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the Cotonou Agreement.

4.2. Indicative operational implementation period

The indicative operational implementation period of this action, during which the activities described in sections 3.2. and 4.3. will be carried out, is 48 months from the adoption of this Action Document, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3. Implementation components and modules

Based on the previous experience with only one fund managing partner, it is now suggested to work with two in order to spread risk and workload. Both proposed partners are important players insofar as the electoral processes in Zambia are concerned. Close collaboration between them as well as with the EU will be necessary.

4.3.1. Indirect management with UNDP

A part of this action with the objective of strengthening the electoral processes in Zambia may be implemented in indirect management with UNDP in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation is justified because UNDP has been implementing capacity building measures for Government institutions under previous programmes and will build on this experience to further support capacity development of key institutions like the ECZ. Moreover, the UN has the capacity to lead the political dialogue as it proved in the previous election period. It also has the capacity to attract service providers with relevant experience and more particularly in technically challenging areas.

The entrusted entity would target the results 1, part of 3 and 4 mentioned above, more specifically the increase of the capacity of ECZ, working with editors, civil society and media on voter education and support electoral policing.

The entrusted entity will mainly (core of the activities) carry out budget-implementation tasks (manage, supervise, monitor and enter into contracts and/or Grant Agreements) and possibly sub-delegations, for the execution of all the activities mentioned above. Appropriate provisions for sub-delegation will be included in the delegation agreement.

The entrusted entity UNDP is currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012. In anticipation of the results of this review, the responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free cooperation with this entity and the existing framework agreement between the UN and the EU, it can be entrusted with budget-implementation tasks under indirect management.

4.3.2. Indirect management with DFID

Support to CSOs to monitor the elections and the women's participation (Result 2 and 3) may be implemented in indirect management with DFID in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation is justified because DFID is the

other main donor, next to the EU, for the next electoral period in Zambia. This delegated arrangement also achieves better donor coordination and division of labour.

The entrusted entity will mainly (core of the activities) carry out budget-implementation tasks (manage, supervise, monitor and enter into contracts and/or Grant Agreements) and possibly sub-delegations for the execution of all the activities mentioned above. Appropriate provisions for sub-delegation will be included in the delegation agreement.

DFID has successfully passed the 6 pillar assessment in the past.

4.3.4. Retro-activity

The Commission authorises that the costs incurred by the entrusted entity may be recognised as eligible as of the date of the funding request received by UNDP and DFID. Taking into account the nature of this project, funding should be made available at least 18 months beforehand to allow a number of preparatory actions such as those linked to the update of the voter register, voter education and advocacy/outreach to enhance women participation.

4.4. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.

4.5. Indicative budget

Module	Amount (EUR)	Third party contribution (indicative, where known)
4.3.1. – Indirect Management with UNDP	4 750 000	
4.3.2. – Indirect Management with DFID	1 500 000	5000 000
4.7. – Evaluation and audit	150 000	N.A.
4.8. – Communication and visibility	100 000	N.A.
Contingencies	500 000	N.A.
Totals	7 000 000	5 000 000

4.6. Performance monitoring

The logical framework (especially choice of indicators, sources of verification and assumptions) agreed upon and attached to the delegation agreement and the yearly work plan will shape the development of the monitoring plan. Moreover, progress reports and Steering Committee meetings will also identify changes in the environment and how these affect the programme design. There will also be a technical sub-committee that will meet monthly and more frequently if need arises (i.e. prior to Election Day).

A donor coordination mechanism including ECZ will be put in place and meet at regular times to discuss the progress of the programme. The coordination mechanisms will be composed by head of donor agencies that contribute to the basket fund or also bilaterally.

The EU Delegation will receive regular reports and will follow-up on implementation progress through: (1) participation in the steering committees and other technical groups set

up in the framework of this project which are to be held regularly; (2) donor coordination groups on elections; and (3) maintaining a close dialogue with UNDP and ECZ. EU will also ask to be closely involved in the recruitment of the technical experts in the framework of this project as stipulated by the UNDP-EU Operational Guidelines.

The Programme will be reviewed annually and/or ad-hoc, based on performance and/or changes in the environment.

4.7. Evaluation and audit

The delegation agreements concluded with DFID and UNDP will have an estimated duration of 24 to 30 months so that the pre-electoral phase as well as the elections and the period just after the elections are covered. Given these durations and the nature of the operations funded only one ex-post evaluation will be concluded. This amount might be included in the delegation agreement with UNDP and DFID or will be kept separate. The EU will rely on the auditing procedures of the delegates. However, if the EU deems it necessary to conduct a separate audit, a provision for this is included in the budget.

4.8. Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the entrusted entities and implementers. Appropriate contractual obligations shall be included in the delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.