

## NOTE TO THE MEMBERS OF THE COMMITTEE

### **Annual Action Programme 2016 (part 1) in favour of Zimbabwe to be financed from the European Development Fund**

#### **1. Identification**

EDF allocation	EUR 14 000 000
Total cost	EUR 15 638 635
Basic act	11 <sup>th</sup> European Development Fund

#### **2. Country background**

Following the suspension of the application of Cotonou Agreement's Article 96 appropriate measures by the European Council Decision of 24 July 2012, Zimbabwe and the EU launched the 11th EDF programming exercise in August 2012 resulting in the adoption of a Country Strategy paper (CSP) 2014-2020 and the drafting of the National Indicative Programme (NIP) which was endorsed and signed on 16 February 2015, following the lifting of the Article 96 appropriate measures in November 2014.

After a strong rebound since the adoption of multiple currencies in 2009, gross domestic product (GDP) growth in Zimbabwe has slowed down since 2013 and remains below potential. Zimbabwe's economy remains constrained, with a high external debt, deindustrialisation and informalisation of the economy. The 2011-2012 Poverty Income Consumption Expenditure Survey (PICES) reveals that 72.3% of Zimbabweans are poor, whilst 16.2 % of the households are in extreme poverty. Poverty is most prevalent in rural areas, where 84.3% of people are deemed poor and 30.4% extremely poor. Although the prevalence of poverty among male and female headed households is almost the same at 62.9% and 62.0% respectively, female households are worse off on average but with many variations. The 2014 United Nations Human Development Index (HDI) ranks Zimbabwe among low human development countries (155 out of 186) countries. The latest estimated GDP per capita was USD 931.2 (2014).

The Constitution of 2013 presents a new framework for engagement with a large number of Zimbabwean stakeholders, including the State and its institutions and civil society.

In 2013, the Government of Zimbabwe released its economic blueprint, the "Zimbabwe Agenda for Sustainable Socio-Economic Transformation October 2013-December 2018" (ZIM ASSET). The vision of ZIM ASSET aims at "an empowered society, a growing economy" and the mission is "to provide an enabling environment for sustainable economic empowerment and social transformation to the people of Zimbabwe".

### **3. Summary of the Action Programme**

#### **1) Background:**

The Constitution of Zimbabwe, adopted in May 2013, states that elections must be held regularly, be peaceful, free and fair, conducted by secret ballot, based on universal adult suffrage and equality of votes and free from violence and other electoral malpractices. It guarantees gender equality and greater promotion and protection of fundamental human rights and freedoms. The Constitution also recognises the role of civic and social organisations in raising awareness and knowledge of the Constitution as well as in improving the quality of life of citizens.

The July 2013 elections were perceived to have been better managed by stakeholders although numerous shortcomings were also highlighted. The EU also acknowledged the peaceful environment within which the elections were held but expressed concern about alleged irregularities and reports of incomplete participation, as well as the identified weaknesses in the electoral process and lack of transparency.

The Zimbabwe Electoral Commission (ZEC) acknowledged most of these challenges at the "All-Stakeholders Review Conference on the 2013 Referendum and Harmonised Elections" of March 2014 as well as at the "Identification of the Zimbabwe Electoral Commission Needs Assessment Gaps" of October 2014.

Positive steps have been made in the democratic process since 2013, as seen by the setting up of the National Prosecution Authority, the increased transparency in the appointment of the judiciary and the constitutionalisation of independent commissions supporting democracy. An opportunity exists for continued support to democratic consolidation and efforts to strengthen key stakeholders such as ZEC, civil society, political parties and the electorate.

Civil society in Zimbabwe is diverse, with operations in most sectors and in most geographical areas of the country. Civil society has played an active role in the lives of citizens in Zimbabwe dating to the pre independence era. Focus of interventions has evolved from welfare provision to developmental and ultimately to the defence of the social, economic and political liberties and rights of the people and increased demands for democratic space and reforms.

#### **2) Cooperation related policy of beneficiary country**

The founding values and principles of the Constitution of the Republic of Zimbabwe include the rule of law, fundamental human rights and freedoms and good governance, among others. The Constitution clearly sets out the electoral processes and systems and states that elections, which must be held regularly, have to be peaceful, free and fair, conducted by secret ballot, based on universal adult suffrage and equality of votes and free from violence and other electoral malpractices. The Constitution also provides for a Zimbabwe Electoral Commission whose mandate is summarised as follows: preparation for the conduct and supervision of elections and referenda, management of the voters roll, delimitation of constituencies, wards and other electoral boundaries, voter education and receiving and considering complaints from the public. It also states that ZEC has the sole responsibility to register voters, compile and maintain the voters' rolls and registers.

Regarding the role of civil society, the Constitution provides the overall legal framework for civil society's involvement in transparency, good governance and accountability, which principles are mentioned in the preamble and the founding provisions. However, the legal framework applicable to civil society organisations (CSOs) is not harmonised and contains barriers relating to establishment and registration of CSOs as they can be registered under different regimes. There is also absence of common standards and principles applicable to CSOs. These should be developed in order to promote an enabling environment for CSO operations. The operating environment is further restricted by other legislation which is in contradiction with the constitution.

### 3) Coherence with the programming documents:

The actions included in the AAP 22016 (part 1) are foreseen in the National Indicative Programme (NIP) under the governance and institutional building component and more specifically under the specific objective 3 "to contribute to the consolidation of the democratic process, the promotion of national identity and shared values as well as to peace and stability" as well as under the measures in favour of civil society.

### 4) Identified actions

#### **Action Document for Support to the consolidation of the democratic process in Zimbabwe**

The overall objective is to promote a transparent and inclusive electoral process for free and fair elections in Zimbabwe fully in line with the Constitution and regional standards for democratic elections.

Specific objective 1: to enhance the institutional and technical capacity of the Zimbabwe Electoral Commission to meet its constitutional mandate as an independent Commission.

Specific Objective 2: to support a more conducive environment for credible elections.

#### **Action Document for Support to Civil Society in Zimbabwe**

The overall objective is to strengthen participatory and accountable governance in Zimbabwe in order to contribute to economic recovery, inclusive and sustainable socio-economic development, democratisation and peace and stability.

Specific objective 1: to enhance the role of civil society, including those addressing gender equality and the rights of marginalised groups, in the promotion of transparency, good governance and accountability, including internal accountability, enabling them to meaningfully participate in the policy cycle.

Specific objective 2: to strengthen Civil Society's watchdog role in the implementation of the NIP focal sectors of governance and institution building, health and agriculture-based economic development for improved, accountable and effective development outcomes as well as sustainability.

#### 5) Expected results:

AAP 2016 (part 1) will contribute to the progress of the democratic process in Zimbabwe by supporting the different components of the electoral cycle and strengthening the role of civil society in the development of the country.

In particular, it is expected to strengthen the capacity of the Zimbabwe Electoral Commission (ZEC) to meet its constitutional mandate and in particular to contribute to a sustainable transparent, credible and inclusive voter registration, to enhance ZEC's effective engagement and outreach with electoral stakeholders to build trust on electoral administration system.

The role of civil society, including women's rights organisations, will be supported in order to be able to perform its oversight role of electoral matters and in the electoral reform process and a culture of dialogue will be promoted through strengthened democratic political parties. It is expected that better informed media on electoral matters will be able to accurately and impartially report on electoral processes and policies and all parties will enjoy a more equitable access to these media.

The AAP 2016 (part 1) will result in greater participation of civil society in policy dialogue and the policy cycle which will lead to the development and implementation of effective policies which are pro-poor and appropriately address the needs of the citizens. It will also result in improved governance, transparency and accountability of the Government of Zimbabwe as civil society will effectively monitor its actions and demand accountability.

#### 6) Past EU assistance and lessons learnt.

Past support to the electoral cycle in Zimbabwe has shown that programmes need to be in place well in advance of elections, and technical and financial support should be accompanied by strong policy and political dialogue. The involvement of stakeholders in all steps of the process is key to contribute to transparency and build trust on the administration of electoral process. Strong coordination among development partners is required for optimal utilisation of available resources and to eliminate duplication of efforts, ensuring that all interventions are contributing to the same clearly defined overarching objective for sustained impact. There is also a need for good coordination in terms of policy and political dialogue.

Regarding support to civil society, the prevailing socio-political environment of the past decade did not promote collaboration and cooperation between civil society and government as both sides viewed each other with suspicion and mistrust. As a result there has been little meaningful participation of CSOs in national development processes. New Constitution presents an opportunity for greater involvement of civil society and increased citizen participation in national development. Additionally, CSOs capacities have been weakened due to a number of problems including weak internal governance and accountability and project cycle management resulting in diminished capacity to effectively perform their mandate. Among the important lesson learned are the need to support civil society capacity development in order to promote a democratic and inclusive society as well as to promote dialogue between CSOs, the EU and the Government.

#### 7) Complementary actions/donor coordination.

There is ongoing but limited support to ZEC on capacity building and stakeholder engagement. USAID, DFID, Denmark and Australia support civil society organisations working on elections related matters, particularly around monitoring the external environment and to increase citizen engagement in the electoral process. The EU delegation chairs an informal donor subgroup on elections.

Regarding civil society, the action is complementary to the European Instrument for Democracy and Human Rights and the CSO/LA Thematic Programme whose focus is on promoting respect for human rights and empowering citizens to claim their rights and demand accountability and transparency at all levels of government. Donor co-ordination within the sector is strong with meetings held on a regular basis to discuss development in the sector and share information.

#### 4. **Communication and visibility**

Communication and visibility activities will include documentation, both print and audio-visual in the form of press statements, best practices, communiques, etc., and social media and the Delegation website will be used to promote visibility of the action. A communication and visibility plan will be elaborated at the start of implementation.

#### 5. **Cost and financing**

##### **Action Document for Support to the consolidation of the democratic process in Zimbabwe:**

	<b>EU contribution (in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
Specific objective 1 Indirect management with UNDP	5 590 000	UNDP USD 1 000 000 Contributions from other donors to be confirmed
Specific objective 2 Call for proposals Electoral stakeholders participation in the electoral cycle (2016-2020) (direct management)	1 800 000	EUR 200 000
Evaluation, Audit	100 000	N.A.
Communication and visibility	10 000	N.A.
Contingencies	500 000	N.A.
Totals	<b>8 000 000</b>	EUR 200 000 USD 1 000 000 (EUR 883 080)

### **Action Document for Support to Civil Society in Zimbabwe**

	<b>EU contribution (in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
Call for proposals Support to Civil Society in Zimbabwe (direct management)	5 000 000	EUR 555 555
Evaluation,– Audit	450 000	N.A.
Communication and visibility	50 000	N.A.
Contingencies	500 000	N.A.
Totals	6 000 000	EUR 555 555

The Committee is invited to give its opinion on the attached Annual Action Programme 2016 (Part 1) in favour of Zimbabwe.



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This action is funded by the European Union

## ANNEX 1

of the Commission Decision on the Annual Action Programme 2016 (part 1) for Zimbabwe

### Action Document for Support to the consolidation of the democratic process in Zimbabwe

#### INFORMATION FOR POTENTIAL GRANT APPLICANTS

#### WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012), applicable to the EDF in accordance with Article 37 of Regulation (EU) 2015/323 in the following section concerning calls for proposals: 5.4.1.

1. Title/basic act/ CRIS number	Support to the consolidation of the democratic process in Zimbabwe CRIS number: ZW/FED/038-598 financed under the 11 <sup>th</sup> European Development Fund	
2. Zone benefiting from the action/ location	Zimbabwe	
3. Programming document	National Indicative Programme (NIP) 2014-2020 for Zimbabwe	
4. Sector of concentration/ thematic area	Sector 3: Governance and Institution-building	DEV. Aid: YES
5. Amounts concerned	Total estimated cost: EUR 9 083 080 Total amount of EDF contribution <b>EUR 8 000 000</b> This action is co-financed in joint co-financing by: - UNDP for an amount of USD 1 000 000 (EUR 883 080) - other donors contributing to UNDP's basket fund (amounts not yet known) This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 200 000	
6. Aid modality and implementation modalities	Project Modality Direct Management – grants –call for proposals Indirect management with the United Nations Development Fund (UNDP)	
7 a) DAC codes	150,151,15150 (40%) ,15151 (60%).	
b) Main Delivery Channel	UNDP -4100-41114 Non-governmental organisations (NGOs) and civil society- 20000 -20000	

<b>8. Markers (from</b>	<b>General policy objective</b>	<b>Not</b>	<b>Significant</b>	<b>Main</b>
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<b>CRIS DAC form)</b>		<b>targeted</b>	<b>objective</b>	<b>objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>9. Global Public Goods and Challenges (GPGC) thematic flagship</b>	N/A			

## SUMMARY

The Constitution of Zimbabwe, adopted in May 2013 states that elections must be held regularly, be peaceful, free and fair, conducted by secret ballot, based on universal adult suffrage and equality of votes and free from violence and other electoral malpractices.

The July 2013 elections were perceived to have been better managed by stakeholders although numerous shortcomings were also highlighted. The European Union (EU) also acknowledged the peaceful environment within which the elections were held but expressed concern about alleged irregularities and reports of incomplete participation, as well as the identified weaknesses in the electoral process and lack of transparency.

The Zimbabwe Electoral Commission (ZEC) acknowledged most of these challenges at the "All-Stakeholders Review Conference on the 2013 Referendum and Harmonised Elections", of March 2014 as well as at the "Identification of the Zimbabwe Electoral Commission Needs Assessment Gaps" of October 2014.

Positive steps have been made in the democratic process since 2013, as seen by the setting up of the National Prosecution Authority, the increased transparency in the appointment of the judiciary and the constitutionalisation of independent commissions supporting democracy. An opportunity exists for continued support to democratic consolidation and efforts to strengthen key stakeholders such as ZEC, civil society, political parties and the electorate.

The proposed action therefore intends to contribute to the consolidation of the democratic process through taking an electoral cycle approach. Focus will be on strengthening the capacity of the electoral administration to conduct democratic elections on the one hand and capacitating voters and electoral stakeholders, including women and other marginalised groups, to take on their electoral duties and monitoring role on the other. Much effort also needs to be put into promoting an environment that is conducive for free, inclusive and credible elections, including equitable access to the state media by all political parties. Policy and political dialogue, particularly around the need for further amendment of the Electoral Act and the need for a conducive environment will complement the financial support.



## 1. CONTEXT

### 1.1 Country

In July 2012, the European Council made a decision to suspend the application of Article 96 appropriate measures, which permitted Zimbabwe and the EU to launch the 11<sup>th</sup> EDF programming exercise in August 2012. A Country Strategy Paper (CSP) 2014-2020 was agreed by the EU and the National Authorising Officer (NAO) and was immediately followed by the drafting of the EU's response strategy, the National Indicative Programme (NIP), which, after the lifting of the suspended Article 96 appropriate measures in November 2014, was then signed on 16 February 2015 marking the resumption of full development cooperation between Zimbabwe and the EU.

After a strong rebound since the adoption of multiple currencies in 2009, gross domestic product (GDP) growth in Zimbabwe has slowed down since 2013 and remains below potential. Zimbabwe's economy remains constrained, with an unsustainably high external debt, deindustrialisation and informalisation of the economy. The 2011-2012 Poverty Income Consumption Expenditure Survey (PICES) reveals that 72.3% of Zimbabweans are poor, whilst 16.2% of the households are in extreme poverty. Poverty is most prevalent in rural areas, where 84.3% of people are deemed poor and 30.4% extremely poor. Although the prevalence of poverty among male and female headed households is almost the same at 62.9% and 62.0% respectively, female households are worse off on average but with many variations. The 2013 United Nations Human Development Index (HDI) ranks Zimbabwe among low human development countries: 155 out of 186 countries. The estimated GDP per capita in 2014 was USD 931<sup>1</sup>.

The five-year (2013-2018) economic blueprint, namely Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET), has four strategic clusters and two sub clusters namely: (1) Food Security and Nutrition; (2) Social Services and Poverty Eradication; (3) Infrastructure and Utilities; (4) Value Addition and Beneficiation and two sub clusters: (a) Fiscal Reform Measures and Public Administration, and (b) Governance and Performance Management. The Government's transformational agenda is anchored on its commitment to implement a wide range of developmental programmes that are targeted at establishing a comprehensive national infrastructure with public enterprises reforms as one of the major focuses.

ZEC was established as an independent commission in February 2005, after years of electoral reforms. The reforms also took into account the Southern African Development Community (SADC) Principles and Guidelines Governing Democratic Elections which stipulated that elections were to be run by an independent management body and not a government department. ZEC was given the mandate to control and manage as well as oversee all electoral processes in the country. With the new Constitution, ZEC is now the sole custodian of elections in Zimbabwe.

In 2008, the country held harmonised elections which were marred by political violence and followed by a political, economic and humanitarian crisis, which led to the formation of a Government of National Unity and the signing of a Global Political Agreement (GPA). One of the major expected deliverables of the GPA was a democratic constitution. This was adopted and signed into law in May 2013, after which harmonised elections were held in July 2013. The 2013 elections were perceived to have been better managed by stakeholders although numerous shortcomings were also highlighted. The African Union (AU) Election Observation Mission (AUEOM) makes recommendations in its final report, among others, on the need for the voters' roll to be available to all stakeholders for verification and inspection,

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<sup>1</sup> 2014 World Bank Report.

and to ensure its integrity through greater transparency, accessibility and public communication, with strict adherence to the provisions of the relevant statutes and laws of Zimbabwe; to reconsider the use of Police Officers in assisting voters as it may unduly influence the manner in which they vote and to reconsider the reduction of parameters that necessitate persons to qualify as ‘assisted voters’. In general, emphasis is put on the need for adequate access to information on the different processes such as voter registration, availing of the voters’ roll, the involvement of civil society in civic and voter education and media access<sup>2</sup>. In that regard, the AU and SADC missions recommended that there is need for timely and adequate provision of resources to ZEC.

Zimbabwe acceded to the 1966 United Nations (UN) International Covenant on Civil and Political Rights (ICCPR), the 1966 UN International Convention on Elimination of all Forms of Racial Discrimination (ICERD) and the 1979 UN Convention on Elimination of all Forms of Discrimination Against Women (CEDAW) on 13 May 1991, and recognised the competence of the UN Human Rights Committee with regard to the ICCPR. On 15 May 2013, Parliament approved the United Nations Convention on the Rights of Persons with Disabilities (UNCRPD).

In terms of regional instruments, Zimbabwe ratified the 1981 African Charter on Human and Peoples’ Rights (ACHPR) on 30 May 1986, and the Protocol on the Rights of Women in Africa to the Charter on 15 April 2008. Zimbabwe has not yet ratified the African Charter on Democracy, Elections and Governance, which came into force in 2012.

The SADC “Principles and Guidelines Governing Democratic Elections” and the SADC Parliamentary Forum (PF) “Norms and Standards for Elections in the SADC Region” have been of substantial relevance to elections in Zimbabwe. These guidelines reinforce key provisions of the founding treaty of SADC and are supported by the SADC Protocol on Politics, Defence and Security Cooperation.

Finally, as a member of the SADC and the AU, Zimbabwe is politically bound by the UN Declaration of Principles for International Election Observations and the Code of Conduct for International Election Observers. The Declaration was endorsed by the AU and SADC among many other intergovernmental and non-governmental organisations involved in election observation.

Under Zimbabwean law, in addition to approval by the Parliament, an international treaty has to be incorporated into domestic law through an Act or adopted through positive / reasonable interpretation of legislation by the courts.

### ***1.1.1 Public Policy Assessment and EU Policy Framework***

The founding values and principles of the Constitution of the Republic of Zimbabwe include the rule of law, fundamental human rights and freedoms and good governance, among others. The Constitution clearly sets out the electoral processes and systems and states that elections, which must be held regularly, have to be peaceful, free and fair, conducted by secret ballot, based on universal adult suffrage and equality of votes and free from violence and other electoral malpractices. The Constitution also provides for a Zimbabwe Electoral Commission whose mandate is summarised as follows: preparation for the conduct and supervision of elections and referenda, management of the voters roll, delimitation of constituencies, wards and other electoral boundaries, voter education and receiving and considering complaints from the public. It also states that ZEC has the sole responsibility to register voters, compile and maintain the voters’ rolls and registers.

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<sup>2</sup> African Union Commission: AU EOM report to the 31 July 2013 Harmonised Elections in the Republic of Zimbabwe, <http://pa.au.int/en/sites/default/files/AUEOM%20REPORT%20ZIMBABWE%202013.pdf>

The Electoral Act, which provides for the conduct of elections and referendums, has undergone amendments, the most recent being in August 2014. The amendments still fall short of aligning the Act to the Constitution, highlighting the need for comprehensive electoral reforms. In a bid to further align electoral laws to the Constitution, the General Laws Amendment Bill (GLAB) was gazetted on 8 May 2015. The Bill has addressed one aspect of alignment by providing for the transfer of the voter registration and maintenance of the voters' roll mandate to ZEC but this is not enough as the Registrar General (RG) can still have a role to play in registration of voters. The Minister of Justice has also retained a large measure of control by having the power to decide on any conflict that arises between the role of ZEC and that of the RG regarding the voters' roll. Although the GLAB has not yet been passed, ZEC has decided to take up its constitutional mandate of voter registration by conducting voter registration in all the areas subjected to by elections. The 2013 database, however, is still under the control of the Registrar General and the political parties still do not have full access to the voters' roll.

In 2014, ZEC, with funding from Denmark, commissioned a needs/gaps assessment, which highlighted the capacity gaps and the shortfalls of the 2013 elections. ZEC acknowledged both the positive and negative observations and committed to making institutional and technical changes in order to become a centre of excellence. The needs assessment also made recommendations about the next elections and developed an action plan and a budget.

The EU, in its agenda for change clearly states that good governance, in its political, economic, social and environmental terms, is vital for inclusive and sustainable development. Likewise the EU Strategic Framework on Human Rights and Democracy states that the EU will strengthen its work with partners worldwide to support democracy, notably the development of genuine and credible electoral processes and representative and transparent democratic institutions at the service of the citizen.

As there is no short-term method to support a democratic transition, effective electoral assistance primarily means long term institutional strengthening and capacity development.

The EU support to governance and institution building under the 11<sup>th</sup> EDF NIP has as the main objective to strengthen Zimbabwe's economic recovery and contribute to the democratic process as well as to peace and stability. The consolidation of the democratic process which will result in strengthened democratic governance through strengthened institutions, increased citizen voice in democratic processes and greater accountability is in line with the constitution of Zimbabwe as well as with the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET).

### ***1.1.2 Stakeholder analysis***

The topic of integrity in elections is a cross-cutting one and requires a multi-stakeholder approach. The proposed programme has been endorsed by ZEC during the formal consultations. Furthermore, particularly regarding results under specific objective 1, the programme responds to a request by the Government of Zimbabwe and ZEC for UN capacity building support to ZEC and has been jointly designed by ZEC and UNDP following consultations with all electoral stakeholders. ZEC will organise a final stakeholder workshop on the programme in May 2016 with participation of political parties, civil society organisations (CSOs), government institutions, and development partners.

The identified stakeholders are:

#### **The Zimbabwe Electoral Commission**

ZEC is the independent Electoral Management Body foreseen by the Constitution, whose main function is to prepare for, conduct and supervise all aspects of the elections. In 2008, ZEC managed the first harmonised elections in Zimbabwe, consolidating four elections, i.e.

the Presidential, House of Assembly, senatorial and local government elections, into one. ZEC faces challenges, among which are lack of full institutional independence, lack of adequate and timely financial resources and inadequate human resources. Positive progress is to be noted regarding its financial independence, since for the first time, the National Budget 2016 includes a separate vote for ZEC, although ZEC remains underfunded.

The discharge of operational functions is well catered for by the decentralised structures which are in place. Although the enabling legislation is not yet in place regarding ZEC's control over the voters' roll, ZEC has carried out a pilot polling-station based voter registration exercise which has resulted in a polling station-based voters' roll for the Marondera central by-elections held on 19 September 2015. A polling station-based voters' roll was also used in the Nkulumane constituency by elections held on 19 December 2015. ZEC, however, did not manage to have a single voters' roll and the ward-based voters' roll was also used together with the polling station based roll.

### **Ministry of Justice, Parliamentary and Legal Affairs**

The Ministry is responsible for constitutional alignment and drafting of new legislation. Drafting of new legislation falls under the responsibility of the Attorney General's office which falls under the Ministry. There is a need for the Ministry to expedite the full alignment of the electoral laws before the elections.

### **Ministry of Finance and Economic Development**

The Ministry of Finance and Economic Development confirmed at a meeting held with the EU on 7 April 2016 that the National Budget will cover the financial gap of the programme. The Government's contribution is estimated to range between USD 17 and 25 million. Government financing, although it will not be channelled through the basket fund, is necessary to ensure the viability of the action and will include at least the salaries of new staff at ZEC as well as the per diem for temporary staff involved in the voter registration process.

### **Parliament**

Parliament is responsible for law making, for protecting the Constitution and promoting democratic governance. There is a need for Parliament to execute its legislative agenda, part of which entails approving and passing aligned electoral laws. Parliament also plays an oversight role over ZEC in that ZEC is required to submit annual reports to Parliament on its operational activities as well as a report on the conduct of every election and referendum. Members of Parliament must be elected to Parliament through a free and credible process and make up the different Parliamentary Committees set up to deal with different issues in Parliament.

### **Zimbabwe Human Rights Commission (ZHRC)**

The Commission has the mandate to promote the protection of human rights as well as to investigate and address violations of human rights and freedoms, including political and voting rights. The programme foresees collaboration with the ZHRC for the promotion, protection and fulfilment of elections related human rights.

### **Zimbabwe Peace and Reconciliation Commission**

This Constitutional Commission has not been set up yet and, although a draft bill has been prepared, it is not clear that it will be operational during the implementation of the programme. According to the Constitution, among other functions, the Commission will develop procedures and institutions at a national level to facilitate dialogue among political parties, community base organisations and other groups, in order to prevent conflicts and disputes arising in the future.

If the Commission is set up in line with the Constitution, the EU would consider providing support under a future programme in line with the NIP.

### **Political parties and independent candidates**

As contestants and stakeholders in the elections, the relationship between ZEC and political parties, particularly opposition political parties, has been tense as they have accused ZEC of being partial. However, the relationship has improved due to the confidence building measures that ZEC has undertaken through increasing consultations and engagement with political parties. ZEC also needs to engage political parties on the campaign environment in order to promote a culture of tolerance and peace through the adoption of the political parties' code of conduct as political parties tend to resort to violence as a political tool. Political parties also face challenges particularly in internal democracy and the promotion of women's representation role and participation in decision-making. Building trust in the integrity of the voters' roll and of its management remain critical issues to be addressed by ZEC in its interaction with the political parties.

### **Civil Society Organisations**

This includes non-governmental organisations (NGOs) and faith-based organisations (FBOs), including women's rights organisations, which play a critical role in policy dialogue around electoral reform, in educating and mobilising citizen's participation in the electoral process as well as monitoring and observation of the process. The Delegation holds regular consultations with CSOs working on electoral cycle issues.

### **Media**

In its role of promoting access to information by providing information on electoral processes, there is need for both the public and private media to be non-partisan and impartial in its reporting on national processes.

#### ***1.1.3 Priority areas for support/problem analysis***

Within the electoral cycle, the time between the post and pre-elections period is best suited to address necessary and sometimes fundamental changes to the legal framework, voter registration, constituency boundaries, election administration, campaign finance, and electoral redress system, as well as other, broader areas of the electoral process. It is widely recognised that electoral conduct as well as electoral assistance have to take stock of all the steps of the electoral cycle.

It is crucial to use the post-elections momentum to encourage follow-up activities, since the elevated interest of most electoral stakeholders tends to diminish after elections, and the period immediately before an election is at most times too contested to achieve any meaningful reforms. To stay engaged after an election is an approach which electoral assistance practitioners cooperating under the Declaration of Principles (DoP) have been trying to underscore.<sup>3</sup> However, international funding for elections is still predominantly received just before an election; and the view of looking at elections as an electoral cycle has not yet been sufficiently embraced.

An electoral cycle approach also provides an opportunity for recommendations by EOMs to be taken into account in the next cycle. Key recommendations made by the AUEOM include the need for greater transparency on and adequate provision of logistics and resources to ZEC, the need for greater transparency on and accessibility of the voters' roll, greater involvement

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<sup>3</sup> Declaration of Principles for International Observation and Code of Conduct for International Election Observers; Commemorated October 27, 2005, at the United Nations, New York; [http://eeas.europa.eu/eueom/pdf/declaration-of-principles\\_en.pdf](http://eeas.europa.eu/eueom/pdf/declaration-of-principles_en.pdf).

in Non State Actors in civic and voter education in order to enhance participation as well as the need to ensure access to the media, particularly the state media, by all political parties.

There is now a “window of opportunity” in Zimbabwe following the Government endorsed request by ZEC for a UN Needs Assessment Mission (NAM) that was conducted in May-June 2015 and the subsequent request by the Government of Zimbabwe to the UN for electoral assistance. Several aspects need to be taken into consideration:

**Global (convergent) approach:** Strengthening electoral reforms entails a broader support to the democratic process including capacitating voters and involving electoral stakeholders, besides strengthening the capacity of ZEC.

**Coordinated approach:** Close cooperation, general consensus about necessary reforms and effective coordination are necessary to avoid parallel processes and waste of resources. It is necessary to clarify and agree on priorities as well as who is supporting what, why and when.

**Interlinked electoral reforms:** Support to the electoral processes has to be interlinked especially with accompanying changes to the electoral legal framework.

**Step-by step approach:** support will be formulated on the basis of expected results and indicators. A set of result indicators, clear criteria and clear assessment mechanisms will be established followed by periodic review of progress made. These will be used for deciding whether, in consultation with ZEC, government, UNDP and other stakeholders, to move on to the next phase, suspend or stop the activities. The reporting timelines will be clearly defined in the Agreement and strictly respected in order to enable the Parties to take the necessary decisions in a timely manner.

The support to the Zimbabwean electoral process should be comprehensive and possibly address the following areas:

- Stable and peaceful campaign and electoral environment;
- Robust legal framework for electoral process in line with the Constitution as well as regional and international standards;
- Professional and transparent ZEC with full control over a trusted voter register;
- Capacitated and well informed voters and electoral stakeholders taking on their electoral duties and oversight role.

## 2. RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Government requests donors' assistance but agreement cannot be reached on a programme due to insufficient progress made in the electoral reform process	M	Continuous political dialogue between the Government, ZEC and the political parties. There is a continued dialogue and a willingness from international funding partners (regrouped around the UN) to stand ready to support the process, provided it abides by a number of standards and good practices highlighted well in advance.
Insufficient funding made available by the government and development partners to fully implement the programme	M	Different scenarios developed with different level of ambition in terms of expected results depending on the level of available funding.
International funding partners provide support but there is slow progress in achieving the results outlined in the financial agreement	M	Robust assessment of the electoral support and of the priorities of support and constraints / risks associated.

		<p>Concrete measures to strengthen the political will to reform, e.g. independence of ZEC from the executive, the capacity of ZEC to manage the voters' registration and roll independently, the neutrality and commitment of ZEC staff and Commissioners, the independence of the electoral and constitutional courts.</p> <p>Robust oversight mechanism that include ZEC, the political parties and other stakeholders (including the international funding partners).</p> <p>Identification of implementing partners with the capacity to provide the agreed support and within the required timeframe.</p>
GLAB is not passed into law	M	<p>Support to CSO advocacy initiatives.</p> <p>Support to political party dialogue.</p> <p>Continuous political dialogue between the EU and the Government.</p>
Multiparty dialogue on the electoral process including a conducive environment for elections fails to take off	M	<p>Interparty platforms provided by ZEC or other players on a regular basis early on in the process and not just in the electoral period.</p> <p>Support appropriate trust building processes.</p> <p>Facilitate dialogue and mediation between political parties.</p>
<b>Assumptions</b>		
<p>Reform of the legislative framework will be completed before the start of the 2018 electoral campaign and in particular the responsibility for the voters' roll is completely handed over to ZEC and the voters' roll is updated in an inclusive way ahead of the start of the 2018 electoral campaign;</p> <p>The reengagement process between the EU and the Government of Zimbabwe will progress positively resulting in regular political dialogue allowing for open discussions on issues which affect the democratic process;</p> <p>There will be political will and commitment to the full implementation of the programme, respecting the constitution, regional and international guidelines ;</p> <p>ZEC will continue to constructively engage with stakeholders at all important stages, such as on the voter registration model, which will result in greater trust and credibility of the process;</p> <p>The operating environment will continue to be conducive allowing civil society organisations to operate freely and conduct civic and voter education.</p>		

### 3. LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

#### 3.1 Lessons learnt

The 2013 elections were rushed as the time between the setting of the election date and the actual voting was limited. This translated into limited time for the different processes such as voter education. ZEC had limited funding in the pre electoral period to conduct the necessary capacity building of its staff in the crucial areas of voter registration and management of the voters' roll, whilst funding for the conduct of the elections was released at the last minute. Therefore, it is essential to take an electoral cycle approach when supporting the electoral process by ensuring that funding is made available to the election management body (EMB) at the appropriate time during the electoral cycle rather than wait until the elections are imminent.

The EU, together with the Swedish International Development Agency (SIDA), the Canadian International Development Agency (CIDA), Norway and Switzerland, supported ZEC through an agreement with the Electoral Institute for Sustainable Democracy in Africa (EISA). Through this support to EISA, ZEC updated its strategic plan and improved its engagement with stakeholders, thus providing building blocks for increased trust.

Previous EU support to ZEC provided through the UNDP and EISA has shown that there is a need for the establishment of a well-co-ordinated programme approach for optimal utilisation of available resources and to eliminate duplication of effort, ensuring that all interventions are contributing to the same clearly defined overarching objective for sustained impact. Progress indicators also need to be clearly defined and agreed on before implementation to ensure that all actors are on the same page.

### **3.2 Complementarity, synergy and donor coordination**

For the 2013 elections, support to ZEC came from SIDA, CIDA, Norway, Switzerland and the EU channelled through EISA. Co-ordination and complementarity was ensured through the joint project board meetings.

Under the EDF Bridging Facility, support is provided to ZEC through EISA and the International Foundation for Electoral Systems (IFES). USAID is supporting the electoral cycle through International Institute for Electoral Systems (IFES) to national CSOs and possibly to ZEC. The Department for International Development UK (DFID), Denmark and Australia support CSOs working on election-related matters, particularly around monitoring the external environment and to increasing citizen engagement in the electoral process. The EU Delegation chairs an informal donor subgroup on elections.

The UNDP, following a formulation mission in October 2015, has designed a comprehensive programme of support with three major expected outcomes: (1) Strengthened institutional and electoral capacity of ZEC to meet its constitutional mandate and ensure sustainability; (2) sustainable voter registration for 2018 that is transparent, credible and inclusive and (3) enhanced and effective ZEC's engagement and outreach with electoral stakeholders, including the eligible voters.

Other support provided by the EU to the justice sector, including traditional chiefs, the Parliament, the Zimbabwe Human Rights Commission, local authorities, and civil society working on monitoring, promoting and protecting human rights as well as on constitutional alignment, constitutional education and promotion of constitutionalism is complementary to these actions and contributes to the consolidation of democracy.

Policy dialogue and political dialogue will complement this action, particularly regarding the need to fully align the Electoral Act to the Constitution and the need for formal and regular dialogue between ZEC and the electoral stakeholders on every step of the electoral process.

### **3.3 Cross-cutting issues**

The programme will address the issue of gender equality by providing for the participation of women and other marginalised groups such as youth and persons living with disabilities in the process as voters as well as candidates or members within their political parties. All training workshops, including those for ZEC, will ensure equitable participation of women and men. To the biggest extent possible, data captured by the project will be sex-disaggregated. The objectives of good governance, human rights, democracy and peace and stability will be actively supported and pursued.



## **4. DESCRIPTION OF THE ACTION**

### **4.1 Objectives/results**

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG targets sixteen on building effective, accountable and inclusive institutions at all levels and five on gender equality, but also promotes progress towards Goal one to end poverty. This does not imply a commitment by the country benefiting from this programme.

The **overall objective** is to promote a transparent and inclusive electoral process for free and fair elections in Zimbabwe fully in line with the Constitution and regional standards for democratic elections.

**Specific objective 1:** to enhance the institutional and technical capacity of the Zimbabwe Electoral Commission to meet its constitutional mandate as an independent Commission.

Result 1.1: Strengthened institutional and electoral capacity of ZEC to meet its constitutional mandate and ensured sustainability.

Result 1.2: Sustainable voter registration that is transparent, credible and inclusive.

Result 1.3: Enhanced and effective engagement and outreach by ZEC with electoral stakeholders, including other public bodies with a role in election processes, civil society, including women's rights organisations, political parties and the eligible voters.

**Specific Objective 2:** to support a more conducive environment for credible elections.

Result 2.1: Strengthened civil society, including women's rights organisations, able to perform its oversight role of electoral matters and in the electoral reform process.

Result 2.2: A culture of dialogue promoted through strengthened democratic political parties with improved knowledge of electoral processes and more equitable representation by women in decision-making and representation roles.

Result 2.3: Better informed media on electoral matters able to accurately and impartially report on electoral processes and policies, a more balanced reporting on the electoral campaign in the media and a more equitable access of all parties to these media.

Result 2.4: Comprehensive civic and voter education on all relevant aspects of the electoral process availed to all citizens particularly women and marginalised groups such as the youth, people living with disability and the elderly.

### **4.2 Main activities**

Under result 1.1, indicative main activities are:

- Implementation of the ZEC five-year Strategic Plan 2016-2020;
- Capacity building activities of ZEC staff and Commissioners;
- Developing and implementing of institutional development and capacity building plan.

Under result 1.2, indicative main activities are:

- Development and implementation of a robust and effective voter registration operational plan;

- Strengthening the IT department to support Voter Registration requirements, including in-house capacity of using GIS system, and development of hardware, software and networking systems and strengthening of website services;
- Procurement of material and equipment used in voter registration and monitoring of the integrity of the voters' roll;
- Training on voter education and on voter registration issues.

Under result 1.3 indicative main activities are:

- Establishment and implementation of a voter education strategic plan in consultation with stakeholders;
- Developing and designing, in partnership with CSOs, of effective and targeted messages for a campaign on promoting participation of voters;
- Support to the Election Stakeholders Group, an information and dissemination forum comprised of political parties, CSOs, FBOs and Government entities, where ZEC will inform all the election stakeholders about progress with regard to the preparation of elections, consult on important emerging issues, obtain consensus on key areas involving election stakeholders as well as obtain regular feedback;
- Training of public institutions, including possibly among others the ZHRC, the Peace and Reconciliation Commission, the Media Commission, the Zimbabwe Republic Police, etc., on their role in the electoral process in line with the Constitution;
- Engagement with stakeholders on electoral systems and practices and gender equality and women's empowerment and electoral participation.

Under result 2.1: indicative main activities are:

- Monitoring and Observation Electoral processes;
- Electoral Reform Advocacy;
- Monitoring media, including social networks.

Under result 2.2: indicative main activities are:

- Promote dialogue among political parties and political parties dialogue with other electoral stakeholders;
- Review the Political Parties Code of Conduct.

Under result 2.3: indicative main activities are:

- Capacity building of media on electoral cycle matters.

Under result 2.4: indicative main activities are:

- Electoral education and Capacity Building for CSOs (including community based and women's rights organisations);
- Campaigns, including the use of modern media platforms, to mobilise citizens participation.

### **4.3 Intervention logic**

In line with the electoral cycle approach, the programme will support pre-electoral, electoral and post-electoral activities with a two-pronged approach: institutional building of the electoral commission and other electoral stakeholders and promotions of stakeholders' participation in all the different phases of the electoral cycle.

The programme has been formulated taking into account the recommendations of different Electoral Observation Missions reports on the 2013 elections.

Under the first component, the programme will support ZEC to develop its institutional and operational capacity to conduct elections, including a trusted voter registration system, in line with the Constitution, the amended electoral legal framework and regional and international obligations.

The second component seeks to contribute to a conducive environment for credible elections, supporting the active and informed participation of other electoral stakeholders in the electoral cycle, such as political parties, media, CSOs and citizens in order to contribute to increased public trust on the electoral process and prevent electoral violence.

Youth, women and people living with disability will be particularly targeted by all actions to ensure inclusive participation in all the phases of the electoral cycle.

A midterm review will be conducted in order to assess the progress and the feasibility of continuing with the programme.

A more detailed description of the intervention logic is outlined in the attached Logical Framework.

## **5. IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to Article 17 of Annex IV to the ACP-EU Partnership Agreement.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is **60 months** from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/323.

### **5.3 Implementation of the budget support component**

Not applicable.

### **5.4 Implementation modalities**

#### ***5.4.1 Grants: call for proposals "Electoral stakeholders participation in the electoral cycle (2016-2020)" (direct management)***

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

The call will target the specific objective 2 to support a more conducive environment for credible elections.

Fields of intervention will be, inter alia: strengthening the capacity of civil society to monitor and observe electoral process and advocate for electoral reform, promotion of interparty dialogue, building the capacity of the media on electoral matters, support voter and civic education campaigns, etc.

The expected results are having strengthened political parties and civil society organisations knowledge and ability to participate in the electoral processes; more equitable representation by women in decision-making and representation roles; better informed media on electoral matters able to accurately and impartially report on electoral processes and policies and comprehensive civic and voter education on all relevant aspects of the electoral process availed to all citizens particularly women and marginalised groups such as the youth, people living with disability and the elderly.

#### (b) Eligibility conditions

The initiatives to be financed shall be initiated and directly implemented by Civil Society Organisations<sup>4</sup> with demonstrable experience on electoral cycle matters.

**As applicant:** the eligibility of applicants is restricted to all types of CSOs and their associations originating from countries eligible for the European Development Fund.

**Co-applicant and affiliated entities:** the eligibility of co-applicant and affiliated entities is restricted to all types of CSOs and/or their associations originating from the countries described above under applicant.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant will be of **minimum EUR 400 000 and maximum EUR 1 800 000** and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grant (its implementation period) is between **24 and 36 months**.

#### (c) Essential selection and award criteria

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

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

#### (d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is **90%**.

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

#### (e) Indicative timing to launch the call

4<sup>th</sup> quarter of 2016.

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<sup>4</sup> Indicatively, civil society organisations will be defined as: non-state, non-profit making actors operating on an independent and accountable basis which include: non-governmental organisations, organisations representing indigenous peoples, organisations representing national and/or ethnic minorities, diaspora organisations, migrants' organisations in partner countries, local traders' associations and citizens' groups, cooperatives, employers' associations and trade unions (social partners), organisations representing economic and social interests, organisations fighting corruption and fraud and promoting good governance, civil rights organisations and organisations combating discrimination, local organisations (including networks) involved in decentralised regional cooperation and integration, consumer organisations, women's and youth organisations, environmental, teaching, cultural, research and scientific organisations, universities, churches and religious associations and communities, the media and any non-governmental associations and independent foundations, including independent political foundations, likely to contribute to the implementation of the objectives of programme.

#### ***5.4.2 Indirect management with an international organisation***

A part of this action may be implemented in indirect management with United Nations Development Fund (UNDP) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012, applicable by virtue of Article 17 of Regulation (EU) 2015/323. This implementation entails the setting up of a basket fund for donor contributions, training and capacity building of ZEC, the procurement of **technical assistance, technical and operational support for the identification and roll out of** a sustainable, credible and inclusive voter registration and support ZEC's engagement with other stakeholders to build trust and confidence on the electoral administration. 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 ZEC. Moreover, the UN has the capacity to provide the space for policy dialogue as it proved during the implementation of the "Support to the completion of the Participatory Constitution Making Process in Zimbabwe" (COPAC) programme. It also has the capacity to attract service providers with relevant experience and more particularly in technically challenging areas, such as voter registration

The entrusted entity would target the results under specific objective 1 and will also contribute with USD 1 000 000 to these activities.

The entrusted entity will mainly (core of the activities) carry out budget-implementation tasks for the execution of all the activities mentioned above. This includes: have a margin of discretionary power to implement the action, manage procurement and grant award procedures, awarding, signing and executing the resulting procurement contracts and grant contracts, accepting deliverables, carrying out payments and recovering the funds unduly paid.

If negotiations with the above-mentioned entrusted entity fail, that part of this action may be implemented in direct management in accordance with the implementation modalities identified in section 5.4.

The Commission authorises that the costs incurred by the entrusted entity may be recognised as eligible as of a date prior to the adoption of this decision but not earlier than the date of submission of UNDP's request because, given the limited time remaining until the 2018 elections, preparatory actions and technical assistance to ZEC are already ongoing.

#### ***5.4.3 Changes from indirect to direct management mode due to exceptional circumstances***

In case of exceptional circumstances which will make the implementation of the component under 5.4.2 in indirect management impossible, this component will be managed in direct management.

##### **5.4.3.1 Grants: call for proposals (direct management)**

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

The call will target the activities under specific objective 1 to enhance the institutional and technical capacity of the Zimbabwe Electoral Commission to meet its constitutional mandate as an independent Commission.

Fields of intervention and expected results will be defined taking into consideration the exceptional circumstances that made impossible the implementation of these activities in indirect management.

#### (b) Eligibility conditions

The initiatives to be financed shall be initiated and directly implemented by Civil Society Organisations<sup>5</sup> with demonstrable experience on electoral cycle matters.

**As applicant:** the eligibility of applicants is restricted to all types of CSOs and their associations originating from countries eligible for the European Development Fund.

**Co-applicant and affiliated entities:** the eligibility of co-applicant and affiliated entities is restricted to all types of CSOs and/or their associations originating from the countries described above under applicant.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant will be of **minimum EUR 400 000 and maximum EUR 1 800 000** and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grant (its implementation period) is between **24 and 36 months**.

#### (c) Essential selection and award criteria

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

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

#### (d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is **90%**.

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

#### (e) Indicative timing to launch the call

4th quarter of 2016.

### 5.5 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 and set out in the relevant contractual documents shall apply.

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<sup>5</sup> Indicatively, civil society organisations will be defined as: non-state, non-profit making actors operating on an independent and accountable basis which include: non-governmental organisations, organisations representing indigenous peoples, organisations representing national and/or ethnic minorities, diaspora organisations, migrants' organisations in partner countries, local traders' associations and citizens' groups, cooperatives, employers' associations and trade unions (social partners), organisations representing economic and social interests, organisations fighting corruption and fraud and promoting good governance, civil rights organisations and organisations combating discrimination, local organisations (including networks) involved in decentralised regional cooperation and integration, consumer organisations, women's and youth organisations, environmental, teaching, cultural, research and scientific organisations, universities, churches and religious associations and communities, the media and any non-governmental associations and independent foundations, including independent political foundations, likely to contribute to the implementation of the objectives of programme

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

## 5.6 Indicative budget

	<b>EU contribution (in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
Specific objective 1 5.3.2. – Indirect management with UNDP	5 590 000	UNDP USD 1 000 000 Contributions from other donors to be confirmed
Specific objective 2 5.3.1 – Call for proposals Electoral stakeholders participation in the electoral cycle (2016-2020) (direct management)	1 800 000	EUR 200 000
5.9 – Evaluation, 5.10 - Audit	100 000	N.A.
5.11 – Communication and visibility	10 000	N.A.
Contingencies	500 000	N.A.
Totals	<b>8 000 000</b>	EUR 200 000 + USD 1 000 000 (EUR 883 080)

## 5.7 Organisational set-up and responsibilities

The management/governance arrangements for the activities related to electoral support will be based on a two-tier formal structure. It will consist of:

- a decision-making forum, the project board (PB) responsible for the overall strategic guidance of the project and making policy decisions having the annual work-plan and the results framework as a reference. The PB will be co-chaired by the ZEC Chairperson and the UN Resident Coordinator, and participants will be in addition to ZEC and the UN, the Ministry of Finance, the Ministry of Justice, contributing donors and CSOs.
- a technical working group (TWG) on electoral matters and coordination chaired by the ZEC Chief Elections Officer (CEO) and with participation from ZEC, UNDP, IFES, EISA and contributing donors.

## 5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action, including the projects resulting from a call for proposals will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project

modality). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **5.9 Evaluation**

Having regard to the importance of the action, a mid-term and final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

Midterm evaluation will be carried out for learning purposes, in particular with respect to the progress in achieving the expected results, the feasibility of fully achieving them and/or the need amend the programme.

A final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the results of this programme should inform the following electoral cycle.

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

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two contracts for evaluation services shall be concluded under a framework contract in 2017 and 2020.

## **5.10 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded under a framework contract in 2020.

## **5.11 Communication and visibility**

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or



entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

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

The implementation modalities for communication and visibility actions will be direct management through procurement of services and/or supplies for a total amount of EUR 10 000 as indicated in section 5.6 above.

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Communication and Visibility	Services, Supplies	1	4th trimester 2017

Appropriate contractual obligations for visibility shall be included in the grant contracts and in the delegation agreement with UNDP.

## APPENDIX - INDICATIVE LOG FRAME MATRIX<sup>6</sup>

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Indicators will be disaggregated by sex whenever relevant.

	Intervention logic	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Overall objective: to promote a transparent and inclusive electoral process for free and fair elections in Zimbabwe fully in line with the Constitution and regional standards for democratic elections** (EURF level 2, Indicator no. 2).	OO I1: Extent to which electoral processes are undertaken according to good practices and regional standards for elections, including equal participation of women and men therein* and are endorsed as free and fair by local and regional Election observer missions  OO I2: Status of alignment of Legal framework for elections with the Constitution	OO I1 B: Gaps noted by the all-Stakeholders' Review Conference on the 2013 Referendum and Harmonised Elections, held in Harare on 19-21 March 2013  OO I1B: Endorsement by AU EOM and SADC ECF  OO I2 B: General Laws Amendment Act does not address all gaps to ensure full alignment with the constitution	OO I1 T: Improvements noted by SADC EOM, AU, SADC ECF, at least 2 domestic EOMs. (2018)  OO I1 T: Election results accepted by main stakeholders (2018)  OO I2 T: Electoral Amendment Act addresses gaps to fully align to the Constitution. (2017)	OO I1 S: Reports of domestic and regional election observers  OO I1 S: Public opinion surveys  OO I2 S: CSO analysis of the Electoral Act. Parliamentary Legal Committee report on the Constitutionality of the Bill.	Political willingness and stability  Reform of the legislative framework will be completed before the elections and in particular the responsibility for the voters' roll is completely handed over to ZEC and the voters' roll is updated in an inclusive way ahead of the elections scheduled for 2018
Specific Objectives	Specific objective 1: To enhance the institutional and technical capacity of the Zimbabwe Electoral Commission to meet its constitutional mandate.	SO1 I1: Status of voters roll  SO1 I2: ZEC compliance with the Electoral Act and the Constitution	SO 1 I1 B. 2013 Voters roll was outdated, manual, not easily analysed & inaccessible to all stakeholders.  SO1 I2 B: 2013 EOM reports revealed ZEC's lack of compliance with Constitution e.g conducting voter registration  SO1 I3 B: No Gender policy	SO 1 I1 T: Accessible and credible voters roll (2017)  SO1 I2 T: ZEC satisfactorily performs its functions as stipulated in the Electoral Act and the Constitution (2018)	SO I1 S: Electoral stakeholders reports, Evaluation reports, Media reports  SO I2 S: CSOs, political parties, regional organisations reports	Reform of the legislative framework will be completed before the 2018 elections and in particular the responsibility for the voters' roll is completely handed over to ZEC and the voters' roll is updated

<sup>6</sup> Indicators aligned with the relevant programming document are marked with '\*' and indicators aligned to the EU Results Framework with '\*\*'.

		SO1 I3: Status of ZEC gender policy		SO 1 I3 T: Development and implementation of new gender policy(2017)	SO1 I3 S: ZEC Gender policy document, ZEC Implementation reports	in an inclusive way ahead of the 2018 elections
	Specific objective 2: To contribute to a more conducive environment for credible elections.	SO2 I1: Number of registered voters compared to 2013  SO2 I2: Voter turnout, disaggregated by sex, gender, age & other marginalised groups compared to 2013  SO2 I3: Status of discussion platforms including stakeholder Conferences organised by ZEC	SO2 I1 B: 6,400,000 registered voters in 2013  SO 2 I2 B: 3,480,047 for the presidential elections  SO2 I2 B: No disaggregated data available  SO2 I3 B: ZEC stakeholder conferences	SO2 I1 T: 10% increase (2018)  SO2 I2 T: 10% increase (2018)  SO2 I2 T: 50% of voters that turn out to vote are from the identified marginalised groups (2018)  SO 3 I3 T: Elections stakeholder group formalised and functional (2017)	SO 2 I1 S: Electoral stakeholders reports  SO 2 I2 S: Media reports  So2 I2 S:ZEC report  So3 I3 S: Electoral stakeholders and ZEC reports	ZEC will continue to constructively engage with stakeholders at all important stages, such as on the voter registration model, which will result in greater trust and credibility of the process.
Expected Results	Result 1.1 Strengthened institutional and electoral capacity of ZEC to meet its constitutional mandate and ensured sustainability.	R1.1 I1: Status of management of election cycle	R1.1. I1 B: 2013 elections, there was insufficient time for ZEC to adequately prepare for elections	R1.1 I1 T: Compliance with legal requirements (2018)	R1.1 I1 S: ZEC report	Government avails sufficient funding
		R1.1 I2: Status of gender mainstreaming by ZEC	R1.1 I2 B: ZEC 2014 Needs assessment report	R1.1 I2 T: Gender is mainstreamed in all ZEC processes and structures (2018)	R1.1 I2 S: Electoral stakeholders reports	
		R1.1 I3: Status of Capacity building plan	R1.1 I3 B: None	R1.1 I3 T: Plan available during the first year of implementation.	R1.1 I3 S: Opinion surveys	
		R1.1 I4: The number of decentralised offices fully operational.	R1.1 I4 B: ZEC 2014 Needs assessment report	R1.1 I4 T: 10 offices are fully operational (1 per province) (2018)	R1.1 I4 S: ZEC Reports; Electoral stakeholders reports	
		R1.1. I5: Number of irregularities observed by Observers	R1.1 I5 B: irregularities observed in 2013	R1.1 I5 T: Possible complaints against ZEC do not hamper the possibility of holding free, fair and credible elections (2018)	R1.1 I5 S: Regional and Domestic election observer mission reports	

		R1.1 I6: Status of compliance with laws on announcement of election results	R1.1 I6 B: 2013 elections announced within the stipulated time	R1.1 I6 T: Compliance with legal requirements on announcement of results, including publication outside polling stations (2018)	R1.1 I6 S: Regional and Domestic election observer mission reports	
		R1.1 I7: Status of feedback on the credibility of elections	R1.1 I7 B: 2013 media and observer mission reports. Most observers endorsed them as free and refrained from declaring their fairness.	R1.1 I7 T: At least 80% of Observers report that elections will be free, fair and credible. (2018)	R1.1 I7 S: Regional and Domestic election observer mission reports	
	Result 1.2 Sustainable voter registration that is transparent, credible and inclusive.	R1.2 I1. Status of feedback on outreach and awareness-raising by ZEC and other stakeholders (CSOs , political parties) on voter registration	R1.2 I1 B: 2013 election observer reports state that there was insufficient outreach and voter education by ZEC and other stakeholders	R1.2 I1 T: 2018 election observer missions report positively on outreach by ZEC and other stakeholders	R1.2 I1 S: Electoral stakeholders reports	That voter registration option is selected and rolled out timeously
		R1.2 I2: Status of feedback on Voter registration process	R1.2 I2 B: 2013 Voter registration process was fraught with irregularities and complaints e.g. that there were more voters registered in the rural areas than in the urban areas	R1.2 I2 B: Voter registration process is considered credible by the majority of local and international stakeholders (2018)	R1.2 I2 S: Voter register Electoral stakeholders reports	
		R1.2 I3: % of complaints regarding voter registration handled as per the law	R1.2 I3 B: No baseline	R1.2 I3 B: 80% (up to 2018)	R1.2 I3 S: Court records	
	Result 1.3 Enhanced and effective engagement and outreach by ZEC with electoral stakeholders, including other public bodies with a role in election processes, civil society, including women's rights organisations, political parties and the eligible voters.	R1.3 I1: Number of Electoral stakeholders dialogue platforms	R1.3 I1 B: Adhoc in 2015	R1.3 I1 T: 10 quarterly forums held by next elections (2018)	R1.3 I1 S: media and observer mission reports	Political environment remains stable Key stakeholders are willing to engage and participate in electoral processes
		R1.3 I2: Status of satisfaction of stakeholders with level and quality of ZEC's engagement (CSOs, political parties, government ministries)	R1.3 I2 B: n/a	R1.3 I2 T: At least 80% express satisfaction (2018)	R1.3 I2 S: ZEC reports Stakeholder reports	
		R1.3 I3: Number of women's rights organisations and other marginalised groups participating in stakeholders dialogue platforms	R1.3 I3 B: Will be identified in the inception period	R1.3 I3 T: Will be identified in the inception period	R1.3 I3 S: ZEC reports Media reports IFES survey	

	<p>Result 2.1 Strengthened civil society, including women's rights organisations, able to perform its oversight role of electoral matters and in the electoral reform process.</p>	<p>R2.1 I1: Number of Domestic observer missions engaged in the electoral cycle</p> <p>R2.1 I2: Extent to which domestic observer missions are engaged in the electoral cycle</p> <p>R2.1 I3: Status of feedback on domestic observers by regional observers</p> <p>R2.1 I4: Status of involvement of Civil society in electoral reforms</p>	<p>R2.1. I1 B: Will be identified in the inception phase</p> <p>R2.1 I2 B: Will be identified during the inception phase</p> <p>R2.1 I3 B: 2013 AU and SADC EOM reports</p> <p>R2.1 I4 B: Ongoing Civil society initiatives targeting electoral reforms, eg, petition presented to Parliament in March 2016</p>	<p>R2.1 I1 T: Will be identified in the inception phase</p> <p>R2.1 I2 T: Regular updates and communication on electoral processes by domestic observers (during the elections – 2018)</p> <p>R2.1 I3 T: Regional observer organisations report positively on the conduct of domestic observers (during elections – 2018)</p> <p>R2.1 I4 T: Electoral reforms implemented (at latest by 2018)</p>	<p>R2.1 I1 S: Reports of domestic and regional elections observer missions Media reports</p> <p>R2.1 I2 S: Reports of domestic and regional election Observers Media reports CSOs reports</p> <p>R2.1 I3 S: Regional Election observer mission reports</p> <p>R2.1 I4 S: CSOs are consulted on electoral reform and prepare and present position papers for their engagement with Parliament</p>	<p>The environment continues to be conducive for civil society operations</p>
	<p>Result 2.2 A culture of dialogue promoted through strengthened democratic political parties, with improved knowledge of electoral processes and more equitable representation by women in decision-making and representation roles.</p>	<p>R2.2 I1: Status of training for political parties' representatives on their role, eg. polling agents</p> <p>R2.2 I2: Number of party agents trained as trainers disaggregated by sex, age</p> <p>R2.2 I3: % change in the number of female candidates fielded by political parties</p>	<p>R2.2 I1 B: Will be identified during the inception phase</p> <p>R2.2 I2 B: Will be identified during the inception phase</p> <p>R2.2 I3 B: To be identified in the inception phase (referring to previous elections)</p>	<p>R2.2 I1 T: All political parties trained (2018)</p> <p>R2.2 I2 T: 30% political parties agents trained as Trainers (2018)</p> <p>R2.2 I3 T: At least 30% increase in the number of female participants (2018)</p>	<p>R2.2 I1 S: Political parties reports Media reports</p> <p>R2.2 I2 T: Pre and post training reports Election observers reports Contestants</p> <p>R2.2 I3 S: Political parties candidates lists ZEC election report Civil society reports</p>	<p>Multi party dialogue on the electoral process, including a conducive environment takes off</p>

	<p>Result 2.3 Better informed media on electoral matters able to accurately and impartially report on electoral processes and policies, a more balanced reporting on the electoral campaign in the media and more equitable access of all parties to these media.</p>	<p>R2.3 I1: Status and regularity of ZEC media platform forum</p> <p>R2.3 I2: Number of voter and civic education programmes both in the state and private media</p> <p>R2.3 I3: Status of feedback by political parties on access to media</p>	<p>R2.3 I1 B: Ad hoc meetings between ZEC and media in 2016</p> <p>R2.3 I2 B: to be identified in inception phase</p> <p>R2.3 I3 B: 2013 media and observer mission reports state that political parties were disgruntled with the level of media coverage received particularly in the state media</p>	<p>R2.3 I1 T: 8 Quarterly forums held by the next elections</p> <p>R2.3 I2 T: Will be identified during the inception phase</p> <p>R2.3 I3 T: Political parties express satisfaction on the level of media coverage (space and time allocation); (2018)</p>	<p>R2.3 I1 S: Media monitoring reports</p> <p>R2.3 I2 S: Regular convening of meetings between ZEC and the media, electronic and print media products</p> <p>R2.3 I3 S: Media Monitoring reports Press statements made by political parties</p>	<p>That there is no political interference in editorial decision-making of media organisations</p>
	<p>Result 2.4 Comprehensive civic and voter education on all relevant aspects of the electoral process availed to all citizens particularly women and marginalised groups such as the youth and the elderly.</p>	<p>R2.4 I1: Status of implementation of Voter education strategy</p> <p>R2.4 I2: Number of citizens attending voter and civic education workshops/information platforms with attendance statistics disaggregated by sex, age</p> <p>R2.4 I3: Forms of media channels available for citizens to access information on the electoral process</p>	<p>R2.4 I1 B: No strategy is adopted and implemented by 2016</p> <p>R2.4 I2 B: 0</p> <p>R2.4 I3 B: Will be identified in the inception phase</p>	<p>R2.4 I1 T: Strategy is adopted and implemented by 2018</p> <p>R2.4 I2 T: to be identified in the inception phase (40% attendance by women is expected)</p> <p>R2.4 I3 T: Information on electoral processes is available through all forms of media channels, e.g. newspapers, radio, television, posters, social media (2018)</p>	<p>R2.4 I1 S: Media reports ZEC and civil society reports</p> <p>R2.4 I2 S: Civil society reports, Workshop attendance register ZEC and civil society workshop reports</p> <p>R2.4 I3 S: Media reports Civil society reports MMPZ reports, EOM reports Voter education campaign materials</p>	<p>The operating environment will continue to be conducive allowing civil society organisations to operate freely and conduct civic and voter education</p>



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This action is funded by the European Union

## ANNEX 2

of the Commission Decision on the Annual Action Programme 2016 (part 1) for Zimbabwe

### Action Document for Support to Civil Society in Zimbabwe

#### INFORMATION FOR POTENTIAL GRANT APPLICANTS

##### WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012), applicable to the EDF in accordance with Article 37 of Regulation (EU) 2015/323 in the following section concerning calls for proposals: 5.4.1.

<b>1. Title/basic act/ CRIS number</b>	Support to Civil Society in Zimbabwe; CRIS number: ZW/FED/038-600 financed under 11 <sup>th</sup> European Development Fund
<b>2. Zone benefiting from the action/location</b>	Zimbabwe The action shall be carried out at the following location: Zimbabwe
<b>3. Programming document</b>	National Indicative Programme (NIP) 2014-2020 for Zimbabwe
<b>4. Sector of concentration/ thematic area</b>	Governance and Institution Building
<b>5. Amounts concerned</b>	Total estimated cost: EUR 6 555 555 Total amount of EDF contribution EUR 6 000 000 This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 555 555
<b>6. Aid modality and implementa- tion modality</b>	Project Modality Direct management: Grants – Call for Proposals
<b>7a) DAC code(s)</b>	15150 – Democratic Participation and Civil Society
<b>b) Main Delivery Channel</b>	20 000 - Non-governmental organisations (NGOs) and civil society

<b>8. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Main objective</b>
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>9. Global Public Goods and Challenges (GPGC) thematic flagship</b>			
	N/A			

## SUMMARY

The 11<sup>th</sup> EDF National Indicative Programme (NIP) envisages support to civil society in their "participation in public policy formulation, transparency and accountability, service delivery, inclusive and sustainable growth and conflict prevention and peace building within the framework of the Constitution and as contribution to the implementation of the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET)".

Civil society is recognised in the ACP-EU Partnership (Cotonou) Agreement as having an important role in development and cooperation. Civil society organisations are also recognised as development actors in their own right and in the Zimbabwean context have worked diligently to amplify community voices, ensuring community participation in development processes as well as putting community interests onto the national agenda.

The Government of Zimbabwe and the European Union (EU) have agreed to have joint regular dialogue with civil society and the Parliament on the implementation of the 11<sup>th</sup> NIP.

The EU held extensive consultations with civil society leading to the development of a roadmap for engagement with civil society in May 2014. The roadmap identifies priority areas for engagement regarding an enabling environment, meaningful participation in domestic policy dialogue and programmes and capacity development.

The overall objective of this action is to strengthen participatory and accountable governance in Zimbabwe in order to contribute to economic recovery, inclusive and sustainable socio-economic development, democratisation and peace and stability. This will be achieved through, among other interventions, formalised policy dialogue between the Government at all levels, civil society and the EU, possibly in the form of a common platform.



# 1 CONTEXT

## 1.1 Country context

In July 2012, the European Council made a decision to suspend the application of Article 96 appropriate measures, which permitted Zimbabwe and the EU to launch the 11<sup>th</sup> EDF programming exercise in August 2012. A Country Strategy Paper (CSP) 2014-2020 was agreed by the EU and the National Authorising Officer (NAO) and was immediately followed by drafting of the EU's response strategy, the National Indicative Programme which, after the lifting of the Article 96 appropriate measures in November 2014, was then endorsed and signed on 16 February 2015 marking the resumption of full development cooperation between Zimbabwe and the EU.

After a strong rebound since the adoption of multiple currencies in 2009, gross domestic product (GDP) growth in Zimbabwe has slowed down since 2013 and remains below potential. Zimbabwe's economy remains constrained, with an unsustainably high external debt, deindustrialisation and informalisation of the economy. The 2011-2012 Poverty Income Consumption Expenditure Survey (PICES) reveals that 72.3% of Zimbabweans are poor, whilst 16.2 % of the households are in extreme poverty. Poverty is most prevalent in rural areas, where 84.3% of people are deemed poor and 30.4% extremely poor. Although the prevalence of poverty among male and female headed households is almost the same at 62.9 % and 62.0% respectively, female households are worse off on average but with many variations. The 2014 United Nations Human Development Index (HDI) ranks Zimbabwe among low human development countries, (155 out of 186) countries. The estimated GDP per capita in 2014 was USD 931<sup>1</sup>.

The five-year (2013-2018) economic blueprint, Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET), has four strategic clusters: (1) Food Security and Nutrition; (2) Social Services and Poverty Eradication; (3) Infrastructure and Utilities; (4) Value Addition and Beneficiation, and two sub clusters: (a) Fiscal Reform Measures and Public Administration, (b) Governance and Performance Management. The Government's transformational agenda is anchored on its commitment to implement a wide range of developmental programmes that are targeted at establishing a comprehensive national infrastructure with public enterprises reforms as one of the major focuses.

Civil society in Zimbabwe is diverse, with operations in most sectors and in most geographical areas of the country. Civil society has played an active role in the lives of citizens in Zimbabwe dating to the pre-independence era. The focus of interventions has evolved from welfare provision to developmental and ultimately to the defence of the social, economic and political liberties and rights of the people and increased demands for democratic space and reforms.

The Constitution of 2013 presents a new framework for engagement with a large number of Zimbabwean stakeholders, including the State and its institutions and civil society. The Constitution guarantees gender equality and greater promotion and protection of fundamental human rights and freedoms such as the right to freedom of assembly and association, freedom of expression and access to information. The Constitution also recognises the role of civic and social organisations in raising awareness and knowledge of the Constitution as well as in improving the quality of life of citizens.

The post 2013 elections period saw a shift in civil society-government relations with both sides exhibiting willingness to positively engage for the socio-economic recovery of the country. For example, CSOs were consulted in the process of the preparation of ZIM ASSET and also contributed to the development of the Zimbabwe position on the Sustainable Development Goals

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<sup>1</sup> 2014 World Bank Report

(SDGs). A number of CSOs are also involved in policy dialogue discussions with different government ministries and Local Authorities, albeit on an ad hoc and informal basis. They also engage with the relevant parliamentary portfolio committees.

### ***1.1.1 Public Policy Assessment and EU Policy Framework***

The new Constitution adopted and signed into law in May 2013 provides the overall legal framework and the starting point for civil society's involvement in transparency, good governance and accountability as these principles and values are mentioned in the preamble and the founding provisions.

CSOs are governed mainly by the Private Voluntary Organisations Act (PVO Act), which is administered by the Ministry of Labour, Public Service and Social Welfare for the registration and deregistration of Private Voluntary Organisations (PVOs). CSOs can also be registered as Trusts in terms of the Deeds Registries Act, which allows the Registrar of Deeds to register notarial deeds in donation or in trust. Trusts are dealt with by the Department of Deeds, Companies and Intellectual Property, which is administered by the Ministry of Justice, Parliamentary and Legal Affairs<sup>2</sup>. CSOs can also operate as unregistered voluntary associations or organisations known as *universitas*, in terms of the common law.

The legal framework applicable to PVOs contains several legal barriers relating to establishment and registration under the PVO Act and is complex and cumbersome. Some organisations opt to register as trusts whose registration takes less time but may result in complications and litigation for the said trust for running an 'unregistered' organisation under the PVO Act.

There is a need therefore for the development of common standards and principles applicable to all CSOs regardless of their registration regimen as a way of promoting an enabling environment for CSO operations. The operating environment for civil society is further restricted by other legislation such as the Public Order and Security Act (POSA), the Unlawful Organisations Act and the Access to Information and Protection of Privacy Act (AIPPA) which, in one way or another, are in contradiction with the Constitution's declaration of rights and need to be repealed or heavily amended. CSO operations are also limited by the requirement to enter into a Memorandum of Understanding (MOU) with the local leadership of the community within which they intend to operate at the local authority level.

One of the innovative features of the revised ACP-EU Partnership (Cotonou) Agreement is the emphasis put on the importance of CSOs in the development process as well as their significant role in EU development policy. Civil Society participation in the development process facilitates the overarching poverty reduction objective.

The communication on "Increasing the impact of EU development policy"<sup>3</sup> also calls for a closer cooperation between the EU and organisations such as the private sector, foundations, civil society and local and regional authorities as their role in development and the fights against poverty grows. Likewise the communication on "the roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations"<sup>4</sup> recognises the importance of civil society in a democracy and its contribution to "more effective policies, equitable and sustainable development and inclusive growth". The participation of civil society

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<sup>2</sup> NANGO 'Baseline Assessment of the Current Legal and Regulatory framework regulating the operations of Civil Society Organisations in Zimbabwe' Sept 2013 page 53

<sup>3</sup> COM(2011) 637 final – Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – Increasing the impact of EU Development Policy: an Agenda for Change.

<sup>4</sup> COM(2012)492 final - Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions – The roots of democracy and sustainable development: Europe's engagement with Civil Society in external relations.

in policy processes is essential in the development of inclusive and effective policies and in order for policy processes to be credible, CSOs must be independent, representative and competent.

### ***1.1.2 Stakeholder analysis***

The main stakeholders are Civil Society Organisations in their diversity, including women's organisations, think tanks, Community-Based Organisations, Faith Based Organisations, Umbrella Organisations, networks and coalitions, stand-alone academic institutions and non-profitmaking private sector organisations working in the NIP focal sectors countrywide.

Also relevant for the programme are:

**Parliament**, as a key accountability institution responsible for enacting legislation, particularly the different portfolio committees, and facilitating engagement between the executive, elected legislators and citizens;

**Line ministries** and the **National Authorising Officer**, responsible for implementing programmes in the NIP as they are also policy makers;

**Independent Constitutional Commissions**, with the role of supporting and entrenching human rights and democracy, protecting the sovereignty and the interest of the people, etc.;

**Local Authorities** (LAs), as they are policy makers at the local level working in complementarity with civil society in the development of communities;

**Private sector**, as partners in development and potential sources of domestic revenue;

**The international community**, including EU Member States, who provide financial support to civil society;

The **media** in their role of disseminating information to the public; and

**Citizens** are the ultimate beneficiaries of development and good governance and accountability.

### ***1.1.3 Priority areas for support/problem analysis***

Interventions should address the three pillars for engagement identified in "the roadmap for EU engagement with civil society": an enabling environment, capacity development and participation in domestic policies and programmes. There is need to measure the results of interventions to be implemented under the NIP to ensure optimal utilisation of resources. The problems that CSOs face are classed into four areas: internal weakness of CSOs, restrictive legislative framework and negative operating environment, lack of meaningful participation in the policy cycle and policy dialogue, ineffectual monitoring and evaluation of the impact of interventions.

The main capacity problems relate to weak internal governance, weak project cycle management, weak identification of issues, limited ability to perform organisational mandate, weak research and advocacy skills and for some lack of legitimacy and credibility. However, there is still a considerable pool of capable human resources available in the sector as well as a well-educated national human resource base on which CSOs and other actors in Zimbabwe can draw. Moreover, they remain committed to their respective missions and committed to achieving them. This programme will help to address the problem of diminished capacity among civil society organisations to carry out their mandates effectively.

There is need for an enabling environment for CSOs to effectively perform their role. This can be achieved by aligning legislation to the Constitution as well as putting in place appropriate mechanisms for facilitating civil society work. The non-alignment of legislation with the Constitution also hinders the operations of civil society and contributes to the perpetuation of a repressive operating environment.

CSOs do participate in public policy formulation but at times this participation is not meaningful due to the historical relationship of mistrust and suspicion that exists between the state and civil society, lack of requisite skills and capacity to consult its members and constituencies to forge substantive policy positions as well as inadequate access to information. Although there is room for all stakeholders to participate in the policy framework, the participation at times becomes meaningless when the views and submissions of stakeholders are not well articulated and/or not taken into consideration by the policy makers and no feedback on the processes is provided. This problem highlights the need for a more structured and formalised dialogue between state agencies and civil society and for the enhancement of the capacity of civil society to effectively understand and influence policy formulation, so that they can be better involved in public policy processes.<sup>5</sup> A clearly defined mechanism for civil society participation on the one hand and government accountability on the other, also needs to be put in place.

Another problem is the limited access to information from the public sector and the perceived reluctance of the relevant authorities to make information available, thus circumventing public accountability. Access to information on matters of public interest is guaranteed in the Declaration of rights of the Constitution which states in Section 62(1) that “every Zimbabwean citizen or permanent resident, including juristic persons and the Zimbabwean media, has the right of access to any information held by the state or any institution or agency of government at every level, in so far as the information is required in the interests of public accountability”.

There is need for government at central as well as local level, CSOs and the EU Delegation to demonstrate the results of development interventions to citizens as a way of enhancing accountability and learning. The interventions need to have clearly defined and measurable objectives and indicators as well as learning outcomes. A mechanism for impact monitoring and learning needs to be developed by civil society in consultation with government and the EU delegation to monitor the impact of development interventions identified in the NIP and their resultant benefits to the population. This will strengthen civil society capacity to collectively monitor development interventions in a systematic and coordinated manner as well as build evidence for improving future interventions

The need to strengthen civil society is in line with the revised Cotonou agreement. In addition to this action, support is provided under actions jointly agreed in the NIP. The contribution of civil society to development requires the strengthening of community based organisations and non-profit non-governmental organisations in all spheres of cooperation.

Deliberate effort will be made to strengthen and support organisations tackling gender equality and women’s rights.

## 2 RISKS AND ASSUMPTIONS

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
Lack of political will of public authorities to engage with civil society	M	Political and policy dialogue with government Promotion of inclusive dialogue on all development areas, starting with the focal sectors: agriculture based economic development and health

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<sup>5</sup> EU Roadmap for engagement with civil society

Past mistrust and suspicion continues to cloud relations between civil society and the state	M	Regular, open and transparent dialogue to build trust and identify common ground for collaboration
Legislation impinging negatively on the operation of civil society organisation is not reformed/not aligned to the Constitution and, once adopted, not necessarily implemented	M	Make the enabling environment an agenda item in policy dialogue with government
Limited access to information by CSOs	M	Support for the alignment of access to information legislation to the Constitution and policy dialogue between EUD, Government and CSOs on access to information
Participation by organisations which do not have a legitimate mandate and lack credibility	M	Rigorous selection procedure which involves EU, government and in consultation with other development partners
<b>Assumptions</b>		
That there will be political will to engage with civil society		
That credible and legitimate CSOs will be identified to participate in the programme		
Political and economic stability will be maintained during the implementation of the programme		
The reengagement process between the EU and the Government of Zimbabwe will progress positively resulting in regular policy dialogue allowing for open discussions on issues of good governance, transparency and accountability		
Relevant government ministries will make information on progress in implementation of the NIP available to civil society and the public		

### 3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

#### 3.1 Lessons learnt

In the past decade, CSOs have received considerable donor support to carry out activities in the different fields of human rights and democracy, conflict prevention and peacebuilding, service delivery, gender equality and food security which enabled them to effectively engage for the benefit of the Zimbabwean population.

However, due to the prevailing socio-political environment, there was little collaboration and cooperation between civil society and government as both sides viewed each other with suspicion and mistrust.

Many lessons have been learned in working with civil society some of which are:

- There is need to work with existing civil society organisations and to respect their internal dynamics and ownership without imposing artificial structures from outside.
- There is a need to work with credible and legitimate organisations and to encourage the development of a spirit of collaboration, partnerships and networking.
- Support to civil society needs to be more predictable with a long term approach in order to allow CSOs to achieve their own strategic direction while at the same time being able to contribute to the achievement of national objectives.

- More funding should be allocated towards capacity building, analysis and information sharing platforms for CSOs.
- Gender mainstreaming needs to be given priority attention. Gender equality should be actively promoted in all interventions.
- CSOs have an important role to play in national development and should continue to be supported to promote a democratic and inclusive society.
- Continued dialogue between CSOs, EU and government is essential in the EU's relations with Zimbabwe.

### **3.2 Complementarity, synergy and donor coordination**

The main EU complementary actions in support to civil society are the European Instrument for Democracy and Human Rights (EIDHR) and the CSO/LA Thematic programme. Support under the 11<sup>th</sup> EDF is also channelled through CSOs working in the justice sector, Parliament, consolidation of the democratisation process, health, agriculture and resilience.

The CSO thematic programme is targeted at strengthening meaningful participation of civil society in policy dialogue in governance and accountability, social development and sustainable and inclusive growth, with focus on citizen mobilisation and participation on the one hand and demanding accountability and transparency from the state on the other.

A new joint civil society funding mechanism, managed by a private company, has been set up by the Department of International Development UK (DFID), the Department for Foreign Affairs and Trade Australia (DFAT) and the Danish International Development Assistance (DANIDA) which will focus on transparency, responsiveness, accountability, and citizen engagement (TRACE).

United States Agency for International Development (USAID), the Swedish International Development Agency (SIDA), the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) and the Netherlands Embassy also provide support to civil society organisations involved in different thematic areas such human rights and democracy, HIV/AIDS, citizen engagement and women's empowerment.

Donor co-ordination within the sector is strong with meetings held on a regular basis to discuss developments in the sector and share information on specific organisations being supported to avoid double dipping. Where feasible, harmonisation of reporting requirements is practised.

### **3.3 Cross-cutting issues**

As a project supporting CSO participation in the policy cycle and engagement on accountability, transparency and good governance, the project directly addresses the cross-cutting issues of democracy, good governance, human rights and transparency. Gender will be mainstreamed throughout the project with specific activities and indicators addressing gender equality and women's rights. Where possible sex disaggregated statistics will be provided.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Objectives/results**

This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDG target one to end poverty in all its forms everywhere as it contributes to citizen participation in policy making, but also promotes progress towards Goals five on gender equality and seventeen on partnerships for the goals. This does not imply a commitment by the country benefiting from this programme.

The overall objective of the action is to strengthen participatory and accountable governance in Zimbabwe in order to contribute to economic recovery, democratisation and peace and stability.

Specific objectives and results of the action are as follows:

**Specific objective 1:** to enhance the role of civil society, including those addressing gender equality and the rights of marginalised groups, in the promotion of transparency, good governance and accountability, including internal accountability, enabling them to meaningfully participate in the policy cycle.

**Result 1.1:** Capacity Development Programme developed and implemented resulting in enhanced CSO technical and administrative capacity for effective performance of their organisational mandates and improved internal governance and accountability.

**Result 1.2:** Improved legislative and regulatory framework leading to a conducive and enabling environment for civil society engagement and participation in national development processes.

**Result 1.3:** Strengthened, independent and co-ordinated CSOs and umbrella organisations effectively participating in the policy cycle and able to hold government accountable at all levels.

**Specific objective 2:** to strengthen Civil Society's watchdog role in the implementation of the NIP focal sectors of governance and institution building, health and agriculture-based economic development for improved, accountable and effective development outcomes as well as sustainability.

**Result 2.1:** NIP implementation monitored and documented and used for holding government and EU accountable.

**Result 2.2:** Civil society capacity to play an effective role as a development actor increased.

## **4.2 Main activities**

Activities will be identified through a call for proposals. This is an indicative non-exhaustive list of possible interventions:

### **Specific Objective 1**

- Support capacity building initiatives targeting single networks and platforms. Gender to be mainstreamed in all capacity building initiatives.
- Initiatives promoting improved governance and accountability at country level and with public authorities such as independent budget analysis (including gender budgeting), expenditure tracking, monitoring and evaluating the implementation of policies and laws, including their impact on gender equality, access to information, capacity building initiatives for policy dialogue targeting CSOs, communities, networks and platforms at the local and national level, advocacy campaigns, research, publication and dissemination of relevant development information.
- Developing position papers, policy documents and briefs.
- Facilitating platforms for dialogue amongst and between CSOs and other stakeholders.
- Support institutional strengthening of networks/platforms/coalitions and the strengthening of their constituencies.

## Specific Objective 2

- Impact oriented research and monitoring on 11<sup>th</sup> EDF programmes for improved development outcomes and sustainability.
- Regular consultative forums between Government, Local Authorities, CSOs and EU Delegation.
- Consultative forums between CSOs and communities for community input into policy development.

## 5 IMPLEMENTATION

### 5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to in Article 17 of Annex IV to the ACP-EU Partnership Agreement.

### 5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.12 will be carried out and the corresponding contracts and agreements implemented, is **60 months** from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

### 5.3 Implementation of the budget support component

Not applicable under this action.

### 5.4 Implementation modalities

#### *5.4.1 Grants: call for proposals Support to Civil Society in Zimbabwe (direct management)*

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

The grants will strengthen participatory and accountable governance in Zimbabwe in order to contribute to economic recovery, democratisation and peace and stability; through achievement of an enhanced role of civil society in the promotion of transparency, good governance and accountability; as well as strengthened capacity to participate meaningfully in the policy cycle and monitor the impact of interventions within the NIP focal sectors, for improved development outcomes and sustainability. Activities will be identified through a call for proposals. A non-exhaustive list of possible eligible actions is indicated under point 4.2 above.

(b) Eligibility conditions

The initiatives to be financed shall be initiated and directly implemented by Civil Society Organisations<sup>6</sup>.

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<sup>6</sup> Indicatively, civil society organisations will be defined as: non-state, non-profit making actors operating on an independent and accountable basis which include: non-governmental organisations, organisations representing indigenous peoples, organisations representing national and/or ethnic minorities, diaspora organisations, migrants' organisations in partner countries, local traders' associations and citizens' groups, cooperatives, employers' associations and trade unions (social partners), organisations representing economic and social interests, organisations fighting corruption and fraud and promoting good governance, civil rights organisations and organisations combating discrimination, local organisations (including networks) involved in decentralised regional



Priority will be given to supporting Zimbabwean CSOs in order to strengthen their capacity, in line with the overall objectives of the action and to actions based on local initiatives and genuine involvement of Zimbabwean CSOs should be ensured at all stages.

All actions should include an element of capacity development of local CSOs. Partnerships among CSOs and other stakeholders are encouraged in order for the action to achieve stronger ownership and impact.

**As applicant:** the eligibility of applicants is restricted to all types of CSOs and their associations originating from countries eligible for the European Development Fund.

**Co-applicant and affiliated entities:** the eligibility of co-applicant and affiliated entities is restricted to all types of CSOs and/or their associations and LAs and/or their associations originating from the countries described above under applicant.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is minimum EUR 500 000 and maximum EUR 2 500 000 and the grants may be awarded to sole beneficiaries and to consortia of beneficiaries (coordinator and co-beneficiaries).

The indicative duration of the grant (its implementation period) is of **minimum 30 months and maximum 42 months**.

#### (c) Essential selection and award criteria

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

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

#### (d) Maximum rate of co-financing

The maximum possible rate of co-financing for grants under this call is **90%**.

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

#### (e) Indicative timing to launch the call

1<sup>st</sup> quarter of 2017

### 5.5 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 and set out in the relevant contractual documents shall apply.

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cooperation and integration, consumer organisations, women's and youth organisations, environmental, teaching, cultural, research and scientific organisations, universities, churches and religious associations and communities, the media and any non-governmental associations and independent foundations, including independent political foundations, likely to contribute to the implementation of the objectives of programme.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

## **5.6 Indicative budget**

	<b>EU contribution (in EUR)</b>	<b>Indicative third party contribution, in currency identified</b>
5.4.1.– Call for proposals Support to Civil Society in Zimbabwe (direct management)	5 000 000	EUR 555 555
5.9 – Evaluation, 5.10 – Audit	450 000	N.A.
5.11 – Communication and visibility	50 000	N.A.
Contingencies	500 000	N.A.
Totals	6 000 000	EUR 555 555

## **5.7 Organisational set-up and responsibilities**

A Project Steering Committee (PSC) will be established for the action, with participation by the NAO, EU Delegation and Civil Society (beneficiaries); to provide strategic direction and oversight. The PSC will meet at least biannually and more often if needed.

## **5.8 Performance monitoring and reporting**

The day-to-day technical and financial monitoring of the implementation of projects resulting from a call for proposals will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **5.9 Evaluation**

Having regard to the nature of the action, a mid-term and final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be complemented by real-time monitoring exercises to be conducted by CSOs alongside the evaluations contracted under other programmes covered by the

NIP. This monitoring will measure the impact of the interventions under the NIP as a whole. Outcomes will be documented, communicated and used for learning, improving development results and future interventions and sustainability, leading to enhanced discourse on development among the different stakeholders identified in this programme.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that this action has as objective to contribute to strengthening participatory and accountable governance in Zimbabwe in order to contribute to economic recovery, democratisation and peace and stability and important lessons could be drawn to feed into development processes in the country.

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

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two contracts for evaluation services shall be concluded: one during the 4<sup>th</sup> quarter of the 2<sup>nd</sup> year of the project and one during the closure phase.

#### **5.10 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively one contract for audit services shall be concluded under framework contract during the closure phase.

#### **5.11 Communication and visibility**

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

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

The implementation modalities for communication and visibility actions will be direct management through procurement of services and/or supplies for a total amount of EUR 50,000 as indicated in section 5.6 above.

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Communication and Visibility	Services, Supplies	3	4 <sup>th</sup> Trimester of 2016 4 <sup>th</sup> Trimester of 2017