

SUMMARY

NOTE TO THE MEMBERS OF THE COMMITTEE

Annual Action Programme 2016 (part 2) in favour of Zimbabwe to be financed from the European Development Fund

1. Identification

EDF allocation	EUR 24 000 000
Total cost	EUR 26 905 555
Basic act	Council Regulation (EU) 2015/322 of 2 March 2015 on the implementation of the 11 th European Development Fund

2. Country background

Following the suspension of the application of Cotonou Agreement's¹ Article 96 appropriate measures by the EU Foreign Affairs Council conclusions of 24 July 2012², 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 Programme³ 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) revealed 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 2015 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).

In 2013, the Government of Zimbabwe released its economic blueprint, the "Zimbabwe Agenda for Sustainable Socio-Economic Transformation October 2013-December 2018" (ZimAsset). The vision of ZimAsset 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". In April 2016, the Ministry of Finance launched a broad consultative process to prepare an Interim Poverty Reduction Strategy Paper (I-PRSP).

¹ http://ec.europa.eu/europeaid/where/acp/overview/cotonou-agreement/index_en.htm_en

² http://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/EN/foraff/131955.pdf

³ Commission Decision on the adoption of the National Indicative Programme between the European Union and Zimbabwe for 2014-2020 C(2015)346 of 30.1.2015.

3. Summary of the Action Programme

Annual Action Programme 2016 (part 2) in favour of Zimbabwe comprises two action documents: (1) Support to the Rule of Law and Access to Justice for All and (2) Zimbabwe Natural Resource Management.

1) Background:

Support to the Rule of Law and Access to Justice for All

Although there has been progress in governance, reflected in the 2015 Mo Ibrahim Index, where Zimbabwe, together with Ivory Coast, made the most progress since 2011, in particular in the areas of safety and rule of law and participation and human rights, the overall ranking for Zimbabwe remains low at 44th out of 54.

A Justice Sector Assessment Mission was conducted in the country from June to August 2015. It identified critical needs across the justice sector with regard to enhancing professionalism and efficiency on the supply side, while also supporting increased access, in particular for vulnerable groups.

Zimbabwe Natural Resource Management

Zimbabwe is well endowed with natural resources and conservation areas. Almost 50% of the land is covered with forest, woodland and protected areas. A more robust and gender sensitive governance framework aligned with international commitments, concrete community based initiatives based on lessons learnt and potential synergies, demand driven research for innovative approach and efficient monitoring are key aspects that Government of Zimbabwe and the EU are envisaging within the programme.

2) Cooperation 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. It also includes several provisions that are directly related to the management of natural resources, the devolution of governmental powers and responsibilities to local levels, and the promotion of gender equality.

The National Gender Policy (2013-2017) identifies among its eight priorities: Gender, Constitutional and Legal Rights, Gender Based Violence and Gender and Environment and it is underpinned by principles of gender justice, equality, integration and inclusiveness.

Support to the Rule of Law and Access to Justice for All

Public administration, governance and performance management constitute one of the ZIMASSET sub-clusters aimed at improving policy formulation, advocacy and coordination, combating corruption and fostering good governance. Under section 7.2 'Social Service Delivery and Poverty Eradication Cluster', ZimAsset includes a justice-related outcome: "Improved access to justice by the indigent persons".

The Ministry of Justice Legal and Parliamentary Affairs and the Judicial Service Commission have developed and are implementing strategic plans that are aligned to ZimAsset and the Constitution. The National Prosecution Authority, established in 2014 in line with the Constitution, finalised the development of its first five-year strategic plan in September 2015.

Zimbabwe Natural Resource Management

The Zimbabwe Agenda for Sustainable Socio-Economic Transformation (2014-2018) (ZimAsset), Zimbabwe's economic blueprint, identifies environmental management, protection and conservation as key result areas with improved natural resources management as one of the main outcomes; furthermore, it seeks to increase quality of local authority services through effective community engagement and connects development with improved gender equality and equity.

The National Environmental Policy (2009) focuses on creating economic opportunities, amongst others, through conserving biodiversity and maintaining the natural resource base and basic environmental processes, promoting equitable access and public participation as well as establishing and supporting an adaptive and effective institutional framework. The Zimbabwe Climate Policy (2016) aims to mainstream climate change adaptation and mitigation in economic and social development at sector and national levels. It promotes sustainable land-use systems that enhance agricultural production, ensure food security and maintain ecosystem integrity.

3) Coherence with the programming documents:

Support to justice falls under the governance and institution building component of the National Indicative Programme (2014-2020) and the Natural Resources management under the agriculture based economic growth one. Both action documents are consistent with EU development policies and in particular the Agenda for Change, which emphasises the need for the EU to continue to support the rule of law and judicial systems in partner countries amongst other democratisation processes and recognizes inclusive and sustainable growth as crucial to long-term poverty reduction. It notes that development is not sustainable if it damages the environment, biodiversity and natural resources and increases vulnerability to natural disasters. It promotes sustainable practices, including safeguarding of ecosystem services, giving priority to locally-developed practices and focusing on smallholder agriculture.

Furthermore, the programmes aim to promote gender equality and women's empowerment as foreseen in the EU's Gender Action Plan for 2016-2020.

4) Identified actions

Support to the Rule of Law and Access to Justice for All

The overall objective is to support the rule of law through justice sector reforms and increased access to justice for all.

Specific Objective 1: To increase the independence, competence, integrity and professionalism of the judiciary.

Specific Objective 2: To enhance efficiency, transparency, integrity and accountability in the justice delivery systems.

Specific Objective 3: To enhance the capacity of all people, especially women and vulnerable groups, to exercise their rights and access to justice.

Zimbabwe Natural Resource Management

The overall objective is to improve the livelihoods of rural communities through sustainable management of natural resources.

Specific Objective 1: To strengthen governance framework and policy dialogue on natural resources management.

Specific Objective 2: To improve capacity of communities to develop sustainable natural resources management practices including better environmental governance and soil protection.

Specific Objective 3: To enhance applied research and targeted participatory studies on natural resources management

5) Expected results:

Support to the Rule of Law and Access to Justice for All

The programme will contribute primarily to the progressive achievement of SDG 16 on peace, justice and strong institutions but also on progress towards Goal 5 on gender equality. It has a poverty reduction focus by contributing to the increase in independence, competence, integrity and professionalism of the judiciary and a more efficient, effective, gender sensitive and human rights oriented justice delivery in traditional courts, in particular by facilitating the capacity of all people, especially women and vulnerable groups, to exercise their rights and access to justice.

Women and girls often come into contact with the formal justice system as victims of violence rather than perpetrators. The programme will support assistance to these women and girls in police, prison and at court providing basic legal advice and support services. The programme will also provide support for empowering women and access to information and in reinforcing gender sensitisation in the justice sector and for the justice actors.

The Justice Programme mainstreams a rights-based approach both in terms of international standards and the Constitution of Zimbabwe with particular focus on the bill of rights.

Zimbabwe Natural Resource Management

The programme will contribute primarily to the progressive achievement of SDG 15 "Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss" but also promotes progress towards Goal 13 ("Take urgent action to combat climate change and its impacts") and Goal 2 ("End hunger, achieve food security and improved nutrition and promote sustainable agriculture").

It has a poverty reduction focus as communities will receive training on sustainable natural resources management practices and in partnership with public and private sector will increase and diversify income generation. Local eco-systems will be preserved and used for climate change adaptation and increase resilience to climate change.

The promotion of gender equality in natural resource management is important considering the critical traditional role of women in natural resource-based and agriculture income-generating activities. It is estimated that 80% of natural resource-based and agriculture small scale farmers are women. Gender mainstreaming in revised policies, equitable role in the

management of community based initiatives and gender sensitive applied research are to be included in the programme.

6) Past EU assistance and lessons learnt.

Both programmes have emphasis on capacity development to contribute to the sustainability of the actions.

Support to the Rule of Law and Access to Justice for All

Lessons learnt from past and ongoing support to the Justice sector show that capacity challenges have the potential to adversely impact on the implementation of the programme and achievement of expected outcomes. Therefore sustainable capacity building will be a priority for the programme. The lesson learnt from the UNDP Access to Justice Programme is that a sector-wide approach requires development partners to better coordinate and harmonise their programmes. And finally, civil society continues to play an important role as both gap fillers (where government has no capacity) and bridge makers (between communities and justice institutions), as well as participating in and facilitating policy dialogue amongst stakeholders.

Zimbabwe Natural Resource Management

The need for an integrated approach with holistic, flexible and gender sensitive support to the communities together with the devolution to the local level of the management of natural resources and the need to include material and training support for monitoring and enforcement and policy dialogue together with support for the legal, policy and institutional framework should accompany the programme are the main lessons of past and ongoing projects in the sector.

7) Complementary actions/donor coordination.

The "Support to the Rule of Law and Access to Justice for All" programme will build on past and ongoing EU supported programmes complement the Danish support to the justice sector, which is coming to an end.

The "Natural Resource Management" builds on past EU funded programmes and will complement past and current initiatives by other donors such as the World Bank, the United Nations, France and Germany.

In Zimbabwe there is no formal overall donor coordination mechanism. However, donors meet regularly on informal basis both a global and sector level.

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

<i>Support to the Rule of Law and Access to Justice for All</i>	EU contribution (in EUR)	Indicative third party contribution (in EUR)
5.4.1.1 Grants: call for proposals "Support to the Rule of Law and Access to Justice for All" (direct management)	5 150 000	572 223
5.4.1.2 Indirect management with GIZ	1 500 000	1 500 000
5.4.1.3 Indirect management with Government of Zimbabwe		N.A.
- Service Contract	3 000 000	
- Programme Estimate	1 500 000	
5.9 – Evaluation, 5.10 – Audit	250 000	N.A.
5.11 Communication and visibility	100 000	N.A.
Contingencies	500 000	N.A.
Totals	12 000 000	2 072 223

<i>Natural Resources Management</i>	EU contribution (in EUR)	Indicative third party contribution (in EUR)
5.4.1.1 Grants: call for proposals " Community based initiatives in South East Lowveld" (direct management)	6 000 000	666 666
5.4.1.2 Call for proposals "Applied research in natural resources management" (direct management)	1 500 000	166 666
5.4.2 Indirect management with Government of Zimbabwe		N.A.
- Service Contracts	2 600 000	
- Supply	500 000	
Error! Reference source not found. – Evaluation, 5.10 – Audit	250 000	N.A.
5.11 – Communication and visibility	150 000	N.A.
Contingencies	1 000 000	N.A.
Totals	12 000 000	833 332

Total EU contribution to the measure	EUR 24 000 000
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The Committee is invited to give its opinion on the attached Annual Action Programme 2016 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 2) in favour of Zimbabwe to be financed from the 11th European Development Fund

Action Document for Support to the Rule of Law and Access to Justice for All

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 virtue of Article 37 of the Regulation (EU) 2015/323 in the following sections concerning calls for proposals: 5.4.1 Grants: call for proposals "Support to the Rule of Law and Access to Justice for All" (direct management).

1. Title/basic act/ CRIS number	Support to the Rule of Law and Access to Justice for All CRIS number: ZW/FED/ 038-596 financed under the 11 th European Development Fund (EDF)	
2. Zone benefiting from the action/location	Zimbabwe The action shall be carried out at the following location: Zimbabwe	
3. Programming document	National Indicative Programme (NIP) 2014-2020 for Zimbabwe	
4. Sector of concentration/ thematic area	Governance and Institution Building	DEV. Aid: YES
5. Amounts concerned	Total estimated cost: EUR 14 072 223 Total amount of EDF contribution: EUR 12 000 000 This action is co-financed in joint co-financing by: - Government of Germany for an amount of EUR 1 500 000 This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 572 223	
6. Aid modality and implementa- tion modalities	Project Modality Direct management –grants – call for proposal Indirect management with Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) Indirect management with Government of Zimbabwe	

7. DAC code(s)	15130-Legal and Judicial Development			
b) Main Delivery Channel	Non-governmental organisations (NGOs) and civil society- 20000			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	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"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	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"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	NA			
10. United Nations 2030 Agenda and the Sustainable Development Goals (SDGs)	Main SDG Goal: Goal 16 on peace, justice and strong institutions Secondary SDG Goal: Goal 5 on gender equality			

SUMMARY

The 11th European Development Fund (EDF) National Indicative Programme (NIP) envisages support for the rule of law through justice sector reforms and increased access to justice for all without discrimination.

The proposed programme adopts a rights based approach and provides support to the main institutions in the justice sector through a sector-wide approach. The programme design incorporates all key justice institutions and will provide support related to four areas where major challenges were identified during the identification phase: (1) provision of legal services (2) institutional capacity development (staff and systems), (3) research, data analysis and coordination and (4) the fight against corruption.

The overall objective is to support the rule of law through justice sector reforms and increased access to justice for all.

The specific objectives are:

- 1) To increase the independence, competence, integrity and professionalism of the judiciary.
- 2) To enhance the efficiency, transparency, integrity and accountability of the justice delivery systems.
- 3) To enhance the capacity of all citizens, especially woman and vulnerable groups, to exercise their rights and access to justice.

1 CONTEXT

1.1 Country context

In July 2012, the European Council suspended the application of appropriate measures under Article 96 of the Cotonou Agreement¹, which permitted the Government of Zimbabwe and the European Union (EU) to launch the 11th EDF programming exercise in August 2012. A Country Strategy Paper (CSP) 2014-2020 was agreed by the EU and the National Authorising Officer (NAO), after which and following the expiration of the appropriate measures in 2014, the EU's response strategy, the National Indicative Programme was drafted and subsequently signed on 16 February 2015. This marked the resumption of development cooperation between Zimbabwe and the EU.

The adoption of multiple currencies in 2009 curbed the record hyper-inflation that had previously brought the economy to its knees and was followed by a strong rebound and healthy levels of growth. However, growth in Zimbabwe has slowed down since 2013 and remains well below potential, while the country addresses the immediate need for clearing its debt arrears to the international financial institutions (IFIs) and other creditors. 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. Zimbabwe's Human Development Index (HDI) value for 2014 is 0.509 which put the country in the low human development category, positioning it at 155 out of 188 countries and territories. Some 2.8 million people are food and nutrition insecure due to severe drought conditions in 2015 and early 2016 associated with the El Nino phenomenon.

Zimbabwe's national development programme is encapsulated in a five-year (2013-2018) economic blueprint, the Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIMASSET). The Government's transformational agenda is anchored on its commitment to implementing a wide range of developmental programmes that are targeted at establishing a comprehensive national infrastructure with public enterprises reforms as a key area of focuses.

There has been some progress in governance, reflected in the 2015 Mo Ibrahim Index, where Zimbabwe, together with Ivory Coast, made the most progress since 2011, in particular in the areas of safety & rule of law and participation and human rights, although its overall ranking remains low at 44th out of 54.

Zimbabwe's 2013 Constitution contains progressive provisions with regard to the independence of the judiciary, an extensive bill of rights that enshrines the right to equal protection and benefit of the law, the rights of an accused person and gender equality. The process of aligning existing laws to the Constitution is underway, albeit slowly in the absence of any mechanism for setting deadlines or compelling action, and is supported by the EU funded action "Supporting the Constitutional Legislative Alignment Process."

¹ http://ec.europa.eu/europeaid/where/acp/overview/cotonou-agreement/index_en.htm_en

Zimbabwe has ratified most of the key international and regional human rights instruments². It has not, however, signed or ratified a number of key conventions, notably the African Charter on Democracy, Elections and Governance and the Convention Against Torture.

The justice sector in Zimbabwe is made up of the Ministry of Justice Legal and Parliamentary Affairs (MoJLPA), the Judiciary (including traditional courts) supported by the Judicial Services Commission (JSC), the Zimbabwe Republic Police (ZRP), the National Prosecuting Authority (NPA), the Law Society of Zimbabwe (LSZ) and the Zimbabwe Prisons and Correctional Services (ZPCS). The new Constitution ushered in reforms that aim to strengthen the justice sector's efficiency, effectiveness, impartiality and ensure equal protection under the law.

Traditional justice mechanisms are recognised in the Constitution as part of the judiciary³. Customary courts do not have criminal jurisdiction but they constitute an important part of the justice sector in Zimbabwe, especially in rural areas, as they represent the most geographically and economically accessible means for citizens to seek redress.

The Zimbabwe Demographic and Health Survey (2011) reports that 30% of women aged 15–49 years reported having experienced physical violence since age 15. In 2013, a National Baseline Survey on Violence Against Women² reported that two in every three women have experienced gender violence in their lifetime.

1.1.1. Public Policy Assessment and EU Policy Framework

Public administration, governance and performance management constitute one of the ZIMASSET sub-clusters aimed at improving policy formulation, advocacy and coordination, combating corruption and fostering good governance. Under section 7.2 "Social Service Delivery and Poverty Eradication Cluster", ZIMASSET includes a justice-related outcome: "Improved access to justice by the indigent persons".

The MoJLPA and the JSC have developed and are implementing strategic plans that are aligned to ZIMASSET and the Constitution. The NPA, established in 2014 in line with the Constitution, finalised the development of its first five- year strategic plan in September 2015.

Support to justice falls under the governance and institution building component of the NIP. This action document is consistent with EU development policies and in particular the Agenda for Change⁴, which emphasises the need for the EU to continue to support the rule of law and judicial systems in partner countries amongst other democratisation processes. Furthermore, the programme aims to promote gender equality and women's empowerment as foreseen in the EU's Gender Action Plan for 2016-2020⁵.

1.1.2. Stakeholder analysis

The justice sector contains a significant number of institutional bodies, complex procedures, parallel formal and customary systems, all of which tend towards fragmentation and the creation of barriers to access to justice. This both raises key issues in respect of coordination and effectiveness and argues in favour of a broad, sector-wide approach to providing support aimed at ensuring better and more accessible service delivery to citizens, in particular women and vulnerable groups such as children, people with disabilities and the poor in rural and peri-urban areas. All key stakeholders have actively participated in the design of the programme by bringing their inputs, sharing their strategic plans and participating in consultation meetings and workshops.

The JSC is critical to this programme due to its important role in ensuring the quality of

² International Covenant on Civil and Political Rights, International Covenant on Social, Economic and Cultural Rights, Convention on the Elimination of All forms of Discrimination Against Women, Convention on the Rights of the Child, African Charter on Human and People Rights, African Charter on the Rights and Welfare of the Child among others.

³ Sections 163 (1)(f) and 174(b).

⁴ http://ec.europa.eu/europeaid/policies/european-development-policy/agenda-change_en

⁵ <http://www.consilium.europa.eu/en/press/press-releases/2015/10/26-fac-conclusions-gender-development/>

justice delivery, protecting the Constitution and provision of continuous training to the judiciary. The MoJLPA (including the Legal Aid Directorate) plays an important role in coordinating the sector, revising and implementing policy and ensuring that the underprivileged have access to justice. Within the criminal justice system, the NPA, ZRP and ZPCS are key actors⁶. The NPA has developed a five-year strategic plan, part of which will be supported through this programme, while the ZPCS has expressed a need for support to systematically address critical issues with regard to administration and over-crowding in prisons.

The LSZ's role is critical throughout the justice chain in representing clients, contributing to the development of the quality of jurisprudence and monitoring the delivery of justice.

The customary law courts are the main point of access to justice for people in rural areas. The JSC and Chief's Council have expressed interest in participating in the programme with respect to supporting the improvement of traditional justice in line with human rights standards. The Zimbabwe Human Rights Commission (ZHRC) is mandated to protect the public from abuse of power and maladministration by state and public institutions. Support provided to the ZHRC will cut across all three programme objectives.

Civil Society Organisations (CSOs), including those specialising in women's empowerment and gender equality, are critical stakeholders. They provide the bulk of legal assistance to the poor and play an oversight role on the delivery of justice by the state.

The ultimate beneficiaries of the action are the citizens of Zimbabwe and foreigners residing in the country, in particular women and vulnerable populations, who will benefit from better access to an improved justice system.

1.1.3. Priority areas for support/problem analysis

A Justice Sector Assessment Mission was conducted in the country from June to August 2015. It identified critical needs across the justice sector with regard to enhancing professionalism and efficiency on the supply side, while also supporting increased access, in particular for vulnerable groups.

On the supply side of justice, a priority area for support is to enhance the expeditious and quality delivery of justice before, during and after trial. The programme will provide institutional and organisational support targeting the MoJLPA, Judiciary, Prosecution and Police to strengthen their structures and systems for improved delivery of adjudicative, prosecutorial, investigative and administrative functions. This will be accompanied by capacity building for the various justice actors (both judicial and law enforcement) i.e. judges, magistrates, court clerks, prosecutors, police, prison guards, lawyers and traditional leaders in order to enhance to enhance professionalism, competence and integrity through the establishment of sustainable models of continuous professional education and accountability.

On the demand side, the mission highlighted the problems of access to justice due to restraining costs, lack of legal advice and representation, lack of knowledge and inefficiencies in the justice delivery system. Legal aid provided by CSOs is critically important for enabling access to justice for the vulnerable but is largely limited in geographical reach and not sufficiently well coordinated with the Legal Aid Department (LAD) at the MoJLPA. People residing in rural areas rely on customary law courts that are low cost and easily accessible, but which lack capacity in complying with human rights standards, including non-discrimination. The action will therefore support increased access to justice for vulnerable members of society through support to strengthen the LAD, the CSOs, including those providing paralegal services and capacity building for the traditional justice system. Women and girls survivors of

⁶ The Ministry of Women Affairs Gender and Community Development and the Gender Commissions are some of the key institutions established to promote gender equality and women empowerment, state justice institutions will collaborate with them in ensuring access to justice for women.

gender-based violence (GBV) have been assisted through victim friendly courts, special units within the police and provision of services by CSOs. These will need reinforcing and improved coordination by donors and the state and non-state actors service providers.

Complementary support to the ZHRC will enable it to monitor, assess and ensure the observance of human rights and fundamental freedoms in the provision of justice. The ZHRC is facing funding constraints, inadequate capacity building of its staff and lack of resources to fully carry out its mandate.

1.2 Other areas of assessment

Not applicable.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
Deterioration of political environment prevents or suspends the support to democratic institutions.	M	Close monitoring and enhanced policy and political dialogue among authorities, the EU, development partners, civil society and other relevant stakeholders.
Political pressure and interference from various organs of the state is exerted on the implementing partners that may create a hostile environment and compromise the programme's independence and quality.	M	Close monitoring and enhanced policy and political dialogue among authorities, the EU, and other relevant stakeholders. Facilitation of exchange visits and sharing and networking with regional and international bodies in order to learn best practices as well as put the Zimbabwean institutions on the regional stage for peer review.
Susceptibility to corrupt practices by citizens and justice actors.	M	Maximising transparency: i) by the collection and publication of data; ii) through the oversight provided by the JSC and CSOs; iii) through efficiency measures that remove opportunities for corruption.
Lack of policy dialogue and coordination between relevant institutional bodies.	M	Close monitoring, promotion of forum for dialogue among justice institutions and civil society, promotion of government led coordination mechanisms.
Assumptions		
<p>Government of Zimbabwe remains committed to the implementation of reforms in the framework of the Constitution as much as inter-institutions policy dialogue and coordination. Political dynamics allow the institutions supported to effectively operate with significant independence and autonomy, and actually impact on the wider environment.</p> <p>The reengagement process between the EU and the Government of Zimbabwe will progress positively resulting in regular political dialogue which allows for open discussions on issues which affect the democratic process.</p> <p>State justice institutions are committed to the implementation of their institutional capacity building plans.</p> <p>Willingness by targeted institutions to increase enforcement of ethical behaviour and integrity oversight.</p>		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

- Projects supported by the EU in the justice sector in the past have had some success in enhancing access to justice by the poor through CSOs and supporting justice institutions to implement reforms in line with the Constitution, for instance augmenting the capacities of the judiciary to assert its independence and improve its capacity to deliver justice fairly and impartially.
- Capacity challenges have the potential to adversely impact on the implementation of the programme and achievement of expected outcomes. Therefore sustainable capacity building will be a priority for the programme.
- CSOs have an important role as both gap fillers (where government has no capacity) and bridge makers (between communities and justice institutions), as well as participating in and facilitating policy dialogue amongst stakeholders.
- A key lesson learnt from the Denmark-JSC partnership is the need for stronger financial and political commitment from the government in order to secure sustainability of the actions. The JSC has been fully committed to implementing judicial reforms and is prepared to take over some aspects of the project using its own resources, as the Danish bilateral cooperation is phasing out.
- Constant involvement and consultation with government and relevant stakeholders is important for building trust and also ensuring local ownership of the process. The lesson learnt from the United Nations Development Programme (UNDP) Access to Justice programme is that a sector-wide approach requires development partners to better coordinate and harmonise their programmes.

3.2 Complementarity, synergy and donor coordination

The programme directly supports a co-ordinated approach to the justice sector based on local level and national level capacity building and policy dialogue. This programme will build on past and ongoing EU supported programmes, such as the Support to Judicial Reforms project implemented by the International Commission of Jurists (ICJ), and to the ZHRC and on institutional initiatives such as the pre-trial diversion programme, help desks at courts and Victim Friendly Units of the ZRP.

The programme will complement the Danish support to the justice sector, which is coming to an end as Denmark closes its embassy and development programme in Zimbabwe. The proposed programme therefore takes on an additional significance in taking on the lead role in support to the sector, building on what has been achieved.

A Civil Society funding mechanism called Transparency, Responsiveness, Accountability and Citizen Engagement (TRACE) has been set up by the Department for International Development (DFID), Denmark and Australia, focused on the role of the CSOs in good governance, including access to justice.

There will also be synergies with justice projects supported by UN Agencies, for instance the Pre-trial Diversion Programme for juveniles being supported by UNICEF and UNDP's programme, "Enhancing Justice Delivery and Human Rights for All".

3.3 Cross-cutting issues

Women and girls often come into contact with the formal justice system as victims of violence rather than perpetrators. The programme supports assistance to these women and girls in police, prison and at court providing basic legal advice and support services. The programme also provides support for empowering women and access to information and in reinforcing gender sensitisation in the justice sector and for the justice actors.

The Justice Programme mainstreams a rights-based approach both in terms of international standards and the Constitution of Zimbabwe with particular focus on the bill of rights.

The programme is not expected to impact on the environment.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 16 on peace, justice and strong institutions but also promotes progress towards Goal 5 on gender equality. This does not imply a commitment by the country benefiting from this programme.

The overall objective is to support the rule of law through justice sector reforms and increased access to justice for all.

Specific Objective 1: To increase the independence, competence, integrity and professionalism of the judiciary.

Result 1.1 Enhanced functioning of the formal courts through improved management competencies and technical capacities of the JSC in line with the institutional strategic plan.

Result 1.2 Efficient, effective, gender sensitive and human rights oriented justice delivery in traditional courts.

Specific Objective 2: To enhance efficiency, transparency, integrity and accountability in the justice delivery systems.

Result 2.1 Capacities of the MoJLPA's Policy and Legal Research Department are reinforced in policy, research and coordination of the justice sector.

Result 2.2 Strengthened institutional capacities particularly internal systems and human resource management for key justice institutions being the NPA, ZPCS and ZRP in line with the institutional strategic plans.

Result 2.3 Improved public perceptions on corruption by justice institutions through enhanced accountability mechanisms and a robust anti-corruption campaign by the JSC, LSZ, ZRP, ZPCS and NPA.

Specific Objective 3: To enhance the capacity of all people, especially women and vulnerable groups⁷, to exercise their rights and access to justice.

Result 3.1 Capacities of the Legal Aid Directorate are reinforced and effective coordination and synergies with other legal aid providers is in place.

Result 3.2 Enhanced promotion, protection and enforcement of gender equality, human rights and administrative justice in Zimbabwe through improved capacities of the Zimbabwe Human Rights Commission.

Result 3.3 Strengthened networks and capacities of paralegals and lawyers to provide legal services, education and awareness to vulnerable groups in particular survivors of GBV and people in places of detention.

4.2 Main activities

Under Result 1.1 indicative main activities are:

- Support and expand information kiosks and help desks at selected courts.
- Implementation of the JSC's capacity building plan and evaluation and monitoring of its impact.

⁷ Vulnerable groups include accused persons in remand and in police holding cells, people living with disabilities, people living with HIV/AIDS, those residing in peri-urban and rural areas amongst others.

- Implementation of the Protocol on the Multi-Sectoral Management of Sexual Abuse and Violence in Zimbabwe.
- Strengthen the implementation of non-custodial measures embracing community services.

Under Result 1.2 indicative main activities are:

- Conduct a capacity needs assessment of Headmen, Chiefs and their court assessors.
- Support the implementation and expansion of the training module (developed by the Legal Resources Foundation (LRF) and JSC through EU support) for the traditional leaders to also cover court assessors, training areas to include correct application of the law, human rights, record keeping and gender equality.

Under Result 2.1 indicative main activities are:

- Provide expertise to the policy and research department of the MoJLPA on implementation of departmental plans and of the Departmental Integrated Performance.
- Support effective coordination, communication and cooperation in the justice sector.
- Support to the pre-trial diversion programme in partnership with MoJLPA and other justice institutions.

Under Result 2.2 indicative main activities are:

- Commissioning baseline surveys (where baseline data does not exist), to establish a starting point on key issues such as the knowledge of staff, public corruption perception, the equipment and systems needs. Follow up surveys, including final evaluation, will gauge the impact the project has had in supporting capacity building of the NPA, ZPCS, and ZRP against initial baselines.
- Support to the NPA, ZPCS, and ZRP for the development and execution of a capacity building plan and the evaluation of its subsequent impact.
- Design and installation of automated case management systems for selected departments and stations of the NPA and ZPCS and training for the utilization of systems including on data analysis.
- Support research and steps towards introduction of probation services.

Under Result 2.3 indicative main activities are:

- Support to the complaints and handling procedure system in place within the NPA, ZPCS, ZRP, and LSZ.
- Support the implementation of the sector-wide anti-corruption campaign.

Under Result 3.1 indicative main activities are:

- Design and install a case management system for the LAD and train staff on use of the system including sex and age disaggregated data analysis to provide evidence for reform.
- Support the development and implementation of a capacity building plan for LAD lawyers and support staff and evaluation and monitoring of its impact.
- Procurement of equipment and relevant tools of trade for the LAD offices

Under Result 3.2 indicative main activities are:

- Support ZHRC's continued organisational development process, internal process optimization, and effective implementation of roles and responsibilities.
- Support to ZHRC interventions that contribute to advancement, protection and enforcement of human rights, and administrative justice in Zimbabwe.

Under Result 3.3 indicative main activities are:

- Expand the number and geographical reach of paralegals to provide basic legal advice and education to people in rural and peri-urban areas, with particular attention to GBV.
- Support the development of a strategy and action plan and its implementation to reduce prison overcrowding in partnership with CSOs, prisons and other State Justice Institutions (SJIs).
- Scale-up legal aid access and other supporting services in rural areas for survivors of sexual violence through legal aid clinics, counselling and one-stop service provision centres.
- Support the strengthening of the pro Deo system.

4.3 Intervention logic

Access to justice has been shown to be constrained by a broad series of factors on both the supply and demand side affecting pre-trial, trial and post-trial stages of the justice delivery system, involving a significant number of institutional actors. The programme will therefore be based on a sector-wide and rights based approach, addressing three identified objectives: enhanced professionalism and integrity of the judiciary; enhanced performance, including integrity and transparency, of the justice delivery systems; and enhanced capacity of all people, especially vulnerable groups, to access the justice system. Critically, the approach taken will support institutional capacity development in support of the strategic plans of the institutional bodies concerned, in order to strengthen sustainability based on ownership.

The provision of support for the capacity development of the formal justice institutions will result in enhanced people-centred justice delivery. Mainstreaming gender, human rights, sector coordination and the fight against corruption is expected to improve the sector's responsiveness to the needs of the population and enhance public perception on their effectiveness and efficiency.

On the demand side, CSOs, LSZ and the LAD will be supported to enhance the delivery of legal services (advice, representation and education) in a complementary and collaborative manner. At the same time, a specific focus on key issues involving denial of or barriers to justice, such as the holding of accused persons in police holding cells and remand prison, as well as provision of support to GBV victims, will ensure that the assistance goes to the population most severely affected by the lack of access to justice. Support for enhanced performance of traditional courts will complement this through seeking to ensure that the customary justice system, which remains for many the only easily accessible source of redress, performs better in providing fair and equitable justice.

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

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen that a financing agreement will be concluded with the Republic of Zimbabwe, referred to in Article 17 of Annex IV to the Partnership Agreement between the members of the African, Caribbean and Pacific Group of States of the one part, and the European Community and its Member States of the other part (ACP-EU Partnership Agreement).

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities will be carried out and the corresponding contracts and agreements implemented 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.

5.4 Implementation modalities

5.4.1. Grants: call for proposals "Support to the Rule of Law and Access to Justice for All" (direct management)

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

The implementation modality linked to Results 1.1, 1.2, 2.3 and 3.3 will be direct management through a Call for Proposals. The overall objective of the Call will be "to support the rule of law through justice sector reforms and increased equal access to justice for all". The Call will be organised in 3 lots:

LOT 1: To increase the independence, competence, integrity and professionalism of the judiciary (Specific Objective 1).

Result 1.1 Enhanced functioning of the formal courts through improved management competencies and technical capacities of the JSC in line with the institutional strategic plan.

Result 1.2 Efficient, effective, gender sensitive and human rights oriented justice delivery in traditional courts.

LOT 2: To enhance the capacity of all people, especially woman and vulnerable groups, to exercise their rights and access to justice (Specific Objective 3).

Result 3.3 Strengthened networks and capacities of paralegals and lawyers to provide legal services, education and awareness to vulnerable groups in particular survivors of GBV and people in places of detention.

LOT 3: To enhance efficiency, transparency, integrity and accountability in the justice delivery systems (Specific Objective 2).

Result 2.3 Improved public perceptions on corruption by the justice institutions through enhanced accountability mechanisms and a robust anti-corruption campaign by the JSC, LSZ, ZRP, ZPCS and NPA

(b) Eligibility conditions

The initiatives to be financed shall be initiated and directly implemented by legal entities with demonstrable experience on rule of law and access to justice in Zimbabwe.

As applicant: the eligibility of applicants is restricted to all types of Civil Society Organisations, local authorities, public bodies, public sector operators and their associations, originating from countries eligible for the European Development Fund, as well as International Organisations.

Co-applicant and affiliated entities: the eligibility of co-applicant and affiliated entities is restricted to all entities eligible as applicant.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is between EUR 250 000 and EUR 1 500 000 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 between 24 and 48 months.

(c) Essential selection and award criteria

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

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

(d) Maximum rate of co-financing

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

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 37 of Regulation (EU) 2015/323 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

First trimester 2017.

5.4.2 Indirect Management with GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit)

A part of this action, support to the ZHRC, may be implemented in indirect management with GIZ in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323. This implementation entails the activities identified under Result 3.2 (support ZHRC's continued Organisational Development process, internal process optimization, and effective implementation of roles and responsibilities; support to ZHRC interventions that contribute to advancement, protection and enforcement of human rights, and administrative justice in Zimbabwe). This implementation modality is justified because GIZ has been working closely with the ZHRC and has the technical and administrative expertise to manage the funds and confirmed adequate co-financing for the action. GIZ is in the process of developing a programme with the ZHRC.

The entrusted entity will mainly (core of the activities) carry out budget-implementation tasks for the execution of all the activities mentioned above. Namely: 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 5.4.4.

5.4.3. Indirect management with the Government of Zimbabwe

A part of this action (linked to the implementation of the following: Result 3.1 Capacities of the Legal Aid Directorate and other legal aid providers is reinforced and effective coordination and synergies are in place; Result 2.1 Capacities of the Ministry of Justice, Legal and Parliamentary Affairs are reinforced in policy, research and coordination of the justice sector; Result 2.2 Strengthened institutional capacities particularly internal systems and human resource management for key justice institutions being the NPA, ZPCS and ZRP in line with the institutional strategic plans) may be implemented in indirect management with Zimbabwe in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323 according to the following modalities.

The Government of Zimbabwe will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement procedures except in cases where programme estimates are applied, under which the Commission applies ex ante control for procurement contracts above EUR 100 000 (or lower, based on a risk assessment)

and may apply ex post control for procurement contracts up to that threshold. The Commission will control ex ante the grant procedures for all grant contracts.

Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the partner country for direct labour and contracts below EUR 300 000 for procurement and up to EUR 100 000 for grants.

The financial contribution does not cover the ordinary operating costs incurred under the programme estimates.

In accordance with Article 190(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 applicable in accordance with Article 36 of Regulation (EU) 2015/323 and Article 19c(1) of Annex IV to the ACP-EU Partnership Agreement, the National Authorising Officer of Zimbabwe shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323, will be laid down in the financing agreement concluded with the Government of Zimbabwe.

5.4.4 Changes from indirect to direct management mode due to exceptional circumstances

In case of exceptional circumstance which will render impossible the implementation of the component under 5.4.2 in indirect management, these component will be managed in direct management as follows:

Procurement (direct management)

Subject in generic terms, if possible	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Main activities under Result 3.2 "Enhanced promotion, protection and enforcement of gender equality, human rights and administrative justice in Zimbabwe through improved capacities of the Zimbabwe Human Rights Commission"	Services	1	Second Trimester 2017

In case of exceptional circumstance which render impossible the implementation in indirect management, the procurements of service and supply to achieve Result 2.1 "Capacities of the MoJLPA's Policy and Legal Research Department are reinforced in policy, research and coordination of the justice sector", Result 2.2 "Strengthened institutional capacities particularly internal systems and human resource management for key justice institutions being the NPA, ZPCS and ZRP in line with the institutional strategic plans", and Result 3.1 "Capacities of the Legal Aid Directorate are reinforced and effective coordination and synergies with other legal aid providers is in place" will be launched and managed by the Commission on behalf of the Government of Zimbabwe. Should this be the case, tenders will be launched indicatively during the 2nd trimester 2017 and the 2nd trimester 2018.

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.

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 realization of this action impossible or exceedingly difficult.

5.6 Indicative budget

	EU contribution (in EUR)	Indicative third party contribution (in EUR)
5.4.1 Grants: call for proposals "Support to the Rule of Law and Access to Justice for All" (direct management)	5 150 000	572 223
5.4.2 Indirect management with GIZ	1 500 000	1 500 000
5.4.3 Indirect management with Government of Zimbabwe		
- Service Contract	3 000 000	
- Programme Estimate	1 500 000	
- Evaluation, 5.10 – Audit	250 000	N.A.
5.11 – Communication and visibility	100 000	N.A.
Contingencies	500 000	N.A.
Totals	12 000 000	2 072 223

5.7 Organisational set-up and responsibilities

Programme Steering Committee (PSC)

A Programme Steering Committee (PSC) shall be established to oversee and direct the overall direction of the project. The PSC shall comprise of main actors involved in the action, MoJLPA, LAD, ZPCS, ZRP, NPA, LSZ, EU, implementing partners and CSOs. Technical experts shall participate in SC meetings whenever relevant. The PSC shall be chaired by the NAO or it shall be on a rotational basis.

The PSC shall monitor the overall implementation of the programme, review programme progress, co-ordinate the different results areas and provide such guidance as is necessary to ensure the achievement of the programme objectives. It will also provide support to the MoJLPA secretariat to facilitate communication, co-operation and co-ordination between the justice institutions, service providers and their agents. The PSC shall approve the programme inception report, as well as annual work plans and financial and narrative reports, and monitor the progress of the programme. The PSC may also be invited to monitor activities. Meetings of the PSC shall take place every quarter or more often as needed. These meetings shall be prepared in advance with clear agendas for discussion and documentation in support. Terms of Reference for the PSC shall be drawn up to specify its role and objectives.

Project Technical Committees (PTC)

A PTC shall be established for each institution with the objective of managing the day-to-day implementation of the project ensuring compliance with grant requirements such project visibility. The PTC shall monitor project implementation compiling progress reports and

identifying challenges and opportunities to be reported at the PSC. The PTC shall consist of at least two seconded senior staff of the institution, the technical experts/implementing partner. The PTC can invite another CSO or institution to participate in their meeting whenever relevant. The PTC shall meet bi-monthly and the EU may attend.

5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be part of the implementing partner's responsibilities. To this end, 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.

Independent consultants recruited directly by the Commission will carry out external monitoring missions (ROM). Progress will be monitored by analysing the key performance indicators, which are laid down in the Logical Framework for the programme the EU Delegation in Zimbabwe will be actively involved in the project's coordination mechanisms and supervision of the project.

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).

In the first year of project implementation, the implementing partners will commission baseline surveys to be carried out by independent experts/think tanks selected through a competitive procedure. The baselines will establish data related, to public perceptions on corruption, courts efficiency and effectiveness and number of GBV cases. Follow-up surveys will be carried out at the end of the project in 2019 to measure the change or impact of the programme. Various data for indicators will also measure progress on a continuous basis following the strengthening of data management systems for selected state justice institutions.

5.9 Evaluation

Having regard to the importance of the action, a mid-term evaluation will be carried out for the purpose problem solving, in particular with respect to case management and technical capacity building in the respective institutions and 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 this is the first programme in justice sector in Zimbabwe with a sector-wide approach for this action or its components via independent consultants contracted by the Commission.

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

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

Indicatively, two contracts for evaluation services shall be concluded under a framework contract in 2019 and 2021.

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, two contracts for audit services shall be concluded under a framework contract in 2017 (expenditure verification of Programme Estimate for the entire duration of the Programme) and 2021.

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.

6 PRE-CONDITIONS

Not applicable.

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)

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 without an amendment to the financing decision. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for listing the activities as well as new columns for intermediary targets (milestones) when it is relevant and for reporting purpose on the achievement of results as measured by indicators. Indicators will be sex disaggregated whenever relevant.

	Intervention logic	Indicators	Baselines (inc reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To support rule of law through justice sector reforms and increased equal access to justice for all.	OO I1: Ibrahim Index of African Governance score OO I2: Status of access to justice by women and vulnerable people	OOI1B: 41.0/100 OOI2B: Limited access to justice and inadequate access to government legal aid services.(<i>UN Country analysis for Zimbabwe 2014</i>)	OOI1 T: 44.0 (2019) OOI2T: Improved capacity (number, geographical reach and quality of legal aid provided) of state and non-state legal aid and enhanced access to justice by women and vulnerable people (2019)	OOI1S: Transparency International reports, Worldwide Governance Indicators OOI2S: Stakeholders reports, Evaluation reports, Government policy papers,	
Specific objective 1 Outcome(s)	SO1: To increase the independence, competence, integrity and professionalism of the judiciary.	SO1 I1: Case backlog in Magistrates courts.* (NIP R2.2 I1) SO1 I2: Public perception on efficiency and effectiveness of the courts	SO1I1B: Backlog as at May 2016 is at 3216 cases. (2015) SO1 I2B: 66% perceived courts as fair, 68% satisfied with court staff ability to provide information (DANIDA Survey2014)	SO1I1T: 3000 cases by 2019 SO1I2T: 76% perceive courts as fair, 78% satisfied with court staff ability to provide information. (2019)	SO1 I1S: JSC reports, Evaluation Reports SO1 I2S: Survey Findings, Evaluation reports,	The Government of Zimbabwe remains committed to the implementation of reforms in the framework of the Constitution, as much as inter-institutions dialogue and coordination. The reengagement process between the EU and the Government of Zimbabwe will progress positively resulting in regular political dialogue.

Specific objective 2 (Outcome)	<p>SO2: To enhance efficiency, transparency, integrity and accountability in the justice delivery systems</p>	<p>SO2 I1: Technical competencies of lawyers, police, prosecutors and prison officers in selected areas such as Trafficking in persons, gender equality, Constitution, cyber-crime, electoral litigation</p> <p>SO2 I2: Percentage of resolutions made during Sector coordination meetings that are implemented.</p> <p>SO2 I3: Number of accused persons in remand prisons (disaggregated by sex and age)* (NIP R2.3 I2)</p> <p>SO2 I4: Public corruption perception (disaggregated by sex) of the State Justice Institutions (SJIs)</p> <p>SO2 I5: Practitioners and court users (disaggregated by sex) perception of the SJIs' efficiency and effectiveness</p>	<p>SO2 I2B: Limited training of justice actors in emerging developments or specialised areas (<i>EU Programme Formulation report 2016</i>)</p> <p>SO2 I2B: Limited implementation of recommendations from SJIs coordination meetings.</p> <p>SO2 I3B: 2854 prisoners on remand</p> <p>SO2 I4B: Baseline Survey to be carried out in the first year of the programme</p> <p>SO2 I5B: Survey to be carried out in the first year of the programme</p>	<p>SO2 I2 T: Increased competencies of lawyers, police, prosecutors and prison officials in emerging developments/specialised areas.(2019)</p> <p>SO2 I2T: At least 40% of resolutions implemented. (2019)</p> <p>SO2 I3T: 2500 prisoners (2019)</p> <p>SO2 I4T: Targets to be set after survey</p> <p>SO2 I5T: Targets to be set after survey</p>	<p>SO2 I2S: Court records /Decisions, Reports from Civil Society, NPA, LSZ,ZRP,ZPCS reports, media reports, Evaluation reports,</p> <p>SO2 I2S: SJIs and CSO reports, Media Reports, Evaluation/Monitoring Reports</p> <p>SO2 I3S: Prisons statistical reports, media and stakeholder reports</p> <p>SO2 I4S: Corruption Perception Survey Findings, media and stakeholder reports</p> <p>SO2 I5S: Survey Findings, SJIs peer review reports, CSO reports</p>	
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Specific objective 3 (Outcome)	<p>SO3: To enhance the capacity of all people, especially woman and vulnerable groups, to exercise their rights and access to justice.</p>	<p>SO3 I1: Number of individuals directly benefiting from Justice, Rule of Law and Security Sector Reform programmes funded by EU ** (EU RF L2 # 3) GAP</p> <p>SO3 I2: Number of people directly benefiting from legal aid programmes supported by the EU (sex disaggregated)** (EU RF L2 # 4) * (NIP R2.2 I2) GAP</p> <p>SO3 I3: % of referred cases of gender and sexual based violence against women and children that are investigated and sentenced.</p> <p>SO3 I4: ZHRC's compliance with Paris Principles</p>	<p>SO3 I1B: 18 230 Female 11 300, Male 6930 in 2015</p> <p>SO3 I2B: 8486, Male 2867 F 5619..... (2015)</p> <p>SO3 I3B: Baseline to be established in Year 1</p> <p>SO3I4B: ZHRC acquired the A status in May 2016.</p>	<p>SO3 I1T: 27 000 , Female 17000, Male 10000 (2019)</p> <p>SO3 I2T:To increase to 12486, Male 4867, Female 7619 (2019)</p> <p>SO3 I3T: Target to be set after baseline (2019)</p> <p>SO3 I4T: To maintain the A status</p>	<p>SO3 I1S: Survey findings, CSO reports</p> <p>SO3 I2S: Court records, Reports from Civil Society and Legal Aid Directorate</p> <p>SO3 I3S: CSO and SJI s reports</p> <p>SO3 I4S: ZHRC Reports, UNDP reports</p>	
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Outputs	<p>Output 1.1 Enhanced functioning of the formal courts through improved management competencies and technical capacities of the JSC in line with the institutional strategic plan.</p> <p>Output 1.2 Efficient, effective, gender sensitive and human rights oriented justice delivery in traditional courts.</p> <p>Output 2.1 Capacities of the MoJLPA are reinforced in policy, research and coordination of the justice sector.</p>	<p>R1.1 II: Percentage of judgements deemed to be of good quality</p> <p>R1.2 II: Number of gender sensitive and human rights oriented judgements delivered by Chiefs.</p> <p>R2.1 II: Number of coordination meetings held.</p>	<p>R1.1 IIB: 50% in 2015</p> <p>R1.2 IIB: To be established during inception</p> <p>R2.1 IIB: Four meetings held in 2015</p>	<p>R1 IIT: 65% by 2019</p> <p>R1.2 IIT: To be established during inception</p> <p>R2.1 IIT: To increase to 6 meetings per year (2019)</p>	<p>R1 IIS : SJI s Reports . Evaluation Findings</p> <p>R1.2 IIS: Court Monitoring Reports, Project Reports</p> <p>R2.1. II S: MoJLPA reports, CSO Reports</p>	<p>Stakeholders involved in the action demonstrate commitment and willingness to fully implement the programme and also apply the skills and knowledge gained.</p> <p>Willingness by state justice institutions, civil society and traditional leaders to fully implement recommendations</p>
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Outputs	<p>Output 2.2: Strengthened institutional capacities particularly internal systems and human resource management for key justice institutions being the NPA, ZPCS and ZRP in line with the institutional strategic plans.</p> <p>Output 2.3 Improved public corruption perception of justice institutions through enhanced internal accountability mechanisms and a robust anti-corruption campaign by the JSC, LSZ, ZRP, ZPCS and NPA.</p> <p>Output 3.1 Capacities of the Legal Aid Directorate is reinforced and effective coordination and synergies with other legal aid providers is in place</p>	<p>R2.2 I1: Status of Case establishment and case set down process</p> <p>R2.2 I2: Status of sex –age disaggregated data analysis and sharing amongst SJI</p> <p>R2.3 I2: Number of corruption cases prosecuted</p> <p>R3.1 I2: State of Case management by LAD.</p>	<p>R2.2 I1B: Case set-down and case establishment process is fraught with delays and lack of coordination inefficiencies</p> <p>R2.2 I2B:Limited sharing of data due to outdated data collection and analysis methods</p> <p>R2.3 I2B: To be established after set up of specialised courts in 2016</p> <p>R3.1 I2B: No automated Case Management System in place</p>	<p>R2.2 I1T Case set down and case establishment processes enhanced (2019)</p> <p>R2.2 I2T: Increased sharing of data following installation of case management systems (2019)</p> <p>R2.3 I2T: Target to be set after baseline</p> <p>R3.1 I2T: Automated case management system installed and utilised.</p>	<p>R2.2 I1S: SJIs reports, CSO Reports. Evaluation report</p> <p>R2.2 I2S: SJIs reports, CSO reports.</p> <p>R2.3 I2S: SJIs data bases</p> <p>R3.1 I2S: Evaluation Report, LAD reports</p>	
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Outputs	<p>Output 3.2 Enhanced promotion, protection and enforcement of human rights and administrative justice in Zimbabwe through improved capacities of the Zimbabwe Human Rights Commission.</p>	<p>R3.2 I2: Status of Human rights reporting by the ZHRC</p>	<p>R3.2 I2B: One report published in 2015</p>	<p>R3.2 I2T: Two reports on human rights accessible to the population and recognised by specialised human rights institutions (2019)</p>	<p>R3.2 I2S: ZHRC Reports, Evaluation and CSO reports</p>	
	<p>Output 3.3 Strengthened networks and capacities of paralegals and lawyers to provide legal services, education and awareness to vulnerable groups in particular survivors of gender based violence and people in places of detention.</p>	<p>R3.3 I2: Number of accused in places of detention receiving free legal assistance.</p>	<p>R3.3 I2B: Baseline to be established at inception</p>	<p>R3.3 I2T: To be set after baseline</p>	<p>R3.3 I2S: ZPCS Reports, CSO reports</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 2) in favour of Zimbabwe to be financed from the 11th European Development Fund

Action Document for Zimbabwe Natural Resource Management

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 the Regulation (EU) 2015/323 in the following sections concerning calls for proposals: 5.4.1.1 Grants: call for proposals "Community based initiatives in South East Lowveld" (direct management) and 5.4.1.2 Grants call for proposals "Applied research in natural resources management" (direct management).

1. Title/basic act/ CRIS number	Zimbabwe Natural Resource Management CRIS number: ZW/FED/038-599 Financed under the 11 th European Development Fund	
2. Zone benefiting from the action/location	Zimbabwe The action shall be carried out at the following location: - Lowveld (South-East of Zimbabwe) for community based intervention - The whole country for institutional building, capacity support and applied research	
3. Programming document	11 th EDF National Indicative Programme (NIP) for Zimbabwe (2014-2020)	
4. Sector of concentration/ thematic area	Natural Resources Management	DEV. Aid: YES
5. Amounts concerned	Total estimated cost: EUR 12 833 332 Total amount of EDF contribution EUR 12 000 000 This action is co-financed by potential grant beneficiaries for an indicative amount of EUR 833 332	
6. Aid modality and implementation modality(ies)	Project Modality - Direct management: grants – call for proposal - Indirect management with the Government of Zimbabwe	
7.a. DAC code(s)	Main DAC code: 41000 – Environment - Sub-code 1: 41010 – Environment Policy and Administrative Management (20%) - Sub-code 2: 41030 – Biodiversity (50%) - Sub-code 3: 43040 – Rural Development (20%) - Sub-Code 3: 41082: Environmental Research (10%)	
7.b) Main delivery Channel	20000 Non-Governmental Organisations (NGOs) and Civil Society	

8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	x	<input type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input type="checkbox"/>	x
	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"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	<input type="checkbox"/>	<input type="checkbox"/>	x
	Combat desertification	<input type="checkbox"/>	x	<input type="checkbox"/>
	Climate change mitigation	<input type="checkbox"/>	x	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	<input type="checkbox"/>	x
	9. Global Public Goods and Challenges (GPGC) thematic flagships	Environment and Climate Change		
10. United Nations 2030 Agenda and the Sustainable Development Goals (SDG)s	<p>Main SDG Goal: SDG target 15 "Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss"</p> <p>Secondary SDG Goals: Goal 13 ("Take urgent action to combat climate change and its impacts") and Goal 2 ("End hunger, achieve food security and improved nutrition and promote sustainable agriculture")</p>			

SUMMARY

The Natural Resources Management programme is one of the programmes of the agriculture component of the 11th European Development Fund (EDF) National Indicative Programme. The rationale is that the sustainable use natural resources such as wildlife, indigenous plants, forest and non-timber forest products can improve significantly the livelihood of small scale farmers.

Based on a comprehensive stakeholder consultation, lessons learnt from past and current interventions and number of desk reviews the EU, the Government of Zimbabwe and EU Members States agreed on three priority areas for the programme:

- **Specific Objective 1:** To strengthen governance framework and policy dialogue on natural resources management, through review and realignment of legal and policy framework, capacity building of the Government and stakeholders as well as support to coordination of the sector.
- **Specific Objective 2:** To improve capacity of communities to develop sustainable natural resources management practices including better environmental governance and soil protection, through organizational, legal and financial support to selected communities (living in South East Lowveld area) for their natural resources management initiatives.
- **Specific Objective 3:** To enhance applied research and targeted participatory studies on natural resources management through support of pilots and studies, dissemination of information and partnership between Zimbabwean, African and European Universities.

In order to reach these objectives the programme will support a mix of technical assistance and grants that will be managed and monitored by a steering committee constituted by key stakeholders in the sector.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

In July 2012 the European Council suspended the application of appropriate measures under Article 96 of the Cotonou Agreement¹, which permitted the Government of Zimbabwe and the European Union (EU) to launch the 11th EDF programming exercise in August 2012. A Country Strategy Paper (CSP) 2014-2020 was agreed by the EU and the National Authorising Officer (NAO), after which and following the expiration of the appropriate measures in 2014, the EU's response strategy, the National Indicative Programme (NIP) was drafted and subsequently signed on 16 February 2015. This marked the resumption of development cooperation between Zimbabwe and the EU.

The adoption of multiple currencies in 2009 curbed the record hyper-inflation and was followed by a strong rebound and healthy levels of growth. However, growth in Zimbabwe has slowed down since 2013 and remains well below potential, while the country addresses the immediate need for clearing its debt arrears to the International Financial Institutions (IFIs) and other creditors. 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. Zimbabwe's Human Development Index (HDI) value for 2014 is 0.509 which put the country in the low human development category, positioning it at 155 out of 188 countries and territories. The estimated Gross Domestic Product (GDP) per capita in 2014 was USD 931.2.

Zimbabwe is well endowed with natural resources and conservation areas. Almost 50% of the land is covered with forest, woodland and protected areas. A more robust and gender sensitive governance framework aligned with international commitments, concrete community based initiatives based on lessons learnt and potential synergies, demand driven research for innovative approach and efficient monitoring are key aspects that Government of Zimbabwe and the EU are envisaging within the programme.

1.1.1 Public Policy Assessment and EU Policy Framework

The 2013 Constitution includes several provisions that are directly related to the management of natural resources (in particular Section 73), the devolution of governmental powers and responsibilities to local levels, and the promotion of gender equality. In addition, four primary acts deal with the environment and natural resources, namely, the Environmental Management Act, the Parks and Wild Life Act, the Forest Act and the Water Act. The key administrative and governance acts, namely, the Provincial Councils Act, the Rural District Councils Act and the Traditional Leaders Act influence the outcomes of legislation and policies at national and local level. A comprehensive review of legislation done recently highlighted a strong legal framework but that needs to be revised to align it to the new Constitution.

The Zimbabwe Agenda for Sustainable Socio-Economic Transformation (2014-2018) (ZIMASSET), Zimbabwe's economic blueprint, identifies environmental management, protection and conservation as key result areas with improved natural resources management as one of the main outcomes; furthermore, it seeks to increase quality of local authority

¹ http://ec.europa.eu/europeaid/where/acp/overview/cotonou-agreement/index_en.htm_en

services through effective community engagement and connects development with improved gender equality and equity.

In April 2016 the Government launched the formal process of the Interim Poverty Reduction Paper (2016-2018) and among the 5 key pillars there will be "Environment and Climate Change". Guidance for this component will be integrated into the implementation of the action. The National Environmental Policy (2009) focuses on creating economic opportunities, amongst others, through conserving biodiversity and maintaining the natural resource base and basic environmental processes, promoting equitable access and public participation as well as establishing and supporting an adaptive and effective institutional framework.

The revised Forestry Policy (to be completed by October 2016) is expected to emphasise community involvement in forestry. The Policy for Wildlife (1992), which needs be updated, aims at maintaining a network of protected areas for the conservation of the nation's wildlife resources and biological diversity, to create economic activities to enhance rural development and encourages the conservation and sustainable use of wild animals and their habitats outside the protected areas. The Zimbabwe Climate Policy (2016) aims to mainstream climate change adaptation and mitigation in economic and social development at sector and national levels. It promotes sustainable land-use systems that enhance agricultural production, ensure food security and maintain ecosystem integrity. The National Gender Policy (2013) includes among the eight priority areas "gender, environment and climate change". The main strategic objective is to increase gender responsiveness of the environment and natural resources management strategies and in climate change adaptation and mitigation initiatives.

On a regional level, the Southern African Development Community (SADC) Regional Indicative Strategic Development Plan (2005-2020) and the SADC Protocol on Wildlife Conservation and Law Enforcement (1999), including the treaties on Trans-frontier Protected Areas (TFPAs) and Conservation Areas (TFCAs), and SADC Protocol on Forestry (2002), are strongly linked to all natural resource management programmes. They provide the overarching policy framework for forestry and wildlife collaboration amongst Member States and lay out a number of guiding principles on the protection, management and utilisation of all types of natural resources. The SADC Revised protocol on shared Water Courses (2000) and the Protocol on the Development of Tourism in SADC (1998) are additional regional policies that also provide key guidance in terms of natural resources management and devolution of responsibilities.

At international level, Zimbabwe is a signatory to the UN Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES); UN Convention on Biological Diversity of 1992; the UN Framework Convention on Climate Change of 1992, the UN Convention on Combating Desertification, and the UNESCO Convention concerning the Protection of the World Cultural and Natural Heritage of 1972.

The National Indicative Programme for the 11th EDF includes sustainable natural resources management in the promotion of agriculture based economic growth and governance priorities. The EU Agenda for Change recognizes inclusive and sustainable growth as crucial to long-term poverty reduction. It notes that development is not sustainable if it damages the environment, biodiversity and natural resources and increases vulnerability to natural disasters. It promotes sustainable practices, including safeguarding of ecosystem services, giving priority to locally-developed practices and focusing on smallholder agriculture. The Biodiversity Strategy to 2020 reflects the EU's commitment to the protection and sustainable management of biodiversity through strengthened governance, restoring ecosystems and sustainable agriculture, forestry and fisheries as well as averting global biodiversity loss. The recent EU Strategic Approach to Wildlife Conservation in Africa and the EU Action Plan against Wildlife Trafficking (2016) identifies Key Landscapes for Conservation and promotes

active participation of the communities in the management of communal wildlife areas.

The EU Natural Resources Management Programme promotes a rights-based and gender-sensitive approach.

1.1.2 Stakeholder analysis

The main stakeholders include Parliament of Zimbabwe, Central Government, traditional leaders, local administrative and technical agencies, private sector, NGOs, international organizations, academic organisations, and communities. Most of the stakeholders were consulted during the identification and formulation phase of the Natural Resources Management Programme.

The Parliament of Zimbabwe, and in particular the portfolio committee on Environment and Climate Change, deals with related bills, statutory instruments, policies and budget.

The Ministry of Environment, Water and Climate has a lead role in the management of natural resources through its departments and parastatals (Zimbabwe Parks and Wildlife Management Authority, the Forestry Commission, Environment Management Agency, Zimbabwe Water Authority). Other key ministries involved in natural resources management include the newly created Ministry of Rural Development, Preservation and Promotion of National Culture and Heritage (role in governing relationships between traditional leaders, provincial and districts councils and communities), Ministry of Land and Rural Resettlement (oversees land management and administration as well as land reform in agricultural areas), Ministry of Agriculture (integrated management in key natural resources areas, agro-forestry), Ministry of Tourism and Hospitality Industry (development of wildlife related tourism), Ministry of Higher and Tertiary Education (research), and Ministry of Finances and Economic Development (as National Authorising Officer). The Office of the President and Cabinet (OPC) has a specific unit on environment and a Department for Policy Implementation and International Coordination. These ministries have been involved in the process of consultation and are likely to participate actively in the programme.

Traditional leaders are represented by the Chief Council. According to the Constitution, the function of traditional leaders within their area of jurisdiction is among others to facilitate development, administer communal land and protect environment. According to the customary law any community based activities need prior agreement from the chiefs.

Local administrative and technical agencies, provincial, district and village administrations include development committees that handle environmental issues. There are also local representations of parastatals such as the Parks and Wildlife Authority and the Environment Management Agency based in provincial and district administration. In most of the district's administrative areas, CAMPFIRE (Community Areas Management Program for Indigenous Resources) offices are operating. The Police plays also an important role as law enforcement agency, in particular for anti-poaching operations.

Two groups of private stakeholders are involved in natural resources and could have a role in the action: 1) Companies that exploit the resources such as safari operators, timber and non-timber forest product industry or fishery companies. Most of them are interested in working with the communities targeted by the action; 2) Large companies regrouped into the Business Council for Sustainable Development with social corporate responsibility activities focused on green business/environment, interested to contribute to community initiatives. There is a large number of community based organizations (CBOs), local and international NGOs and international organizations that support sustainable natural resources management. They are regularly consulted through coordination meetings and workshops. Research and academic institutions including national universities, research institutes, regional research organizations and foreign research centres based in Zimbabwe are actively supporting the development process through scientific and technical advice, analysis and capacity building.

Final beneficiaries of the programme are communities living in the South East Lowveld area. The area is in southern part of Zimbabwe, covers approximately 50,000 km² and falls below 600m contour. It includes 3 provinces (Manicaland, Masvingo and Matebeleland South) and 5 districts, namely Beitbridge, Bikita, Chipinge, Chiredzi and Mwenezi. The EU has significant experience in the area through a number of projects and studies, it is a strategic protection zone, partly within the Great Limpopo Transfrontier Conservation Area, highlighted by the Government and the EU (EU strategic document "Larger than Elephant"), and it complements large community based initiatives promoted by the Government in the 2 other key protection areas (Upper and Lower Zambezi). There are currently 900,000 people (470,000 female and 430,000 male, Census 2012) living in the area, mainly in subsistence farming practicing dryland cropping, extensive cattle and small stock rearing, or employed in large irrigation schemes for sugar production. The local population has been involved in the formulation phase of this programme.

The target groups to be involved in the activities include mainly Government ministries (Ministry of Environment and other ministries), parastatals, provincial and local administrations, implementing agencies (local and international NGOs, international organizations, consulting companies), private sector and academics.

1.1.3 Priority areas for support/problem analysis

(1) Legal, Policy and institutional frameworks for natural resource management:

Legislation on the environment such as the Forestry Act, Parks and Wildlife Management Act, Water Act, Communal Land Forest Produce Act and related statutory instruments need to be harmonised and aligned to the new Constitution in order to be more coherent and inclusive; a similar process has to be undertaken for all related policies. In terms of institutions there is need to clarify and readjust their mandates and organization, and reinforce their capacity towards more efficient management. This concerns not only national institutions but also provincial and local structures.

(2) Livelihood enhancement through community based natural resources management:

Individuals, particularly women and other marginalised groups, have currently weak user rights over natural resources. Well informed and structured, they would be allowed to access and manage some of the resources and subsequently generate income, improve their livelihood and increase their resilience. There is a need to inform and train both female and male community members on sustainable management of natural resources in a changing climate; to explore with them the potential economic activities; to provide initial means for the development of the activities; and to connect them with private sector and public authorities through a Public Private Community partnership (PPCP). Currently community members do not realize the potential or do not have the means to develop sustainable natural resources management practice. They tend to deplete the resources (deforestation for staple crops, uncontrolled wood collection or illegal hunting) to cope with their immediate food security needs.

(3) Research and info-dissemination on resource status, land use planning options, and innovative solutions for natural resources management.

Applied research, innovative approaches and targeted participatory studies are key elements to inform the stakeholders on the status of natural resources and opportunities to preserve and manage the resources. Unfortunately resources for research or studies are limited and results not always shared. The Government and other stakeholders need flexible means to identify ad hoc studies and gender sensitive applied research that responds to the real need for both community livelihood and conservation. Networking and sharing of information between different universities (including European) are also highly needed in order to optimize the limited resources and synergize experience. Studies on relatively new areas such as the

economics of climate change adaptation measures in predominantly natural resource dependent communities should be prioritized.

1.2 Other areas of assessment

Not applicable under this action.

2 RISKS AND ASSUMPTIONS

Risks	Risk level H/M/L	Mitigating measures
Severe weather events impact natural resources and income for communities	M-H	Diversification of resources management related activities; contingency plans prepared with communities
Resources from the Government to support natural resources management are shrinking	M-H	Temporary increasing support from development partners and private sectors to the sector
Economic situation no longer conducive for private sector to invest in the sector	M-H	More support for community to develop innovative business; advocacy for better private sector development and in particular more guarantees on investment (land lease, conditions for investment).
Increasing poaching from local and international syndicates	M	Intervention from international community to mitigate international wildlife trafficking
Elections may generate tensions which slow down the momentum built in policy, institutional and organisational reforms	M	Careful planning of activities with priority for sensitive or complex actions such as institutional reform largely before elections
Deterioration of the political situation and policy inconsistency decelerates progress on reform	M	EU Support to Governance and Justice sector, Political and Policy Dialogue
Assumptions		
<ul style="list-style-type: none"> • Stable political and macroeconomic environment • Continuing political commitment to sustainable natural resource management 		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

Need for an integrated approach.

In 2012, the EU promoted, through 3 projects, a vertical (simultaneous community, district and national support) and sub-sectorial (fishery, forestry and wildlife) approach. The approach provided a better understanding of the sub-sectors and developed some concrete pilot community based initiatives. The Government, the EU and other stakeholders are interested in consolidating these initiatives through a more integrated approach (also recommended during a results-oriented monitoring (ROM) exercise). The support to the communities should be more holistic, flexible and gender sensitive. Comprehensive land use planning that includes all resources and a subsequent master plan would be the proper tool for an integrated approach. Target communities in the same geographical location should benefit from a variety of natural resources related economic activities that would result, when combined, in tangible income.

Devolution and incentives for natural resources management

The Government alone will not be able to control and manage the available natural resources throughout the country. Devolution of management to communities and other stakeholders (mainly local public administration and private actors) has to be considered through revised legal acts, policies and eventually review of mandates from all parties involved in the sector. The concept of balanced incentive/regulatory actions is strongly recommended to the Government by most stakeholders. Incentives include more ownership and control of the revenue from natural resources management by the communities. It also integrates revenue to the community for maintaining or improving eco-systems, such as REDD+ (Reducing Emissions from Deforestation and Forest Degradation).

Regulation, monitoring and enforcement

More coherent legislation and policy will not be sufficient to ensure sustainable management of natural resources and compliance with international commitments if there are no means and capacity to monitor and control the resources and if there is no political will. The support for the legal, policy and institutional framework should include material and training support for monitoring and enforcement; policy dialogue should accompany the programme.

3.2 Complementarity, synergy and donor coordination

The Ministry of Environment is considering readjusting one of their key programmes Global Environment Facility 6 (GEF6) to better complement the EU Natural Resources Management Programme.

The EU is supporting a comprehensive Communal Areas Management Programme for Indigenous Resources (CAMPFIRE) review that should lead to a new model for community based natural resources management and results are to be released before this programme is fully operational. There are EU-supported institutional and policy reviews envisaged in the area of forestry, fisheries and rural development plus the planned organizational review of the Zimbabwe Parks and Wildlife Management Authority. There are potential synergies with the 11th EDF funded Agriculture Growth Programme that promotes community based trade and small livestock which are relevant activities for the programme's target beneficiaries. Also relevant are the current support to the Government of Zimbabwe on Constitutional alignment, support to the Parliament and the EU programme on local governance, as well as the "Support to Justice" programme that includes support to traditional leaders.

There are synergies with EU Members States' initiatives such as research support provided by France, interventions from the UK in combatting wildlife trafficking and support to park management (Gonaredzhou National Park) from Germany. Regional EU funded programmes are also considered such as the trans-frontier wildlife potential initiative for the SADC region (EUR 20 million), the CITES Mikes initiative and other regional/international programmes such as BIOPAMA (The Biodiversity and Protected Areas Management Programme), GBIF (Global Biodiversity Information facility) or MESA (Monitoring for Environment and Security in Africa).

The action will also be coordinated with the two Global Environment Fund Programmes, the World Bank managed GEF5 programme which covers the Upper Zambezi and the UNDP-managed GEF6 which covers the Lower Zambezi. It is already agreed that an overarching committee (likely the Environment Council) will oversee the 3 programmes in order to ensure coherence and synergies.

3.3 Cross-cutting issues

The promotion of **gender equality** in natural resource management is important considering the critical traditional role of women in natural resource-based and agriculture income-generating activities. It is estimated that 80% of natural resource-based and agriculture small

scale farmers are women (National Gender Policy, 2013). Gender mainstreaming in revised policies, equitable role in the management of community based initiatives and gender sensitive applied research are to be included in the programme.

The action is initiated to promote sustainable natural resource management and biodiversity conservation and will consequently have a positive **environmental** impact. Despite this, individual activities will be screened to ensure that they are optimally designed from an environmental perspective. **Climate change** represents an additional and compounding challenge for sustainable natural resource management, although most of the pre-identified initiatives such as wildlife related activities are more climate resilient than most of the agriculture practices. Natural resources management and the conservation of the ecosystems and their services will promote more climate resilient environments, where vulnerable species (for example elephants and other species affected by droughts) can have more opportunities to adapt. A culture of environmental and climate change mainstreaming will be promoted and actively advocated in the action with emphasis on sustaining ecosystem services. Local planning and budgeting systems should embed ecosystem based adaptation within their planning and budget lines.

The **rights based principles** that influenced the design are (i) non-discrimination, equality and the incorporation of needs of marginalised groups, (ii) active, free and meaningful participation, (iii) empowerment and (iv) accountability.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 15 "Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss" but also promotes progress towards Goal 13 ("Take urgent action to combat climate change and its impacts") and Goal 2 ("End hunger, achieve food security and improved nutrition and promote sustainable agriculture"). This does not imply a commitment by the Government of Zimbabwe benefiting from this programme.

The overall objective is to improve the livelihoods of rural communities through sustainable and climate resilient management of natural resources.

Specific Objective 1: To strengthen governance framework and policy dialogue on natural resources management

- Result 1.1: Relevant legislation and policies are coherent and aligned with the new Constitution and international commitments (Multilateral Environmental Agreements including Rio conventions)
- Result 1.2: Institutional framework is reinforced through clear mandate and accountable internal governance
- Result 1.3: Natural Resources Management initiatives in the country are coordinated and support a coherent national, regional and international strategy

Specific Objective 2: To improve capacity of communities to develop sustainable natural resources management practices, including better environmental governance and soil protection

- Result 2.1: Communities are aware and trained on sustainable natural resources management practices
- Result 2.2: Communities, in partnership with public and private sector, increase and diversify their incomes

- Result 2.3: Local ecosystems and their services are preserved and increase resilience to climate change

Specific Objective 3: To enhance applied research and targeted participatory studies on natural resources management

- Result 3.1: Research on natural resources management is disseminated
- Result 3.2: Status, trends and distribution of natural resources are regularly updated
- Result 3.3: Results of monitoring and specific assessments on policy implementation and performance are shared.

4.2 Main activities

Main indicative activities are:

Specific Objective 1: To strengthen governance framework and policy dialogue on natural resources management

Under **Result 1.1:** Review of legal and policy framework; stakeholder consultations.

Under **Result 1.2:** Review of institutional framework; organizational capacity building; support institutions in fulfilling their mandate and commitment and procurement of necessary equipment.

Under **Result 1.3:** Organization of consultations for natural resources management issues; technical support for working groups and coordination events.

Specific Objective 2: To improve capacity of communities to develop sustainable natural resources management practices, including better environmental governance and soil protection

Under **Result 2.1:** Identification of sustainable and profitable community based natural resources management opportunities; awareness, info-dissemination and vocational training on sustainable natural resources management and climate change adaptation.

Under **Result 2.2:** Organizational and legal support for communities to establish and maintain formal structures; facilitation of contracts between public authorities, private sector and community (PPCPs); business planning and investment in key natural resources management economic activities.

Under **Result 2.3:** Training and procurement of equipment for anti-poaching activities; design of community led initiative on ecosystem based adaptation designed and launched; ecological monitoring activities.

Specific Objective 3: To enhance applied research and targeted participatory studies on natural resources management

Under **Result 3.1:** Implementation of pilots based on existing and past studies and research results; launch of new applied research including resources mapping, economic valuation, ecosystem services (such as REDD+); share research and links between Zimbabwe, African and European Universities.

Under **Result 3.2:** Studies on natural resources status and trends; dissemination of the studies.

Under **Result 3.3:** Monitoring and evaluation studies on implementation of new policies and strategies including economic impact studies.

4.3 Intervention Logic

The support of the governance framework through review of legislation, policies and institutions (objective 1) will provide a more conducive environment for the development of community based initiatives located in South East Lowveld (objective 2) and elsewhere. This

combined with direct support to communities on more efficient and sustainable natural resources management activities will result in an increase of their livelihoods and protection of the environment.

Lessons learnt from natural resources management activities will provide inputs for the review of governance framework. It may highlight some discrepancies in term of models and local governance that have to be readjusted through the activities planned in the objective 1.

The research and study components (objective 3) will connect the local and national dimension of the programme. The selected pilots and demand driven researches have to be relevant for community based initiatives in the South East Lowveld and inform legislation and policies at national level. The national studies on natural resources will include South East Lowveld and therefore provide the necessary information for the implementation of community based projects. Finally the monitoring and evaluation on implementation of new policies may use as pool for investigation the South East Lowveld.

The implementation and review of the three components will provide a complete picture of natural resources management sector in Zimbabwe. It will allow the EU and EU Member States to engage a solid dialogue with the Government of Zimbabwe on areas related to environment and climate change as well as governance, gender, agriculture or land issues.

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 Partnership Agreement between the members of the African, Caribbean and Pacific Group of States of the one part, and the European Community and its Member States of the other part (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) 2015/322.

5.3 Implementation of the budget support component

Not applicable under this action.

5.4 Implementation modalities

5.4.1 Grants: call for proposals (direct management)

5.4.1.1 Grants: Call for proposals "Community based initiatives in South East Lowveld" (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 improve capacity of communities to develop sustainable natural resources management practices and environmental governance and soil protection"(Results 2.1, 2.2, 2.3). The target beneficiaries are communities living in South East Lowveld, Zimbabwe. Fields of intervention of the call will be the awareness, info-dissemination and vocational training on natural resources management opportunities, the organizational and legal support to create community based structures, the facilitation and

assistance for networks and economic partnership between the community and public/private sector, business plan and material support to start up economic activities. The communities will be equipped for profitable and sustainable natural resources management initiatives. In parallel, it is expected that community members will protect their environment and in particular wildlife.

(b) Eligibility conditions

The initiatives to be financed shall be initiated and directly implemented by legal entities with demonstrable experience on community based natural resource management in Zimbabwe.

As applicant: the eligibility of applicants is restricted to all types of Civil Society Organisations, local authorities, public bodies, public and private sector operators and their associations, originating from countries eligible for the European Development Fund, as well as international organisations.

Co-applicant and affiliated entities: the eligibility of co-applicant and affiliated entities is restricted to all entities eligible as applicant.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is between EUR 2 000 000 and EUR 3 000 000 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 36 and 48 months.

(c) Essential selection and award criteria

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

(d) Maximum rate of co-financing

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

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012, applicable in accordance with Article 37 of Regulation (EU) 2015/323, 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

3rd trimester 2017.

5.4.1.2 Grants: Call for proposals "Applied research in natural resources management" (direct management)

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

The call is in line with the specific objective 3 "To enhance applied research and targeted participatory studies on natural resources management" and Result 3.1 " Implementation of pilots based on existing and past studies and research results; launch of new applied research including resources mapping, economic valuation, ecosystem services (such as REDD+); share of research and links between Zimbabwe, African and European Universities.

(b) Eligibility conditions

The initiatives to be financed shall be initiated and directly implemented by legal entities with demonstrable experience on research and environment in Zimbabwe.

As applicant: the eligibility of applicants is restricted to all types of Civil Society Organisations, local authorities, public bodies, public and private sector operators and their associations, originating from countries eligible for the European Development Fund, as well as international organisations.

Co-applicant and affiliated entities: the eligibility of co-applicant and affiliated entities is restricted to all entities eligible as applicant.

Subject to information to be published in the call for proposals, the indicative amount of the EU contribution per grant is between EUR 500 000 and EUR 1 500 000 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 between 36 and 48 months.

(c) Essential selection and award criteria

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

(d) Maximum rate of co-financing

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

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012, applicable in accordance with Article 37 of Regulation (EU) 2015/323, 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

1st trimester 2018.

5.4.2 Indirect management with the Government of Zimbabwe

A part of this action with the objectives of strengthening governance framework and policy dialogue for natural resources management (Objective 1) and enhancing applied research and targeted participatory studies on natural resources management (Objective 3) may be implemented in indirect management with the Government of Zimbabwe in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323 according to the following modalities.

The Government of Zimbabwe will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement and grant procedures.

Payments are executed by the Commission.

In accordance with Article 190(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 applicable in accordance with Article 36 of Regulation (EU) 2015/323 and Article 19c(1) of Annex IV to the ACP-EU Partnership Agreement, the Government of Zimbabwe shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323, will be laid down in the financing agreement concluded with the Government of Zimbabwe.

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

In case of exceptional circumstance which will render impossible the implementation in indirect management, the procurements of service and supply to achieve Objective 1 (to strengthen governance framework and policy dialogue for natural resources management) and Objective 3 (to enhance applied research and targeted participatory studies on natural resources management) will be launched and managed by the Commission on behalf of the Government of Zimbabwe. Should this be the case, tenders will be launched indicatively the 1st trimester 2017 for the service tender and 1st trimester 2018 for the supply tender.

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.

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 realization of this action impossible or exceedingly difficult.

5.6 Indicative budget

Implementing modality	EU contribution (in EUR)	Indicative third party contribution (in EUR)
5.4.1 Grants: call for proposals (direct management)	7 500 000	833 332
5.4.1.1 Grants: call for proposals "Community based initiatives in South East Lowveld" (direct management)	6 000 000	666 666
5.4.1.2 Call for proposals "Applied research in natural resources management" (direct management)	1 500 000	166 666
5.4.2 Indirect management with Government of Zimbabwe	3 100 000	N.A.
- Service Contracts	2 600 000	
- Supply	500 000	
- Evaluation, 5.10 – Audit	250 000	N.A.
5.11 – Communication and visibility	150 000	N.A.
Contingencies	1 000 000	N.A.
Totals	12 000 000	833 332

5.7 Organisational set-up and responsibilities

The programme will be steered by a committee represented by key stakeholders including the Government, private sector, civil society, research institution, and the EU (and eventually EU Members States as observers) and chaired by the Government. The technical assistance foreseen in the programme will play the role of secretariat within the steering committee. The committee will overview the implementation of the programme, provide some strategic

direction and validate any decisions that affects the implementation of the different components of the programme.

A technical committee will handle the day-to-day activities. It will be constituted by the implementing partners which are the representative of the organizations beneficiary of the grants (community based natural resources management initiatives in South East Lowveld; and research projects), the technical assistance involved in capacity building of the Government and technical staff from the Government. The technical committee will report to the steering committee on programme progress. An independent committee in charge of the monitoring of the programme, constituted mainly by members of the steering committee but also local academics and other key stakeholders, will report directly to the steering committee.

5.8 Performance monitoring and reporting

The technical assistance will compile all the information from the different interventions and provide regular consolidated report to the steering committee for their review and guidance. The consolidated report will use the overall logframe matrix of the programme as reference.

The technical assistance will also conduct a baseline survey at the inception of the programme in order to update baseline information provided in the logframe matrix. A final survey using the same data and methodology of the baseline survey will measure the impact, outcome and output of the programme.

In May 2015, the National Monitoring and Evaluation Policy was endorsed by the Government. It provides the guidelines for the conduct of monitoring and evaluation of all Government programmes and projects. The Natural Resources Management programme will follow these guidelines.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partners shall establish a permanent internal, technical and financial monitoring system for their actions 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. 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 reports, 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).

In addition, it is anticipated to have an independent committee in charge of the monitoring of the programme. It will be constituted mainly by members of the steering committee, and it will report directly to the steering committee.

5.9 Evaluation

Having regard to the importance of the action, mid-term, final and ex-post evaluations will be carried out for this action or its components via independent consultants contracted by the Commission. The mid-term evaluation will be carried out for problem solving and learning purposes.

Final or ex-post evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision).

The Commission shall inform the implementing partner at least 3 months 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 2019 and 2021

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, two contacts for audit services shall be concluded under a framework contract in 2017 and 2021.

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.

6 PRE-CONDITIONS

Not applicable under this action.

APPENDIX - INDICATIVE LOGFRAME MATRIX¹

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. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. 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. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Improve livelihoods of rural communities through sustainable and climate resilient management of natural resources	Proportion of (targeted) population disaggregated by sex living below USD 1.25 (PPP) per day (**)	2012: 84%	2021: 75%	ZIMSTAT reports, ZIMVAC and Baseline / final survey	
Specific objective(s): Outcome(s)	Specific Objective 1: To strengthen governance framework and policy dialogue for natural resources management	SO 1 II.1: Number of climate change strategies developed and Implemented (**) SO 1 II.2: Number of relevant legal acts, policies and strategies shared by the Government.	SO1 II.1 B: 2015: 0 SO 1 II.2 B: 2015: 0	SO1 II.1 T: 2021: 1 SO1 II.2 B: 2021: 10	SO 1 II.1 S: Strategies produced and gazetted by the Government SO1 II.2 S: acts, policies and strategies publicly shared by the Government	Resources from the Government are sufficient to support natural resources management

¹ Indicators aligned with the relevant programming document are marked with '*' and indicators aligned to the EU Results Framework with '**'.

Specific objective(s): Outcome(s)	<p>Specific Objective 2: To improve capacity of communities to develop sustainable natural resources management practices including better environmental governance and soil protection.</p>	<p>SO 2 I 2.1: Number of Micro, Small and Medium Enterprises (MSMEs) applying Sustainable Consumption and Production practices (*) (**)</p> <p>SO 2 I 2.2: Number of beneficiary (disaggregated by sex) generating USD 200 incomes per year through EU support.</p> <p>SO 2 I 2.3: Number of hectares protected area conserved(*)(**)</p>	<p>SO 2 I2.1 B: 2015: 0</p> <p>SO 2 I2.2 B: 2015: 0</p> <p>SO 2 I2.3 B: 2015: 100.000 ha</p>	<p>SO 2 I2.1 B: 2021: 15</p> <p>SO 2 I2.2 B: 2021:1000 (800 women and 200 men)</p> <p>SO 2 I2.3 B: 2021: 100.000 ha</p>	<p>SO 2 I2.1 S: Baseline and final survey; Programme Monitoring tools</p> <p>SO 2 I 2.2 S: Baseline and final survey; Programme Monitoring tools</p> <p>SO 2 I2.3 S: Ministry of Environment statistic and reports</p>	<p>Weather events do not impact significantly natural resources and income for communities. Poaching from international syndicate is contained.</p>
Specific objective(s): Outcome(s)	<p>Specific Objective 3: To enhance applied research and targeted participatory studies on natural resources management</p>	<p>SO 3 I 3.1: Number of new researches or studies utilized by stakeholders for improving community based initiatives or governance in the sector of natural resources management sector</p>	<p>SO 3 I3.1 B: 2015: 0</p>	<p>SO 3 I3.1T: 2021: 20</p>	<p>SO 3 I3.1 S: -Programme Monitoring tools - Research and studies paper</p>	

Outputs	<p>Result 1.1: Legislation and policies are coherent and aligned with the new Constitution and international commitments (Multilateral Environmental Agreements including Rio conventions)</p>	R1.1. I1.1.1: The legal framework is adapted to the new commitments	R1.1. I1.1.1 B: 2015:No	R1.1. I 1.1.1 T: 2021: Yes	R1.1. I1.1.1 S: Baseline and final survey; Communication papers	Continuing political commitment to sustainable natural resource management
	<p>Result 1.2: Institutional framework is reinforced through clear mandate and accountable internal governance.</p>	R1.2. I1.2.1: Existence of an audit for the government institutions in charge of NRM	R1.2. I1.2.1 B: 2015:0	R1.2. I1.2.1 T: 2021: 4	R1.2. I 1.2.1 S: External evaluations and audits	
	<p>Result 1.3: Natural Resources Management initiatives in the country are coordinated and support a coherent national and regional strategy</p>	R1.3. I1.3.1: Number of coordination sessions and workshops on programme coherence per year organized and shared by the Government	R1.3. I1.3.1 B: 2015:1	R1.3. I1.3.1 T: 2021: 4	R1.3. I 1.3.1 S: Programme Monitoring tools	
Outputs	<p>Result 2.1: Communities are aware and trained for sustainable natural resources management practices</p>	R2.1. I2.1.1 Number of community members (disaggregated by sex) from South East Lowveld trained	R2.1. I 2.1.1 B: 2015: 500 (400 women and 100 men)	R2.1. I 2.1.1 T: 2021: 2000 (1600 women, 400 men)	R2.1. I 2.1.1 S: Programme Monitoring tools	Economic situation conducive for investing in environment
	<p>Result 2.2: Communities are partnering with public and private sector and diversify their incomes</p>	R 2.2. I2.2.1 Number of Public Private Community partnership created and able to generate income for self-sustainment at the end of the action	R 2.2. I 2.2.1 B: 2015: 0	R 2.2. I2.2.1 T: 2021: 10	R 2.2. I2.2.1 S: MOU between Public administration, Private company and community representatives	

	Result 2.3: Local ecosystems and their services are preserved and increase resilience to climate change	R 2.3. I2.3.1 Number of people employed (by the community, the private sector or the Government) in anti-poaching operation	R 2.3. I 2.3.1 B: 2015:0	R 2.3. I 2.3.1 T: 2021: 100	R 2.3. I 2.3.1 S: Programme Monitoring tools	
Outputs	Result 3.1: Research on natural resources management are disseminated	R 3.1. I3.1.1 Scientific peer-reviewed papers disseminated	R 3.1. I 3.1.1 B: 2015: 0	R 3.1. I 3.1.1 T: 2021: 15	R 3.1. I 3.1.1 S: Research and communication papers	Continuing political commitment to sustainable natural resource management
	Result 3.2: Status, trends and distribution of natural resources are regularly updated	R 3.2. I3.2.1 Number of studies on Status, trends and distribution of natural resources produced and disseminated by the Government and research institutions	R 3.2. I 3.2.1 B: 2015: 0	R 3.2. I 3.2.1 T: 2021: 10	R 3.2 I3.2.1 S: Studies	
	Result 3.3: Results of monitoring and specific assessments on policy implementation and performance are shared.	R 3.3. I3.3.1 Existence of a monitoring and assessment system	R 3.3. I3.3.1 B: No	R 3.3. I3.3.1 T: Yes	R 3.3. I3.3.1 S: Baseline and end survey; Programme Monitoring tools	