



This action is funded by the European Union

ANNEX 4

of the Commission Decision on the Annual Action Plan 2015 in favour of Zimbabwe to be financed from the 11th European Development Fund

Action Document for Support to National Authorising Office (NAO) and the Technical Cooperation Facility (TCF) - Zimbabwe

| | | | | |
|--|--|--------------------------|------------------------------|--------------------------|
| 1. Title/basic act/ CRIS number | Zimbabwe 11 th EDF Support to National Authorising Office (NAO) and the Technical Cooperation Facility (TCF) CRIS number ZW/FED/038-194 Financed under 11 th European Development Fund | | | |
| 2. Zone benefiting from the action/location | Zimbabwe The action shall be carried out at the National Authorising Office based in Harare | | | |
| 3. Programming document | National Indicative Programme for Zimbabwe, 11 th European Development Fund | | | |
| 4. Sector of concentration/ thematic area | Economic and Development Cooperation | | | |
| 5. Amounts concerned | Total estimated cost: EUR 6 000 000 Total amount of EDF contribution EUR 6 000 000 | | | |
| 6. Aid modality and implementation modality | Project Modality Indirect management with the Republic of Zimbabwe Direct Management - Procurement of Services | | | |
| 7. DAC code(s) | 15110 and 15111 | | | |
| 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 | | X | <input type="checkbox"/> |
| | Gender equality (including Women In Development) | <input type="checkbox"/> | X | <input type="checkbox"/> |
| | Trade Development | <input type="checkbox"/> | X | <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 | N/A | | | |

SUMMARY

The overall objective of this action is to provide support for the smooth implementation of the Zimbabwe – European Union (EU) National Indicative Programme (NIP) under the 11th European Development Fund (EDF). The action aims to support the National Authorising Officer (NAO)'s office to fully discharge the role of National Authorising Officer of the 11th EDF resources and to provide the tools for the coordination of development aid resources. The action also aims to provide the NAO and the Commission with a flexible instrument to facilitate preparation, implementation, monitoring and evaluation of new interventions. This action will enable the Government of Zimbabwe to efficiently and effectively absorb the substantial aid flows to the country following re-engagement with majority of donors for the benefit of the people of Zimbabwe.

This action has two components: Support to the NAO and a Technical Cooperation Facility (TCF). The Support to the NAO component has the objective of providing technical support to the NAO in the management of EDF programmes. This support will capacitate the NAO to engage in programming, identification, implementation, monitoring and evaluations of EDF programmes including the coordination of development assistance in general. The resources under this component will also cover training on EDF procedures, seminars and workshops related to implementation of EDF programmes. The TCF component is meant to provide flexibility in responding to different needs related to short term technical assistance and diagnostic studies to assist in the identification and formulation of programmes including in the formulation of government policy to ensure efficient application of development aid resources.

Through this support, the cooperation between the Government of Zimbabwe and the EU will be enhanced and made more effective and the objectives of the NIP will be realised through the roll out of programmes and projects that contribute to sustainable growth and poverty reduction.

1 CONTEXT

1.1 Country context

In July 2012 the European Council made a decision to suspend the application of article 96 appropriate measures, which enabled the Government of Zimbabwe and the EU to launch the 11th EDF programming exercise in August 2012. A Country Strategy Paper (CSP) 2014-2020 was agreed between the Commission and the Government of Zimbabwe represented by the National Authorising Officer (NAO) and was followed by the drafting of the EU's response strategy, the National Indicative Programme (NIP) which was then signed on 16 February 2015 marking the resumption of development cooperation between Zimbabwe and the EU.

Zimbabwe's economy is faced with a number of challenges which include: tight liquidity conditions; company closures; unemployment; low production levels; non-performing loans; and a huge negative trade balance. The last 3 years have seen the country lose its positive economic growth momentum which had started in 2009 as the country emerged from a crippling economy crisis following the adoption of a multiple currency system. Since 2012 there has been a drastic decline with GDP growth falling from 10.6% to 3.3% in 2013 and an estimated 3.1% in 2014. Zimbabwe ranks among the lowest in terms of human development. The 2013 United Nations Human Development Index (HDI) ranks Zimbabwe at 172nd out of 186 countries compared to 1998, when it ranked 130th out of 174 countries. The 2011-2012 PICES Survey¹ reveals that 72.3% of Zimbabweans are poor, whilst 16.2 % of the households are in extreme poverty.

1.1.1 Public Policy Assessment and EU Policy Framework

To confront the challenges facing the economy, the Government has crafted its economic blue print, the "Zimbabwe Agenda for Sustainable Socio-Economic Transformation (ZIM ASSET)", (October 2013-December 2018). The plan aims at accelerating growth and prosperity around four strategic clusters and two sub-clusters: Food Security and Nutrition; Social Services and Poverty Eradication; Infrastructure and Utilities; Value addition and Beneficiation; with the following sub clusters; Fiscal Reform Measures; and Public Administration, Governance and Performance Management. The vision of the programme is "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". The NIP's chosen sectors of concentration are all responding to ZIM ASSET clusters. The Government's development priorities are consistent with EU development policies and in particular the European Consensus on Development² and the Communication on "Increasing the impact of the EU Development Policy"³.

1.1.2 Stakeholder analysis

The main stakeholder for the implementation of this action is the Government of Zimbabwe, more specifically the National Authorising Officer who is the Permanent Secretary in the Ministry of Finance and Economic Development. Within the Ministry of Finance and Economic Development, the EU works closely with the Department of International Cooperation (DFC) whose main mandate is the mobilisation of international development finance. The DFC collaborates with other departments within the Ministry such as the Recurrent, Public Sector Investment Programme (PSIP), Implementation and Monitoring and the Accountant General's Office. Other stakeholders include the relevant line ministries for the implementation of EDF programmes which include the Ministries of Health and Child Care (MoHCC), Agriculture Mechanisation and Irrigation Development (MAMID), Home Affairs, Justice, Legal and Parliamentary Affairs, Environment and Natural Resources and Industry and Commerce. Non State Actors (NSAs) and civil society groups are also important stakeholders in as far as they will be supported to facilitate their participation and contribution to interventions under this action. An Aid Coordination Unit (ACU) has already been established within the Ministry of Finance and Economic Development. The NAO's office will be an integral part of the ACU and it is foreseen that the capacity building programme for the NAO's office will also contribute to the development of the general institutional capacity of the ACU to fulfil its role in Government-led coordination, development planning,

¹ Poverty, Income, Consumption and Expenditure Survey, ZimStat 2013.

² 2006/C 46/01 - Joint statement by the Council and the Representatives of the Governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy: 'The European Consensus'.

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

monitoring and evaluation with the participation of all cooperating partners who are also important stakeholders in this action.

Priority areas for support/problem analysis

Since 2002, when article 96 of the Cotonou Agreement came into force, the NAO’s office has not been performing its normal role and functions as foreseen in article 35 Annex IV of the Cotonou Agreement. While the EU continued to provide development assistance to Zimbabwe financed from EDF and other thematic budget resources, this assistance has been channelled through International Organisations and NGOs in direct support to the population, with no direct engagement between the Government of Zimbabwe and the EU. The lapse of Article 96 on 1 November 2014 has meant the resumption of normal development cooperation between Zimbabwe and the EU has enabled the EU to sign the 11th EDF NIP with the Government of Zimbabwe on 16 February 2015, paving the way for a resumption of the normal functioning of the office of the National Authorising Officer. In line with the Cotonou Agreement, each ACP country appoints a National Authorising Officer (NAO) to represent it in all operations financed from the resources of the EDF. The role and responsibilities of the NAO are defined in Article 35 of Annex IV to the Cotonou Agreement.

A long time has passed since the EU and the NAO were directly engaged with each other in the management of EDF programmes. This has meant that a lot of changes have taken place on the NAO side in terms of skills and competencies required to effectively manage EDF programmes. The implementation of the 11th EDF also comes at a time when other development partners are stepping up their engagement with Zimbabwe a situation which requires the setting up of robust aid coordination architecture. This action is therefore focussed on supporting the NAO to perform its proper and normal functions in the coordination and management of EDF programmes and other development assistance resources that may be availed to the Government of Zimbabwe by other development partners. The focus is on capacity building of the NAO and line ministries concerned to effectively contribute to the identification formulation, implementation, monitoring and evaluation of development aid programmes and projects. The Ministry of Finance and Economic Development is in the process transforming the internal ACU by broadening its scope to encompass the participation of development partners which will result in inclusive and robust aid coordination architecture. This action will contribute to this initiative and to the strengthening of the role of unit once established.

2 RISKS AND ASSUMPTIONS

| Risks | Risk level (H/M/L) | Mitigating measures |
|--|---------------------------|---|
| Low absorption capacity- funds may be decommitted if the NAO fails to commit funds within the planned commitment period. | H | A thorough assessment to determine the fitness for purpose of the current staff levels, the structure and technical capacity will be undertaken with the view to recommending an optimal structure and the profiles of required personnel. Gradual inclusion of EDF funded actions through indirect management. |
| Programming documents are not produced in time to meet the timelines set. | M | Continued policy dialogue and the presence of TA under a service contract should mitigate this risk. |

| | | |
|---|---|--|
| EDF contractual and financial procedures and rules are not adhered to. | M | Training is given to NAO and line ministries personnel assigned to the management of programme estimates, service and supply contacts. |
| Assumptions | | |
| <ul style="list-style-type: none"> Government of Zimbabwe remains committed to reform, to improve governance and economic management and particularly to establishing rigorous management and accountability procedures for the European Development Fund (EDF). | | |
| <ul style="list-style-type: none"> Adequate staff with the right skills and competences is assigned to the management of EDF programmes. | | |
| <ul style="list-style-type: none"> The Government of Zimbabwe will put in place an aid coordination architecture that allows for constructive development policy dialogue. | | |

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

Experience of previous EDF projects implemented in Zimbabwe such as the Zimbabwe/EU Micro-Projects Programmes (MPP), the Zimbabwe Decentralised Cooperation Programmes (ZDCP), the Education Transition and Reform Programmes (ETRP), the Health Sector Support Programme (HSSP) has shown that weak Project Cycle Management in terms of finalisation of project documents and proper application of EDF rules and procedures often contributes to low absorptive capacity of EDF resources. It is therefore essential that the capacity of the NAO to programme, design, formulate and implement EDF programmes is strengthened.

Past experience with limited NAO involvement for projects directly benefitting the people of Zimbabwe between 2002 to 2012 has shown the need for strict monitoring of EDF project planned activities, outputs and outcomes to ensure that expected results are delivered on time and in a cost effective manner. Effective monitoring mechanisms may help detect problem areas and improve efficiency and effectiveness of the EU support. Beneficiary ownership might also be enhanced by a more hands-on involvement in ensuring delivery of programme results.

Past experience has also shown that failure to adhere to EDF expenditures eligibility rules may lead to a number of ineligible expenditure that may lead to the disruption of project implementation. It is therefore important that technical assistance accompany the implementation of this intervention to reduce the risks associated with proper application of EDF procedures.

The Commission's experience of TCFs financed under the 10th EDF in centralised management mode has shown that the TCF is a useful instrument to address different needs related to short term technical assistance, studies and training, as well as some specific audits and evaluations not covered by the respective projects. It has also proved to be flexible and allowed the Commission to quickly respond to ad hoc needs for technical support to facilitate preparation of new interventions. The TCF contributed to the smooth implementation of the 10th EDF programmes which were implemented through short-term strategies in direct support of the population.

3.2 Complementarity, synergy and donor coordination

The Government presented to donors in the last quarter of 2013 an outline of a plan for the coordination of the implementation of its economic blue print ZIM ASSET (October 2013-December 2018). The plan, which is spearheaded by the Office of the President and Cabinet (OPC), has a Development Partner coordination cluster in which development partner participation is foreseen.

In March 2014, Government adopted a Government–led framework for the Aid Coordination Architecture between Government and Cooperating Partners to realign it with the objectives of the ZIM ASSET. To this end, a Cabinet Committee on Aid Coordination was constituted under the Chairmanship of the Minister of Finance and Economic Development. The Cabinet Committee on Aid Coordination will be supported by a Working Party of Senior Officials, Co-Chaired by a Deputy Chief Secretary in the Office of the President and Cabinet and the Secretary to the Treasury (the NAO). The Aid Coordination Unit is already in place in the Ministry of Finance and Economic Development, however, it needs capacitation so that it can broaden its scope to include participation by development partners. This action will assist in the capacitation of this unit.

The World Bank managed Zimbabwe Reconstruction Fund (ZIMREF) was established under the third Interim Strategy Note and focuses on supporting Private sector development; Systems and capacity building; Resilience and livelihoods; and Policy advice. GoZ is set to receive support to improve the public financial management systems of the country under the Systems and capacity building window. The assistance is aimed at enhancement of economic governance, increased revenue collection and overall improvement and effectiveness of budget execution function. The Delegation will contribute to the PFM systems strengthening through a contribution into the ZIMREF. An Action Document will be submitted as part of the AAP 2015 to which this action is also part.

The NAO and the EU Delegation have agreed on coordination structure to ensure the smooth implementation of the NIP. This structure consists of three levels: 1) the Thematic Technical Working Groups, constituted along the three sectors of concentration namely Health, Agriculture-based Economic Development and Governance and Institution Building plus an additional one for the support to PFM systems strengthening; 2) a Technical Committee that reviews the work of the thematic working groups and at the highest level 3) a Policy Guidance Committee, where policy related decisions are made. The structures that will arise from the support to the NAO office will be integrated into the Zimbabwe-EU Delegation coordination framework

Cross-cutting issues

The TCF component of this action provides the means to undertake activities aimed at mainstreaming cross cutting issues such as gender, environment and the participation of disadvantaged groups such as women and children in EC funded programmes.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The **overall objective** of this action is to contribute to economic growth and development and poverty reduction through putting in place measures to support or accompany the programming, preparation and implementation of actions under the 11th EDF NIP. To achieve the above objective, this action is strategically split into two components: Support to the NAO and the Technical Cooperation Facility.

The purpose of the action is two-fold: for the NAO support, it is to capacitate the NAO office to fully discharge its role as foreseen in the Cotonou Agreement such that the NAO is able to efficiently and effectively manage EDF resources as well as coordinate all development assistance resources for the benefit of the people of Zimbabwe; for the TCF, it is to support the identification, formulation, implementation, monitoring and evaluations of projects and programmes funded from 11th EDF resources under the NIP (2014-2020).

Specific objective 1: To enhance the capacity of the NAO office to discharge the role and function of the NAO in the management of EDF resources

Result 1.1: *Skills of staff from the NAO and line ministries on programming, preparation, implementation, monitoring and evaluation EDF rules and procedures including for the implementation of the Programme Estimates upgraded.*

Result 1.2: *Project monitoring and evaluation capacity of staff from the NAO and line ministries is improved.*

Result 1.3: *Aid information management system infrastructure is improved.*

Result 1.4: *Participation of the Office of the NAO in management of EU funded regional projects is increased.*

Result 1.5: *Results-oriented monitoring and reporting as well as gender inclusive programming are strengthened.*

Specific objective 2: To ensure enhanced and more effective cooperation between Government of Zimbabwe and the EU in collaboration with NSAs

Result 2.1: *Programmes and projects under the 11th EDF NIP are identified, formulated, implemented, monitored and evaluated in line with EDF Project Cycle Management (PCM).*

Result 2.2: *Enhanced participation of Government officials, Non State Actors and civil society groups in the implementation of EDF programmes.*

Result 2.3: *EU Communication and visibility is ensured.*

4.2 Main activities

Activities linked to result 1.1: Training of staff from the NAO and from line ministries on EDF rules and procedures as well as project cycle management will be undertaken. The services of experts will be deployed to provide the training. Participation by NAO staff and Government officials to seminars on EU-ACP development cooperation and aid effectiveness initiatives will be facilitated.

Activities linked to result 1.2: Field visits will be undertaken to monitor and evaluate project implementation progress. Procurement of resources to facilitate this activity such as vehicles will be carried out.

Activities linked to result 1.3: An aid information management system will be procured and staff entrusted with the aid management function will be trained on the use of the system.

Activities linked to result 1.4: Participation in the implementation of regional programmes funded from the EDF resources. This will entail assuming the role of Regional Authorising

Officer and active involvement in the identification, formulation, implementation, evaluation and monitoring of regional programmes.

Activities linked to result 1.4: Develop results-based monitoring tool and prepare a joint monitoring framework for the NAO and EU Delegation and to ensure its systematic implementation. Integrate gender related issues; including women empowerment in all EU funded programmes and projects.

Activities linked to result 2.1: Consultants will be engaged to assist with specific tasks related to project identification and formulation including assistance with tender procedures, evaluation and monitoring or audit of projects where a budget has not been provided for under the project itself. Consultants will also be engaged to support the Government in undertaking analytical and diagnostic studies to assist in the formulation of sector specific government policies to ensure that aid programmes achieve the desired impact.

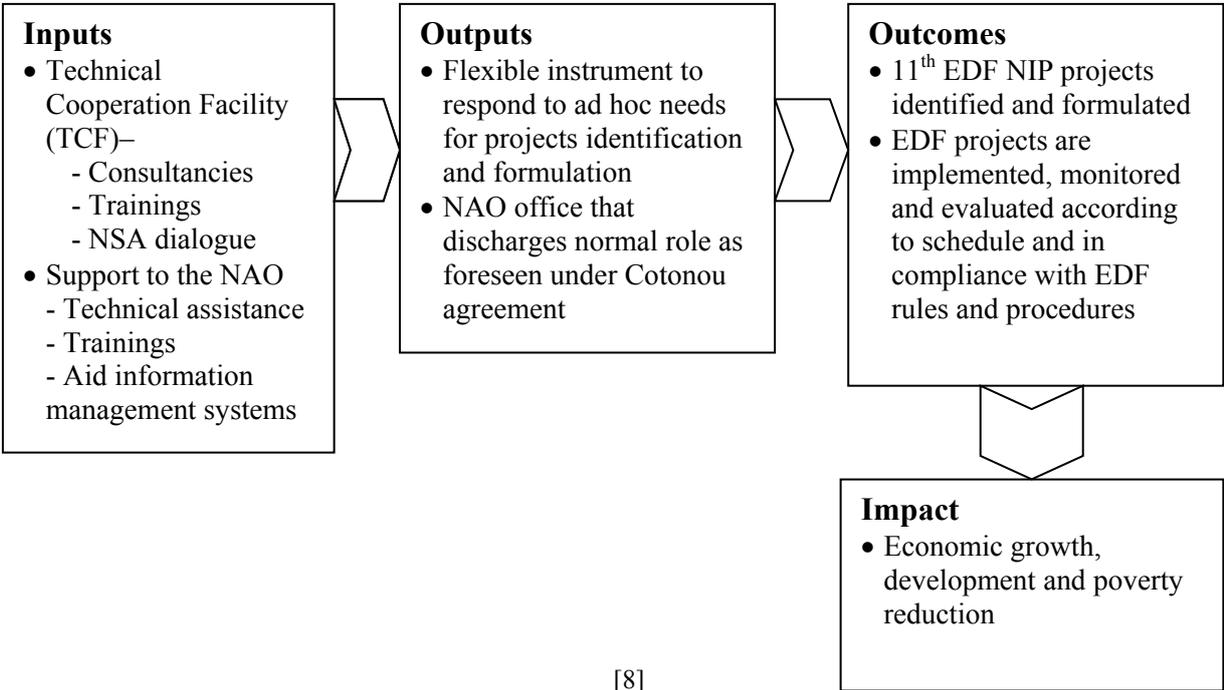
Activities linked to result 2.2: Trainings and seminars which include a platform for exchange with all stakeholders (Government, civil society and the private sector) to ensure participatory impact monitoring of EDF programmes.

Activities linked to result 2.3: Communication and visibility activities will be undertaken. These include activities to ensure transparency and publicity of the use of EDF resources made available to Zimbabwe. The budget will be used to fund amongst others: project launch ceremonies, promotional materials, press conferences, and publication of advertisements.

4.3 Intervention logic

To facilitate the implementation of the NIP, a flexible instrument to assist in the identification and formulation of projects is required. This will be ensured through the TCF. The NIP also provides for measures in support of NAO. During the 9th and 10th EDF cycles, the NAO’s office has not been performing its normal function as resources were channelled in direct support of the population through centralised management modes. The role and responsibilities of the NAO are defined in Article 35 of Annex IV to the Cotonou Agreement. The Support to the NAO component re-establishes this role. The figure below presents the intervention logic.

Intervention Logic



5 IMPLEMENTATION

5.1 Financing agreement

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

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 48 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 modalities

5.3.1 Indirect Management with the Government of Zimbabwe

The action with the objective to capacitate the office of the NAO to fully discharge the role of National Authorising Officer of EDF, as per Specific Objective number 1, resources may be implemented in indirect management with Zimbabwe in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012, applicable by virtue of Article 17 of Regulation (EU) 2015/323, according to the following modalities:

The partner country 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 50 000 (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 contracting 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 ordinary operating costs, direct labour and contracts below EUR 300 000 for procurement and up to EUR 100 000 for grants. The financial contribution covers, for an amount of EUR 600 000, 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 by virtue of Article 36 of Regulation (EU) 2015/323 and Article 19c(1) of Annex IV to the ACP-EU Partnership Agreement, the partner country 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 by virtue of Article 17 of Regulation (EU) 2015/323, will be laid down in the financing agreement concluded with the partner country.

5.3.2 Procurement (direct management)

In support of Specific Objective number 2:

| Technical Cooperation Facility | Type | Indicative number of contracts | Indicative trimester of launch of the procedure |
|--|----------|--------------------------------|---|
| Consultancies in support of programming | Services | 10 | 1 Q 2016 |
| Facilitate dialogue between Government and civil society | Services | 5 | 1 Q 2016 |

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

In accordance with Article 22(1)(a) of Annex IV to the ACP-EU Partnership Agreement; the Commission decides that natural and legal persons from the following countries having traditional economic, trade or geographical links with neighbouring partner countries shall be eligible for participating in procurement and grant award procedures: South Africa. The supplies originating there shall also be eligible.

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

5.5 Indicative budget

| Activity | EU contribution (EUR) |
|---|-----------------------|
| <i>5.4.1. Indirect Management with the Government of Zimbabwe (Specific Objective 1) - Support to National Authorising Office</i> | 3 000 000 |
| <i>5.4.2. Procurement (direct management) (Specific Objective 2) - Technical Cooperation Facility</i> | 2 850 000 |
| <i>5.9-5.10 Audit and Evaluation</i> | 100 000 |
| <i>5.11 Communication and visibility</i> | 50 000 |
| TOTAL | 6 000 000 |

5.6 Performance monitoring and reporting

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

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

5.7 Organisational set-up and responsibilities

There will be a steering committee comprised of staff of the NAO and the Delegation that will recommend plans of action and endorse tender dossiers, contracts, and the Programme Estimates implemented in decentralised mode. It will also monitor the general progress of the action.

All actions to be undertaken for the TCF component will be decided by the Steering Committee and approved by the NAO. Such actions will be implemented by the Delegation using the direct management modality, including the tendering and contracting. The NAO will be involved in the formulation of Terms of Reference and in the evaluation of tenders.

The actions under the Support to the NAO will be implemented in decentralised mode through a Technical Assistance (TA) service contract and Programme Estimates managed by the NAO with assistance from the Technical Assistance Team (TAT) recruited under the service contract. The long term TAT will assist the Beneficiary in the implementation of the project including the provision of: technical expertise on EDF procedures, programming, identification, implementation, monitoring, evaluation, resource mobilisation, procurement and financial management. The TAT will work under the Terms of Reference agreed by both the Executing Authority and the Commission, and will consist of appropriate mix of long and short term experts recruited in line with EDF service contracts provisions.

5.8 Evaluation

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

A mid-term evaluation will be carried out for, learning purposes, in particular with respect to the effectiveness of the support provided to the office of the NAO.

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 action is the first that is being implemented under indirect management with the Government of Zimbabwe following the resumption of cooperation in 2014 and as such lessons will need to be drawn in order to inform future programmes of this nature.

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 at the end of 24 months following the start of the implementation period of this action and at least 3 months before the end of the implementation period of the action.

5.9 Audit

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

Indicatively, one contract for audit services shall be concluded in the first half of 2017.

5.10 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 5.5 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.

It is foreseen that the communication and visibility budget will be used for activities such as public ceremonies, including for launching and handover of EU supported actions, and for the production of printed visibility materials.

APPENDIX - INDICATIVE LOGFRAME MATRIX

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.

| | Intervention logic | Indicators | Baselines (incl. reference year) | Targets (incl. reference year) | Sources and means of verification | Assumptions |
|--|---|---|--|---|--|--|
| Overall objective: Impact | Contribute to sustained economic growth, development and poverty reduction. | GDP growth | 3.1% (2014) | 2015 (3.2%) IMF | Country assessments reports | Continued commitment to the country's development agenda as spelt out in ZIM ASSET |
| Specific objective(s): Outcome(s) | 1. To enhance the capacity of the NAO office to discharge role and function of the NAO in the management of EDF resources | AAPs are submitted according to planning | No AAPs being programmed with NAO (2014) | 80% of NIP envelope committed before mid-term review (2017) | Reports | Continued commitment on the part of government to implement the 11th EDF |
| | 2. To ensure enhanced and more effective cooperation between Government of Zimbabwe and the EU in collaboration with NSAs | Status of meetings between Delegation and NAO at least 4 times per year i.e. per quarter Status of consultative and dialogue meetings with NSAs, including those dealing with gender equality and women's empowerment. | Ad hoc meetings being held (2014) Ad hoc meetings being held with NSAs (2014) | Technical coordination meetings are held regularly every quarter (2017) Consultative and dialogue meetings take bi-annually (2020) | Minutes of meetings | Open, transparent constructive political and policy dialogue continue to exist between the Government and the EU |
| Direct Outputs | <ul style="list-style-type: none"> Result 1.1: <i>Skills of staff from the NAO and line ministries on programming, preparation, implementation, EDF rules and procedures including for the</i> | Programme estimates, service and supply contracts executed on schedule and according to EDF rules | No programme estimates, service and supply contracts managed by the | All programme estimates, supply and service contracts are executed according to schedule and are | Implementation progress, monitoring and evaluation reports | Human resources with the right technical expertise are |

| | | | | | | |
|--|--|---|---|--|--|--|
| | <i>implementation of the Programme Estimates upgraded</i> | Status of action documents produced and approved with NAO involvement Number of trainings done | NAO (2014) No ADs produced with NAO involvement (2014) No training coordinated by the NAO (2014) | compliant to EDF rules (2020) All projects are produced with NAO involvement (2020) Two training sessions are held by 30 June 2017 | Action documents Training reports | assigned to the NAO's office |
| | • <i>Result 1.2: Project monitoring and evaluation capacity of staff from the NAO and line ministries is improved</i> | Number of projects monitored and evaluated with NAO involvement | No projects monitored and evaluated with NAO involvement (2014) | 80% of all projects under implementation are monitored each year and reports produced (2020) | Monitoring and evaluation Reports | Human resources with the right technical expertise are assigned to the NAO's office |
| | • <i>Result 1.3: Aid information management system infrastructure is improved.</i> | Status of electronic aid information management system in place Status of development aid flow reports are produced and shared with development partners | No electronic aid information management system is in place (2014) No development aid flow reports produced (2014) | Development aid disbursements reported on a quarterly basis (2017) Development aid flow reports produced on quarterly basis (2020) | Aid disbursement reports | An aid coordination architecture is in place and has both human and financial resources assigned to it |
| | • <i>Result 1.4: Participation of the Office of the NAO in management of EU funded regional projects is increased.</i> | Regional projects formulated, implemented, monitored and evaluated | No regional projects are formulated, implemented, monitored and evaluated by the NAO (2014) | NAO Office involved in all RIP actions concerning Zimbabwe (2017) | QSG reports | There is close cooperation among the Regional EUD, the COMESA /SADC and the Government of Zimbabwe |
| | • <i>Result 1.5: Results-oriented monitoring and reporting as well as Gender inclusive programming are</i> | Annual monitoring plan is developed by NAO and adhered to. | No monitoring plans and monitoring (2014) | Monitoring plan for All NIP programmes in place (2020) | Gender sensitive ROM reports | There is commitment to implement development |

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| | <i>strengthened.</i> | Number of projects responding to the different needs of women and men | Reference to gender equality in all project documents (2014) | At least 80% of NIP projects have gender – sensitive indicators in place (2020) | Action documents | programmes in a gender sensitive manner |
| | <ul style="list-style-type: none"> <i>Result 2.1: Programmes and projects under the 11th EDF NIP are identified, formulated, implemented, monitored and evaluated in line with EDF Project Cycle Management (PCM)</i> | <p>% of EU projects and programmes being implemented fully and timely</p> <p>Status of meetings between the NAO and the EU both at technical and policy level</p> <p>Consultancy reports are of approved quality</p> | <p>87% (2014)</p> <p>Ad hoc meeting technical and policy meetings take place (2014)</p> <p>No consultancy reports received (2014)</p> | <p>100% (2020)</p> <p>Technical meetings take place monthly, policy meetings take place quarterly (2017)</p> <p>All consultancy contracts produce reports (2020)</p> | <p>EAMR KPIs</p> <p>Minutes, attendance registers</p> | <p>Training is provided to NAO staff to equip them with the necessary skills and competencies to carry out the tasks of the PCM</p> |
| | <ul style="list-style-type: none"> <i>Result 2.2: Enhanced participation of Government officials, Non State Actors and civil society groups in the implementation of EDF programmes</i> | <p>Dialogue meetings held with the participation of civil society</p> | <p>Ad hoc dialogue meetings take place (2014)</p> | <p>Regular bi-annual meetings in take place to capture the views of NSAs (2020)</p> | <p>Meeting reports</p> | <p>NSAs are willing to engage with Government of Zimbabwe in constructive debate</p> |
| | <ul style="list-style-type: none"> <i>Result 2.3: EU Communication and visibility is ensured.</i> | <p>Status of Project communication and visibility plans in place</p> <p>EU visibility is ensured at handover ceremonies and other relevant functions</p> | <p>70% of projects have communication plans (2014)</p> <p>50% of events covered by the media (2014)</p> | <p>All EDF programmes have a communication and visibility plan (2020)</p> <p>80% of visibility events are covered by the media (2020)</p> | <p>Communication and visibility plans</p> <p>External Action Management Report (EAMR)</p> | <p>Relations between Zimbabwe and the EU remain cordial.</p> |