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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX 1**

of the Commission Implementing Decision on the financing of the annual action plan in favour of the Republic of Zimbabwe for 2022

**Action Document for Support to the Zimbabwean electoral process**

**ANNUAL PLAN**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan in the sense of Article 23(2) of NDICI-Global Europe Regulation.

**1. SYNOPSIS**

**1.1. Action Summary Table**

|   |  |
|---|--|
| <b>1. Title<br/>CRIS/OPSYS<br/>business reference<br/>Basic Act</b> | Support to the Zimbabwean electoral process<br>NDICI AFRICA/2022/043-388<br>OPSYS ref.: ACT-60585<br>Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)  |
| <b>2. Team Europe Initiative</b>                                    | Gender equality through women empowerment  |
| <b>3. Zone benefiting from the action</b>                           | The action shall be carried out in Zimbabwe  |
| <b>4. Programming document</b>                                      | Multiannual Indicative Programme (MIP) for Zimbabwe (2021-2027)  |
| <b>5. Link with relevant MIP(s) objectives/expected results</b>     | Priority Area 1: Good Governance and Citizens' Rights<br>Specific Objective 1.3: To contribute to the consolidation of democracy and peace, with particular emphasis on inclusion, participation and representation of women, youth and persons with disabilities in democratic processes.<br>Expected result 1.3.1. Capacities, cooperation, trust and dialogue among key actors aimed at creating an enabling and conducive environment for democratic elections and democratic processes at large strengthened, with particular emphasis on inclusion, participation and leadership of women, youth and persons with disabilities.<br>Expected result 1.3.2. Strengthen capacities of local non-state actors (e.g. civil society organisations (CSOs), churches, local peace committees) to deliver effective and efficient peace responses at the local level and enhanced community inclusion and participation (including the active participation of women, youth and persons with disabilities) in social cohesion and peace dialogue efforts. |
| <b>PRIORITY AREAS AND SECTOR INFORMATION</b>                        |  |
| <b>6. Priority Area(s), sectors</b>                                 | 150, 151 Government & Civil Society-general  |
| <b>7. Sustainable Development Goals (SDGs)</b>                      | Main SDG: 16<br>Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels  |

|                                       |  |                                     |  |  |
|---------------------------------------|--|-------------------------------------|--|--|
|                                       | Other significant SDG : 5<br>Achieve gender equality and empower all women and girls   |                                     |  |  |
| <b>8 a) DAC code(s)</b>               | 15150 (70-75 %)<br>15151 (25-30 %)   |                                     |  |  |
| <b>8 b) Main Delivery Channel @</b>   | United Nations Development Programme (UNDP) – 41114<br>Non-governmental organisations (NGO's) and civil society - 20000  |                                     |  |  |
| <b>9. Targets</b>                     | <input type="checkbox"/> Migration<br><input type="checkbox"/> Climate<br><input type="checkbox"/> Social inclusion and Human Development<br><input checked="" type="checkbox"/> Gender<br><input type="checkbox"/> Biodiversity<br><input type="checkbox"/> Education<br><input checked="" type="checkbox"/> Human Rights, Democracy and Governance |                                     |  |  |
| <b>10. Markers (from DAC form)</b>    | <b>General policy objective @</b>  | <b>Not targeted</b>                 | <b>Significant objective</b>   | <b>Principal objective</b>   |
|                                       | Participation development/good governance  | <input type="checkbox"/>            | <input type="checkbox"/>   | <input checked="" type="checkbox"/>  |
|                                       | Aid to environment @   | <input checked="" type="checkbox"/> | <input type="checkbox"/>   | <input type="checkbox"/>   |
|                                       | Gender equality and women's and girl's empowerment   | <input type="checkbox"/>            | <input checked="" type="checkbox"/>  | <input type="checkbox"/>   |
|                                       | Trade development  | <input checked="" type="checkbox"/> | <input type="checkbox"/>   | <input type="checkbox"/>   |
|                                       | Reproductive, maternal, new-born and child health  | <input checked="" type="checkbox"/> | <input type="checkbox"/>   | <input type="checkbox"/>   |
|                                       | Disaster Risk Reduction @  | <input checked="" type="checkbox"/> | <input type="checkbox"/>   | <input type="checkbox"/>   |
|                                       | Inclusion of persons with Disabilities @   | <input type="checkbox"/>            | <input checked="" type="checkbox"/>  | <input type="checkbox"/>   |
|                                       | Nutrition @  | <input checked="" type="checkbox"/> | <input type="checkbox"/>   | <input type="checkbox"/>   |
|                                       | <b>RIO Convention markers</b>  | <b>Not targeted</b>                 | <b>Significant objective</b>   | <b>Principal objective</b>   |
|                                       | Biological diversity @   | <input checked="" type="checkbox"/> | <input type="checkbox"/>   | <input type="checkbox"/>   |
|                                       | Combat desertification @   | <input checked="" type="checkbox"/> | <input type="checkbox"/>   | <input type="checkbox"/>   |
|                                       | Climate change mitigation @  | <input checked="" type="checkbox"/> | <input type="checkbox"/>   | <input type="checkbox"/>   |
|                                       | Climate change adaptation @  | <input checked="" type="checkbox"/> | <input type="checkbox"/>   | <input type="checkbox"/>   |
| <b>11. Internal markers and Tags:</b> | <b>Policy objectives</b>   | <b>Not targeted</b>                 | <b>Significant objective</b>   | <b>Principal objective</b>   |
|                                       | Digitalisation @<br>Tags: digital connectivity<br>digital governance<br>digital entrepreneurship<br>job creation<br>digital skills/literacy<br>digital services  | <input checked="" type="checkbox"/> | <input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/> | <input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/><br><input type="checkbox"/> |

|  |  |                                     |                          |                          |
|--|--|-------------------------------------|--------------------------|--------------------------|
|  | Connectivity @<br>Tags: transport<br>people2people<br>energy<br>digital connectivity | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
|  | Migration @<br>(methodology for tagging under development)                           | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
|  | Reduction of Inequalities<br>(methodology for marker and tagging under development)  | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
|  | Covid-19   | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

#### BUDGET INFORMATION

|                              |   |
|------------------------------|---|
| <b>12. Amounts concerned</b> | Budget line(s) (article, item): BGUE-B2022-14.020122-C1-INTPA<br>Total estimated cost: provisional EUR 9 950 000<br>Total amount of EU budget contribution: EUR 6 000 000<br>This action is co-financed in joint co-financing by:<br>- UNDP for the provisional amount of USD 1 000 000<br>- Other donors contributing to the UNDP basket fund not yet known: USD 3 377 000 |
|------------------------------|---|

#### MANAGEMENT AND IMPLEMENTATION

|                              |   |
|------------------------------|---|
| <b>13. Type of financing</b> | <b>Direct management</b> through:<br>- Grants<br><b>Indirect management</b> with the United Nations Development Fund (UNDP) |
|------------------------------|---|

## 1.2. Summary of the Action

The action will support the electoral cycle for a more conducive environment for credible elections. It is informed by the recommendations of the EU Electoral Observation Mission (EOM) report on the Zimbabwe 2018 harmonised elections, the Electoral Follow up Mission (EFM)<sup>1</sup> and the mid-term evaluation of the ‘Support to the consolidation of the democratic process in Zimbabwe’ programme funded under the 11<sup>th</sup> EDF.

This action is aligned with the European Consensus on Development (2017)<sup>2</sup>, the joint communication ‘Towards a comprehensive Strategy with Africa’<sup>3</sup>, the EU Human Rights and Democracy Action Plan 2020-2024<sup>4</sup>, the Gender Action Plan III<sup>5</sup> and will contribute to SDG targets 5 and 16.

According to national and international observers, the pre-election phase and the conduct of the 2018 harmonised elections were largely peaceful. Despite improvements in the legal framework, more comprehensive civic and voter education initiatives and the establishment of a new biometric voter register that included close to 80 % of the eligible population, shortcomings were still noted that impacted the expression of free will by the voters.

The action will build upon the previous capacity building support to the Zimbabwe Electoral Commission (ZEC) and contribute to a more conducive environment through civil society engagement. Key elements of gender, disability, conflict sensitivity and do-no-harm approaches, human rights and democracy will be mainstreamed in the action. In addition, the action will contribute to the #Team Europe Initiative (TEI) ‘Gender equality through women’s empowerment’. An electoral cycle approach also provides an opportunity for recommendations by the EU EOM to be taken into account in the next cycle. The key recommendations targeted through the action include the need for

<sup>1</sup> The EFM is planned for 1st quarter 2022

<sup>2</sup> OJ C 210 of 30.6.2017

<sup>3</sup> JOIN(2020) 4 final of 9.3.2020

<sup>4</sup> JOIN/2020/5 final of 23.03.2020

<sup>5</sup> JOIN(2020)17 final of 25.11.2020

greater transparency on electoral preparations and making electoral information easily accessible, enhancement of the voter registration in ‘under-registered’ districts, support to a credible boundary delimitation process, access to the media by all political parties, more coherent and fully explained results management, alignment of the electoral act as well as making multi party liaison committees a continuous feature.

The action will complement the ongoing support to the electoral cycle implemented by civil society that focuses on advocacy, voter education, monitoring and electoral litigation. Other synergies will be created with the support provided to the Zimbabwe Human Rights Commission which encompasses an electoral monitoring component as well as support women and youth voices and participation in Zimbabwe that will focus on political empowerment. The latter is also a key element in the Team Europe Initiative (TEI) on Gender Equality through Women Empowerment, to which Sweden, Netherlands and Ireland are contributing through supporting specific projects.

## 2. RATIONALE

### 2.1. Context

Since the early 2000s, Zimbabwe has seen political instability, increased poverty, economic deterioration and frequent droughts. In 2002, the EU agreed on a set of restrictive and appropriate measures on Zimbabwe as a consequence of severe human rights violations. Since 2009 (and the formation of Government of National Unity), the EU has taken successive steps towards normalising its relations with Zimbabwe in response to improvements in the political and human rights situation, such as the adoption of a globally progressive Constitution in 2013 with an elaborate bill of rights. On 1 November 2014, the appropriate measures, based on Article 96 of the Cotonou Agreement were lifted, enabling the resumption of multi-year cooperation under the 11<sup>th</sup> European Development Fund.

On 30 July, 2018 harmonised elections were held against the backdrop of the events of November 2017 which saw a dynamic political transition from the 37-year rule of President Robert Mugabe to President Emmerson Manangagwa. Upon assuming office, the new president took some important steps to restore civil liberties and put the country back on the path of democratic consolidation. In the run up to the 2018 elections, the political environment in Zimbabwe remained fluid and unpredictable. The Government of Zimbabwe extended an invitation to the EU to observe the 2018 harmonised elections, as well as to other regional and international missions.

Most of the past elections held in Zimbabwe, at least since 2000, had been heavily contested and characterised by violence. According to national and international observers, the pre-election phase and the conduct of the 2018 harmonised elections were largely peaceful. Despite improvements in the legal framework, more comprehensive civic and voter education initiatives and the establishment of a new biometric voter register that included close to 80 % of the eligible population, shortcomings were still noted that impacted the expression of free will by the voters. Finally, the restrictions on political freedoms and the excessive use of force by security forces in the aftermath of the election period undermined the corresponding positive aspects before the elections. As a result, the EU EOM concluded that ‘many aspects of the 2018 elections in Zimbabwe failed to meet international standards’.

ZEC launched a new strategic plan 2020 – 2024, which takes into account several technical recommendations from the different election observer missions as well as the recommendations of the April 2019 national multi-stakeholder post-election review. However, moving from strategy to effective implementation remains lagging.

#### *Public policy assessment and EU policy framework*

Zimbabwe acceded to the International Covenant on Civil and Political Rights, the Convention on the Elimination of all Forms of Racial Discrimination, the Convention on the Elimination of all Forms of Discrimination against Women. Zimbabwe also signed the South African Development Community (SADC) Principles and Guidelines on Democratic Elections and, in November 2021, ratified the African Charter on Democracy, Elections and Governance. The fundamental civil and political rights necessary for democratic elections are set out in the 2013 Constitution. Finally, the electoral Act was initially adopted in 2004 and has since undergone a series of amendments, the last revision being passed in 2018.

This action is aligned with the European Consensus on Development (2017), the joint communication ‘Towards a comprehensive Strategy with Africa’, the EU Human Rights and Democracy Action Plan 2020-2024, the Gender Action Plan III and will contribute to SDG targets 5 and 16.

As there is no short-term method to support a democratic transition, effective electoral assistance primarily means long-term institutional strengthening and capacity development. Therefore, the EU should remain an active and credible player in the electoral field, building and consolidating the acquis of the earlier support. Furthermore,

elections should be viewed as a system and a process rather than an event; start early to build consensus on the required reforms; and establish domestic and international partnerships to promote these reforms. This was also confirmed by the mid-term evaluation of the previous electoral support action which recognised that the EU full-fledged support to ZEC, at a time when there was little appetite among development partners to directly engage with state institutions, was an audacious bet that proved instrumental to key improvement.

## 2.2. Problem Analysis

The electoral management system remains biased in favour of the ruling party and its independence is undermined by the involvement of the Ministry of Justice, Legal and Parliamentary Affairs in the approval of regulations adopted by the Commission. Recommendations by several electoral observer missions, including the EU EOM, who monitored the elections in 2018, have so far not been implemented by Zimbabwean authorities.

Legal framework<sup>6</sup>: The Electoral Act was initially adopted in 2004 and has since undergone a series of amendments, the last revision being passed on 28 May 2018, which was very close to the time of election and not in accordance with best practises. Although the Electoral Amendment Act 2018 contains some advances in relation to the previous law, another revision ought to be done in order to align its provisions with the new Constitution, especially the provisions related to the constitutional right to vote, voter registration, accreditation of observers and the independence of ZEC.

Constituency delimitation<sup>7</sup>: The Constitution notes that ZEC needs to conduct a delimitation of the electoral boundaries once every ten years, after a population census, to ensure that no constituency or ward should have 20 % more or fewer registered voters than the other constituencies or wards. The constituency boundaries remain unchanged since the 2008 elections and there are significant variations in the size, partly due to an important rural-urban migration and proliferation of new settlements. The linkage of the delimitation exercise to the census does carry risks of delays partly outside the control of ZEC.

The basis of the delimitation exercise is the voters roll. Civil society conducted an audit on the voters' role which identified a number of problems and mistakes, but did not bring into question the overall integrity of the roll. The capture rate of registered voters by district shows a few anomalies, including under-representation of urban areas compared to rural areas<sup>8</sup>.

The 2018 election results announced by ZEC contained some errors and lacked adequate traceability. The result management system<sup>9</sup> needs to be strengthened and better explained to all stakeholders to enhance the transparency, verifiability and integrity of the elections.

The media landscape in Zimbabwe is highly polarised and dominated by state-owned or government controlled media, especially in rural areas, leading to imbalanced coverage in favour of the ruling party. Since December 2020, the Zimbabwe Government, through the Broadcasting Authority of Zimbabwe (BAZ), has however licensed a total of 14 licensed community radio stations and 6 campus radio stations which provides an opportunity for enhancing access to information<sup>10</sup>.

The partisan role of traditional leaders<sup>11</sup> through involvement in campaigning, including intimidation and influencing voters, has remained a serious problem in 2013 as well as 2018. No effective mechanism has been introduced to sanction partisan behaviour.

The 2013 Constitution emphasises the government's responsibility to foster gender balance and promote full participation of women in all spheres of society. However, the level of women's representation in government, parliament and local councils remains relatively low. Whereas the 2013 elections meant a significant increase in women representation in the National Assembly (from 16 % to 35 %), the 2018 elections led to a drop to 31 %. Only 25 of the 210 directly elected seats in the National Assembly were won by women. The women's quota in Parliament, which is set to expire after the 2023 elections, has been proposed to be extended in a constitutional amendment bill.

<sup>6</sup> EU EOM recommendation 1

<sup>7</sup> EU EOM recommendation 2

<sup>8</sup> EU EOM recommendation 7,8,9

<sup>9</sup> EU EOM recommendation 18

<sup>10</sup> EU EOM recommendation 13

<sup>11</sup> EU EOM recommendation 11

Gender equality will be tackled by the action through mainstreaming as well as targeted interventions to improve access for women in politics.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

The topic of integrity in elections is a cross-cutting one and requires a multi-stakeholder approach. Furthermore, the action will contribute towards the inclusion of socially disadvantaged groups, in particular women, youth and people with disabilities with regards to their participation and representation in electoral processes. The main stakeholders are:

#### **The Zimbabwe Electoral Commission (ZEC)**

ZEC is the independent Electoral Management Body foreseen by the Constitution, whose main function is to prepare for, conduct and supervise all aspects of the elections. In 2008, ZEC managed the first harmonised elections in Zimbabwe, consolidating four elections, i.e. the Presidential, House of Assembly, senatorial and local government elections, into one. ZEC faces challenges, among which are lack of full institutional independence, lack of adequate and timely financial resources and inadequate human resources.

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

The Ministry is responsible for constitutional alignment and drafting of new legislation. Drafting of new legislation falls under the responsibility of the Attorney General's office which falls under the Ministry. ZEC's independence is, to some degree, undermined by the involvement of the Ministry of Justice, Legal and Parliamentary Affairs in the approval of regulations adopted by ZEC.

#### **Parliament**

Parliament is responsible for law making, for protecting the Constitution and promoting democratic governance. There is a need for Parliament to execute its legislative agenda, part of which entails approving and passing aligned electoral laws. Parliament also plays an oversight role over ZEC that is required to submit annual reports to Parliament on its operational activities as well as a specific report on the conduct of every election and referendum.

#### **Other Chapter 12 Commissions:**

- **The Zimbabwe Human Rights Commission (ZHRC)** is mandated to promote the protection of human rights as well as to investigate and address violations of human rights and freedoms, including political and voting rights.
- **The Zimbabwe Gender Commission's (ZGC)** mandate is to promote gender parity as provided for in the Constitution, and inclusion and enhancement of women's participation in all spheres of life.
- **The National Peace and Reconciliation Commission (NPRC)** is mandated to support and strengthen human rights and democracy; to promote transparency and accountability in public institutions; to secure the observance of democratic values and principles by the State and all institutions amongst other responsibilities. Just like the other aforementioned Commissions, the NPRC has a role to ensure the observance of the conduct of peaceful electoral processes. As per the Constitution, the NPRC only has a life span of 10 years which will end in 2023.
- **The Zimbabwe Media Commission (ZMC)** supports and promotes human rights and democracy through the monitoring and exercise of the right to access information in Zimbabwe; particularly, the right to freedom of expression and freedom of the media. It also has the power to investigate and hold hearings on alleged and suspected media freedom violations.

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

As contestants and stakeholders in the elections, the relationship between ZEC and political parties, particularly opposition political parties, has been tense as they have accused ZEC of being partial. Political parties also face challenges particularly in internal democracy and the promotion of women's representation role and participation in decision-making.

#### **Traditional leaders**

Their role of is regulated and monitored within the parameters of the Constitution of Zimbabwe. Although they cannot be members of any political party, they often act in a partisan manner.

**Security Forces** have been accused of discharging their election related responsibilities in a partisan manner and unprofessional conduct. The security forces should respect the right of peaceful freedom of assembly.

### **Civil Society Organisations (CSOs)**

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

**Citizens of Zimbabwe**, with a special focus on women, youths and Persons with Disabilities (PWDs), are the rights holders and the final beneficiaries of this action. Citizens will participate in key processes such as voter registration, by- elections as voters and candidates.<sup>12</sup>

The action will complement the ongoing support to the electoral cycle implemented by civil society that focuses on advocacy, voter education, monitoring and electoral litigation. Other synergies will be created through 'Support to the Zimbabwe Human Rights Commission' which encompasses an electoral monitoring component as well as 'Promoting women and youth voices and participation in Zimbabwe' project that will focus on political empowerment<sup>13</sup>. The latter is also a key element in the Team Europe Initiative (TEI) on Gender Equality through Women Empowerment, to which Sweden, Netherlands and Ireland are contributing through supporting specific projects.

The action might be further supplemented with other EU geographic and thematic projects, especially for the conflict prevention outputs and the domestic observation. Finally the action will be closely coordinated with the other international partners active in the electoral cycle, mainly the United States Agency for International Development (USAID), the Foreign, Commonwealth & Development Office (FCDO) and Sweden.

## **3. DESCRIPTION OF THE ACTION**

### **3.1. Objectives and Expected Outputs**

The Overall Objective (Impact) of this action is to promote a functioning pluralistic, participatory and representative democracy.

The Specific(s) Objective(s) (Outcomes) of this action are to:

1. Improve electoral operational efficiency, integrity and accuracy of electoral processes;
2. Enhance a more conducive environment for credible elections.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1 Strengthened ZEC capacity to conduct electoral processes effectively;
- 1.2 The electoral culture is strengthened;
- 1.3 Improved access to the electoral process for women, youth and persons with disabilities;
- 1.4 Strengthened electoral dispute resolution mechanisms.
  
- 2.1 Strengthened democratic political parties and increased interparty tolerance;
- 2.2 Improved media reporting on electoral processes and media advocacy to improve access to information.

### **3.2. Indicative Activities**

Indicative activities related to Output 1.1

- Registration of newly eligible voters and increased and inclusive voter registration in districts that currently have low rates of registration

<sup>12</sup> Women constitute approximately 52% of the total Zimbabwe's population with 48 percent of them aged between 15 and 49. Likewise, youth form the largest constituency with over 75% of the population being under 35 years (Zimbabwe National Statistics Agency 2019 report).

<sup>13</sup> Projects being finalised, funded under European Instrument for Democracy and Human Rights (EIDHR) 2020 and Non State Actors and Local Authorities (NSA-LA) respectively

- Setting up mechanisms for effective and transparent management of the biometric voter register
- Development and implementation of the relevant protocols and partnerships to sustain accuracy of the voter register
- Consultations with other institutions and stakeholders involved in boundary delimitation, including political parties, CSOs, chiefs and the citizens
- Development of procedures for delimitation, including dispute resolution
- Mapping of infrastructure and expertise requirements for handling the constituency delimitation data, including through the Geographic Information System (GIS)
- Advice on the development of a results management system and relevant procedures and regulations
- Conduct a human resource capacity needs assessment and a human resource capacity management plan, including for promoting gender equality and retaining institutional knowledge and managing generational transitions
- Regional and international exchanges, best practices and technical advice, including through South-South cooperation, especially among the countries of the Southern African Development Community (SADC)
- Development of capacity-building curricula and modules around democratic governance and electoral administration
- Strengthening of systems, processes and capacities for collection, analysis and dissemination of data on election-related issues in order to facilitate evidence-based decision making and outreach
- Develop plans for the sustainable management of assets and infrastructure, including maintenance, upgrades and replacement using national resources

#### Indicative activities related to Output 1.2:

- Updating of ZEC strategy for voter education, covering the electoral activities of the cycle, ensuring Covid-19 compliance and inclusive access to voter education
- Developing voter education materials, roadshows, Public Service Announcements, including those tailored for women and specific groups, such as youth and persons with disabilities
- Create partnerships with institutions to deliver voter education, including universities
- Create a ZEC mobile phone application to deliver voter education content
- Re-branding of ZEC, including through pro-active sharing of electoral information, overhaul of the ZEC website, enhanced use of social media and deployment of a spokesperson
- Consultations, dialogue and collaboration with electoral stakeholders, notably political parties, observers, civil society organisations and the media
- Advance a code of conduct for the media in relation to elections
- Capacity building of the Media Commission to uphold and enforce good practices and ethics in the media in relation to elections
- Development and deployment of an IT solution for the identification, analysis and response to disinformation cases through multi-stakeholder fact-checking platforms
- Advice on the revision of the electoral legal framework, regulations and procedures
- Broad-based and inclusive consultations and dialogue on the proposed changes to the electoral legal framework, regulations and procedures

#### Indicative activities related to Output 1.3:

- Developing a Gender Action Plan as a follow up to the adoption of the ZEC Gender and Inclusion Policy.
- Conduct capacity building programmes on gender and elections for electoral stakeholders
- Support to the Gender Commission and other stakeholders for the roll out of the Gender Observatory Election Monitoring
- Create an online mechanism that allows for youth organisations and/or platforms (including young women, young people with disability) to feed back the concerns of their constituencies to ZEC
- Engagement with the Education Ministry and academic institutions on relevant modules to strengthen leadership skills for youth and implementation of these modules in schools and universities
- Consultations with Organisations for Persons with disabilities and other CSOs to improve information accessibility and enhance inclusion of PWDs
- Improve access to the electoral process for PWDs
- Enhance capacity of Disabled Persons Organisations to conduct advocacy and capacity building sessions to increase PWD participation in elections as candidates and as voters
- Conduct a comprehensive country case study on Violence Against Women in Elections (VAWE): conduct a national survey-data informed by qualitative research with women in politics and integration of incident data from existing monitoring mechanisms
- Support the development and implementation of strategies to prevent and mitigate VAWE

- Capacity building and awareness raising of key electoral stakeholders to ensure a common understanding of the occurrence, types and impact of VAWE, and enhance prevention and response

Indicative activities related to Output 1.4:

- Capacity building of the judiciary on the management of electoral claims, complaints, petitions and offences
- Operationalisation of Multiparty Liaison Committees or similar platforms on a continuous basis
- Establish an effective coordination mechanism for all Chapter 12 commissions
- Capacity building and trainings to engage traditional leaders on their role during the electoral process
- Development and roll-out of a campaign on peaceful elections with Chapter 12 Commissions and CSOs
- Training of the Zimbabwe Republican Police on elections, the respect for human rights and gender equality

Indicative activities related to Output 2.1:

- Political party strengthening
- Promote dialogue among political parties and the parties with other stakeholders
- Promote tolerance through electoral code of conduct or peace pledges
- Promote women leadership in political parties

Indicative activities related to Output 2.2

- Capacity building of media on electoral matters
- Promote access to information for both urban and rural communities
- Media monitoring including social media
- Countering miss-information and hate speech

### 3.3. Mainstreaming

#### **Environmental Protection & Climate Change**

##### **Outcomes of the EIA (Environmental Impact Assessment) screening**

The EIA (Environment Impact Assessment) screening classified the action as category C (no need for further assessment).

##### **Outcome of the Climate Risk Assessment (CRA) screening**

The CRA screening concluded that this action is no or low risk (no need for further assessment).

#### **Gender equality and empowerment of women and girls**

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. Democracy is built on the meaningful participation and representation of all people in democratic institutions and processes, with everyone having an equal right and opportunity to engage with and contribute to the functioning of public institutions and processes.

This is in line with SDG 16, target 7 ‘to ensure responsive, inclusive, participatory and representative decision making at all levels; and B ‘promote and enforce non-discriminatory laws and policies for sustainable development’ as well as SDG 5 and 10 to end discrimination and promote equality, especially output 1.3 on inclusion.

The concept is reflected in the 2013 Constitution that lays the legal framework for inclusion and equality. Gender equality is safeguarded, including through the establishment of the Zimbabwe Gender Commission, and through the electoral act, which provides for gender parity. Furthermore, ZEC produced the Gender and Inclusion policy in 2019, which seeks to guide the gender mainstreaming and equality aspirations of the Commission. Civil society organisations, and notably those who represent the interest of women, youth and persons living with disabilities, also have an important role to play in this area.

#### **Human Rights**

The action will ensure the implementation of the HRBA principles: Respect for all rights, non-discrimination, transparency, participation and accountability. Interventions will be designed ‘to leave no one behind’ in line with the human rights-based approach to programming.

## Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that similar to mainstreaming gender component, disability is also targeted in line with SDG 16, target 7 ‘to ensure responsive, inclusive, participatory and representative decision making at all levels’ and B ‘promote and enforce non-discriminatory laws and policies for sustainable development’ as well as SDG 5 and 10 to end discrimination and promote equality, especially SO 3 on inclusion.

The ZEC strategic plan and observer reports recommend a deeper engagement with PWDs to ensure that their rights are protected, and services provided to them. ZEC’s engagement with organisations for PWDs is to build capacity of ZEC to better ensure inclusion. The Convention on the Rights of Persons with Disabilities is yet to be included in domestic law although national efforts to crafting a bill have commenced.

Whereas only 28 000 persons are registered, the number of eligible PWDs is expected to reach 700 000. Despite improvements for the 2018 elections, including the use of shorter pooling booths to enhance access, targeted voter education campaigns and limited translation of voter education in braille, PWDs continue to face significant cultural and societal challenges while the issue of access remains a challenge.

## Democracy

The proposed action intends to contribute to the consolidation of the democratic process by building on the positive aspects of the 2018 electoral process and working on the 2018 EU EOM recommendations through taking an electoral cycle approach. This requires that support be provided at all stages of the electoral cycle, and not just during the election period, and to all the relevant electoral stakeholders, not just the Electoral Management body. Therefore, focus will be on strengthening the capacity of the electoral administration to conduct democratic elections, on the one hand, and capacitating voters and electoral stakeholders to take on their electoral duties and monitoring role on the other. Although the electoral legal framework has improved, there is still need for further amendments, which will also be considered in this action.

## Conflict sensitivity, peace and resilience

In line with SDG 16 target 1 ‘significantly reduce all forms of violence and related death rates everywhere’ and target 3 ‘promote the rule of law at the national and international levels and ensure equal access to justice for all’, strengthening electoral dispute resolution (SO4), acknowledges the intrinsic connection between strong democratic institutions and resilient and peaceful societies. The objective makes the link between electoral assistance and conflict prevention efforts; supporting conflict sensitive electoral assistance programmes, while programming specific conflict prevention activities.

The Constitution underlines the principles of peaceful, free and fair elections, free from violence and electoral malpractices, assigning to the Zimbabwe Election Commission the specific role of safeguarding peaceful elections, while assigning to the National Peace and Reconciliation Commission the function to ensure post-conflict justice, the peaceful resolution of disputes, the promotion of peace and the prevention of conflict. Multi-Party Liaison Committees have been set up as per the Electoral Act to ‘to resolve any disputes, concerns, matters or grievances relating to the electoral process’ and it is the wish of the ZEC to capacitate and support the operationalisation of similar institutions to work on a continuous basis.

**Disaster Risk Reduction:** This action has no or little impact on disaster risk reduction.

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## 3.4. Risks and Lessons Learnt

| Category | Risks  | Likelihood<br>(High/<br>Medium/<br>Low) | Impact<br>(High/<br>Medium/<br>Low) | Mitigating measures   |
|----------|--|---|-------------------------------------|---|
| 1        | Unstable political environment, limitations on campaigning by opposition | H                                       | H                                   | Facilitate dialogue and mediation between political parties<br>Support appropriate trust building processes |

|   |   |   |   |   |
|---|---|---|---|---|
| 4 | Insufficient progress made in the electoral reform process  | M | M | Continuous political dialogue between the Government, ZEC and the political parties<br>Political dialogue (art.8)<br>Policy dialogue                            |
| 2 | Insufficient funding made available by the government and development partners                                    | M | M | Different scenarios developed with different level of ambition in terms of expected results.<br>Continuous political dialogue between the EU and the Government |
| 5 | ZEC does not engage with stakeholders on the electoral reform process   | M | M | Continuous political dialogue between the EU and the Government<br><br>Leverage on the EU support provided through UNDP to ZEC                                  |
| 1 | Shrinking operating environment for CSOs  | H | M | Advocate to the Government of Zimbabwe for democratic space in line with the constitution<br>Reach out to key MPs   |
| 1 | Risk of electoral violence pre-during and post elections;   | H | H | Continuous political dialogue between the EU and the Government and the political parties   |
| 1 | EU reputational risks when engaging with state actors and risks of doing harm or of political instrumentalisation | H | M | Continuous political dialogue between the EU and the Government   |

#### Lessons Learnt:

- Support to elections are likely to generate more lasting results if based on a full electoral cycle approach.
- Some of the key improvement in the conduct of the 2018 harmonised elections are attributed to the ‘risky’ support of the EU to institutional and technical strengthening of ZEC. The mid-term evaluation of the previous electoral support recommended that this momentum be sustained in view of future election cycles.
- Introduction of sensitive processes such as constituency delimitation or result management should involve inclusive and extensive consultations with key concerned stakeholders, notably political parties, from the early design.
- Long-term sustainability of the Biometric Voter Registration (BVR) will require substantial software, system and procedural upgrades.
- The Zimbabwe Election Support Network-led model that encouraged a large variety of civil society organisations to organise around thematic clusters, and notably coalesce under a joint election observation platform has greatly assisted in mobilising resources, increasing coverage and ensuring consistency in observation methodologies, while speaking with one voice. This has amplified the reach of their findings and attracted the attention of policymakers.
- The collaboration between ZEC and CSOs in the design and delivery of civic and voter education proved to be a game changer for the 2018 elections. This allowed for all parties to leverage on each other’s strength to improve the delivery of voter education both in content and reach.
- Provide civic education on a continuous basis and expand its reach to institutions of higher learning and secondary schools and target first-time voters or specifically target minority groups.
- Amplify messages around secrecy of the ballot, the role of traditional leaders or the management of results and, more generally, responsiveness to arising misunderstandings or rumours.
- While reform and liberalisation of the media sector go well beyond the scope of electoral cycle support, there is an opportunity for ZEC to provide much needed guidance operationalising the principle of ‘equity’ into a clear sets of rules or calling out violations by regularly publishing the results of its media monitoring.
- Despite challenges encountered in 2018, capacitation of political parties to conduct oversight of the poll should remain a priority area for future interventions, as it constitutes an essential safeguard for the integrity and transparency of polling, counting and the tabulation of electoral results.

### 3.5. The Intervention Logic

The EU will apply an electoral cycle approach which builds upon the track record of past EU cooperation in this area. This approach recognises that electoral support is most effective when provided across electoral cycle phases. It takes the view that the post-electoral period is most conducive to strengthening institutions, consolidating democratisation efforts and fostering trust and resilience. Engagement with relevant institutions (e.g. the Zimbabwe Electoral Commission, Parliament), political parties, CSOs (notably those representing women, youth and PWDs), and media will be required continuously throughout the electoral cycle to build trust and confidence in the electoral process and to prevent electoral malpractices and violence in a sustained manner. The EU will assess its support to the electoral cycle on a regular basis and adapt it accordingly.

An electoral cycle approach also provides an opportunity for recommendations by the EU EOM to be taken into account in the next cycle. The key recommendations targeted include the need for greater transparency on electoral preparations and making electoral information easily accessible, enhancement of the voter registration in ‘under registered’ districts, support to a credible boundary delimitation process, access to the media by all political parties, more coherent and fully explained results management, follow up to complaints, alignment of the electoral act as well as making multi party liaison committees a continuous feature.

The **underlying intervention logic** for this action is that peaceful and inclusive societies require effective and accountable and inclusive institutions at all levels. A key condition for government institutions to be effective, accountable and inclusive is for every citizen to have the right and opportunity to take part in the conduct of public affairs, including through freely chosen representatives, and to vote and to be elected at genuine periodic elections. Genuine elections, in turn, require election management bodies to be independent, impartial, transparent, professional and sustainable, and for election processes to be implemented in a manner that ensures accountability, inclusive participation and that furthers justice and peace. Furthermore, an accountable, inclusive, just and peaceful electoral process requires a conducive environment for civil society and independent media to hold the government and ZEC to account while strengthening the different stakeholders to fulfil their respective roles. The action is contributing to the TEI on Gender Equality and Women’s Empowerment and will thus reinforce the intervention logic of the TEI.

More specifically, the action focusses on effectiveness, accountability, gender and inclusion and peace and justice:

It seeks to enhance the effectiveness of ZEC by strengthening its capacity to run electoral processes effectively and, in a credible manner, through capacity-building and technical assistance to the processes of voter registration, boundary delimitation and results management.

Enhanced accountability and transparency in the electoral process through continued ZEC voter education and stakeholder engagement and strengthened capacity of the media, the Chapter 12 Commissions, CSOs, political parties and ZEC to provide and monitor equitable coverage of the electoral process.

Improved participation and representation of women, youth and persons with disabilities through ZEC implementation of its gender equality and inclusion policy, further improved sensitivity and capacities of ZEC and other electoral stakeholders to inclusion issues and making the electoral processes more accessible and inclusive and preventing violence against women in elections.

Increased election stakeholder access to justice and reduced election-related violence through strengthening the different mechanisms that identify potential sources of conflict, mitigate against the risks, allow for dialogue and mediation and resolve disputes if they arise.

Bearing in mind the Covid-19 pandemic, the action will also support ZEC and other electoral stakeholders to adjust to the new context. Taken together, these outcomes will enhance trust in the electoral process and confidence in the results.

### 3.6. Logical Framework Matrix

At action level, the indicative logframe should have a maximum of 10 expected results (Impact/Outcome(s)/Output(s)).

It constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest.

New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

| Results                              | Results chain (@):<br>Main expected results (maximum 10)                                   | Indicators (@):<br>(at least one indicator per expected result)  | Baselines<br>(values and years)   | Targets<br>(values and years)                             | Sources of data  | Assumptions   |
|--------------------------------------|--|--|---|---|--|---|
| <b>Impact</b>                        | To promote a functioning pluralistic, participatory and representative democracy           | Country score according to the Electoral Democracy Index developed by V-Dem  | EDI 0.29 (2020)   |   | <a href="https://www.v-dem.net">https://www.v-dem.net</a>  | <i>Not applicable</i>   |
| <b>Outcome 1</b>                     | 1 Improved electoral operational efficiency, integrity and accuracy of electoral processes | 1.1 Number of countries supported by the EU to conduct elections and/or improve their electoral process**<br>1.2 Percentage of eligible voters who registered, disaggregated by sex, age and vulnerable groups | 1.1<br>1.2 79 <sup>14</sup> % (2018)  | 1.1 1<br>1.2 80 %   | 1.1 EU intervention monitoring and reporting system and project reports.<br>1.2 ZEC, ZEC Blue Book indicator | Information on census data available by 8/ 2022 ZEC will continue stakeholders engagement at all important stages |
| <b>Outcome 2</b>                     | 2 Enhanced conducive environment for credible elections                                    | 2.1 Number of the 2018 EU EOM recommendations implemented  | 2.1 23 recommendations, 16 not implemented, 4 ongoing, 1 partially, and 2 too early to assess (2020)  | 2.1 progress in 12 recommendations                        | 2.1 EOM, CSO reports   | The operating environment will allow key stakeholders to operate freely   |
| <b>Output 1 related to Outcome 1</b> | 1.1 Strengthened ZEC capacity to conduct electoral processes effectively                   | 1.1.1 % of recommendations of results management system assessment report implemented<br>1.1.2 Level of accuracy of voter register   | 1.1.1 no report (2021)<br>1.1.2. The capture rate of registered voters by district shows a few anomalies, including under-representation of urban areas compared to rural areas | 1.1.1 Report produced 2022, 75 % implemented<br>1.1.2 tbd | 1.1.1 ZEC, CSO reports<br>1.1.2 CSO audit of voters roll   | Government avails sufficient funding  |
| <b>Output 2 related to Outcome 1</b> | 1.2 The electoral culture is strengthened  | number of of participants in dialogue on electoral reform disaggregated by sex   | 1.2.1 +/- 500   | 1.2.1 7500 (3250 women)                                   | ZEC<br>ZEC   |   |

|                                      |   |   |  |   |   |   |
|--------------------------------------|---|---|--|---|---|---|
|                                      |   | Number of persons trained by the EU-funded intervention with increased knowledge and/or skills on voter education, disaggregated by sex, age, disability status, institution type (university, etc)   | tbc<br>(2021)<br>1.2.2 tbd   | 1.2.2 tbd   |   |   |
| <b>Output 3 related to Outcome 1</b> | 1.3 Improved access to the electoral process for women, youth and persons with disabilities             | 1.3.1 Status of the Gender Action Plan developed with EU support<br>1.3.2 Status of the country case study on violence against women in elections (VAWE) with EU support  | 1.3.1 there is no Gender Action Plan<br><br>1.3.2 there is no VAWE case study                      | 1.3.1 The Gender Action Plan is developed<br>1.3.2 VAWE case study to be conducted and results disseminated | 1.3.1 Gender Action Plan<br>1.3.2 Progress and final reports of the EU funded interventions | Political environment remains stable  |
| <b>Output 4 related to Outcome 1</b> | 1.4 Strengthened electoral dispute resolution mechanisms  | 1.4.1 Number of complaints, including electoral fraud claims investigated by the appropriate authorities throughout the electoral process   | 1.4.1 not measured   | 1.4.1 95  | ZEC, EOM report   |   |
| <b>Output 1 related to Outcome 2</b> | 2.1 Strengthened democratic political parties and increased interparty tolerance                        | 2.1.1 Number of political representatives trained by the EU-funded intervention with increased knowledge on electoral processes disaggregated by sex, age, disability status  | 2.1.1 to be identified in the inception phase  | 2.1.1 Will be identified in the inception phase   | EOM, Progress and final reports for the EU-funded intervention                              | Key stakeholders are willing to engage and participate in electoral processes |
| <b>Output 2 related to Outcome 2</b> | 2.2 Improved media reporting on electoral processes and media advocacy to improve access to information | 2.2.1 Number of media actors trained by the EU-funded intervention with increased knowledge and/or skills on X (please specify the relevant topic), disaggregated by sex<br><br>2.2.2 Quality of reporting of trained media actors (print, TV, radio, online) | 2.2.1 to be identified in the inception phase<br><br>2.2.1 to be identified in the inception phase | 2.2.1 Will be identified in the inception phase<br><br>2.2.1 Will be identified in the inception phase      | media monitoring reports, EOM, Progress and final reports for the EU-funded intervention    |   |

<sup>14</sup> Based on outdated census data. Baseline might have to be re-visited following the 2022 census data, data still to be disaggregated

## 4. IMPLEMENTATION ARRANGEMENTS

### 4.1. Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Republic of Zimbabwe.

### 4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 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 responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

### 4.3. Implementation of the Budget Support Component

N/A

### 4.4. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>15</sup>.

#### 4.4.1. Direct Management (Grants)

##### **Grants: (direct management)**

##### **(a) Purpose of the grant(s)**

The grants will target the specific objective 2 'To enhance a more conducive environment for credible election'.

Field of intervention will be, inter alia: capacity building of political parties, revitalisation of the electoral code of conduct or peace pledges, promoting interparty dialogue, strengthening community radios, media monitoring and countering mis-information, training of media stakeholders.

This call will be launched in April 2022 under a suspensive clause prior to the adoption of this Decision. This is justified because the engagement with relevant institutions, political parties, CSOs, and media requires continuous attention throughout the electoral cycle to build trust and confidence in the electoral process and to prevent electoral malpractices and violence in a sustained manner. With the elections scheduled for mid-2023, there is an urgent need to start activities fostering transparency, trust and resilience before the country shifts to full electoral campaigning mode. The grants should be signed before the start of the electoral boundary delimitation which is foreseen to start October 2022.

##### **(b) Type of applicants targeted**

All types of CSOs and their associations originating from countries eligible under the NDICI Regulations.

##### **(d) Exception to the non-retroactivity of costs**

The Commission authorises that the costs incurred may be recognised as eligible as of May 2022 because of the urgency to conduct trust-building measures early on in the electoral cycle.

#### 4.4.2. Indirect Management with an international organisation

<sup>15</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

A part of this action may be implemented in indirect management with the United Nations Development Fund (UNDP) through a basket fund. This implementation entails the activities under specific objective 1 ‘To improve electoral operational efficiency, integrity and accuracy of electoral processes’. The envisaged entity has been selected using the following criteria:

- Past experience in capacity building measures for Government in Zimbabwe in support of ZEC
- Proven policy dialogue in democratisation and electoral support

UNDP has been implementing capacity building measures for Government under previous programmes and will build on this experience to further support capacity development of ZEC. The part of the action to be implemented by UNDP is a continuation of the programme ‘Zimbabwe Electoral Commission Capacity Building Project’ and will consolidate and build upon the respective achievements.

#### **Exception to the non-retroactivity of the costs**

The Commission authorises that the costs incurred may be recognised as eligible as of 1 April 2022. The action follows the electoral cycle approach which takes the view that the pre-electoral period is most conducive to strengthening institutions, consolidating democratisation efforts and fostering trust and resilience. Furthermore, the programme will support activities related to the boundary delimitation which will take place throughout 2022.

#### 4.4.3. Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

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 4.4.1.

#### 4.5. 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 on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.6. Indicative Budget

| <b>Indicative Budget components</b>   | <b>EU contribution<br/>(amount in EUR)</b> | <b>Third-party<br/>contribution, in<br/>currency identified</b> |
|---|--|---|
| <b>Implementation modalities – cf. section 4.4</b>  |  |   |
| <b>[Objective 1] To enhance the institutional and technical capacity of the Zimbabwe Electoral Commission to meet its constitutional mandate</b><br>composed of |  |   |
| Indirect management with UNDP - cf. section 4.4.2   | 4 500 000                                  | USD 4 377 000<br>(indicative)                                   |
| <b>[Objective 2] To contribute to a more conducive environment for credible elections</b><br>composed of  |  |   |
| Grants (direct management) – cf. section 4.4.1  | 1 400 000                                  | N.A.  |

|                                     |               |                               |
|-------------------------------------|---------------|-------------------------------|
| <b>Evaluation</b> – cf. section 5.2 | 100 000       | N.A.                          |
| <b>Audit</b> – cf. section 5.3      |               |                               |
| <b>Totals</b>                       | EUR 6 000 000 | USD 4 377 000<br>(indicative) |

#### 4.7. Organisational Set-up and Responsibilities

The governance arrangement for the activities related to the electoral support to ZIM-ECO 2 will be based on a two-tier formal structure. It will consist of:

- The project board (PB) will be responsible for the overall strategic guidance of the project and make policy decisions having the annual work-plan and the results framework as a reference. The PB will be co-chaired by the ZEC Chairperson and the UNDP Resident Representative. It includes participation from funding partners. It meets at least three times a year;
- The technical working group (TWG) will discuss and coordinate the technical aspects of the support to ZEC. It will be chaired by the chief electoral officer (CEO) and involve ZEC secretariat staff at the directors level, technical advisors from UNDP and UNWomen as well as the possible funding partners contributing to the basket fund.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

## 5. PERFORMANCE MEASUREMENT

### 5.1. 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 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).

Roles and responsibilities for data collection, analysis and monitoring:

Quarterly monitoring reports will be coordinated by UNDP, which will be discussed during the project board meetings as well as during ad hoc technical meetings.

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, disaggregated minimum by sex, age, and disability, where relevant, using as reference the log frame matrix. Different electoral observation missions – domestic, regional and international – will also provide information about progress and challenges.

### 5.2. Evaluation

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

A final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account, in particular, the fact that the results of this programme should inform the progress with regard to the implementation of the EU EOM recommendations. If feasible, the evaluation will be coordinated with those carried out to evaluate other actions' contribution to the TEI on Gender Equality and Women's Empowerment.

The Commission shall inform the implementing partner at least one month in advance of the dates envisaged 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 following the best practice of evaluation dissemination. 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.

Evaluation services may be contracted under a framework contract.

### 5.3. Audit and Verifications

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 audit or verification assignments for one or several contracts or agreements.

## 6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

## APPENDIX 1 REPORTING IN OPSYS

An Intervention<sup>16</sup> (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: 'a given contract can only contribute to one primary intervention and not more than one'. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a 'support entities'. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

| <b>Option 1: Action level</b>       |               |   |
|-------------------------------------|---------------|---|
| <input checked="" type="checkbox"/> | Single action | Present action: all contracts in the present action |

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<sup>16</sup> [ARES \(2021\)4204912](#) - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including 'action' and 'Intervention' where an 'action' is the content (or part of the content) of a Commission Financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).