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

**ANNEX 1**

to the Commission Implementing Decision on the financing of the annual action plan in favour of the Republic of Mozambique for 2023 – Part 1

**Action Document for Support to Democratic Governance in Mozambique**

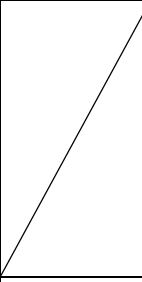
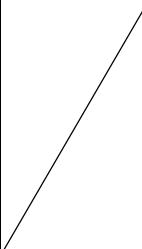
**ANNUAL PLAN**

This document constitutes the annual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

## 1 SYNOPSIS

### 1.1 Action Summary Table

<b>1. Title CRIS/OPSYS business reference Basic Act</b>	Support to Democratic Governance in Mozambique OPSYS number: ACT- 61916 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)/ Overseas Association Decision/European Instrument for International Nuclear Safety Cooperation Regulation
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Mozambique
<b>4. Programming document</b>	Multiannual Indicative Programme (MIP) 2021-2027 for Mozambique
<b>5. Link with relevant MIP(s) objectives / expected results</b>	<b>MIP Objective: Strengthened democratic system (transparency, accountability and the rule of law) and economic governance frameworks for a more inclusive and just society in Mozambique.</b> Expected results: Improved transparency and accountability of democratic institutions at central and decentralised levels, including oversight by the parliament and civil society; and Improved efficiency, integrity and accuracy of the electoral processes.
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	Priority area 3: Governance, Peace and Just Society
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG: SDG 16 – Peace, Justice and Strong Institutions. Other significant SDGs: SDG 5- Gender Equality; SDG 10: Reduced Inequalities; SDG 17 – Partnerships for the Goals.
<b>8 a) DAC code(s)</b>	15151 - Elections 15150 – Democratic participation and civil society 15152 – Legislatures and political parties 15152 – Women’s rights organisations and movements, and government institutions
<b>8 b) Main Delivery Channel</b>	Multilateral organisations - 40000

<b>9. Targets</b>	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers</b> <b>(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"/>
	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>
Digitalisation @		<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services		YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/>	
Connectivity @		<input checked="" type="checkbox"/>	<input type="checkbox"/>	
digital connectivity energy transport health education and research		YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	

	Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line: 14.020122  Total estimated cost: EUR 5 000 000  Total amount of EU budget contribution EUR 5 000 000			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing <sup>1</sup>	Indirect management with the entities to be selected in accordance with the criteria set out in section 4.4.1 and 4.4.2			

## 1.2 Summary of the Action

Still emerging from decades of independence and civil wars, Mozambique is one of the 10 least developed countries in the world. Mozambique has held multi-party elections since 1994. Although Mozambique has launched structural reforms to improve good governance, most governance related indicators have been stagnant or followed a negative trend in recent years. The main challenges are linked to the areas of electoral integrity, freedom of expression, transparency and fight against corruption, and effective participatory engagement. New draft legislation (e.g. on media, broadcasting, non-profit organisations) has been submitted to the Parliament following limited public consultation; it could lead to a limitation of the civic space. The next municipal and general elections are expected for 2023 and 2024 respectively. Since 2017, Mozambique's Cabo Delgado province is confronted with armed violence that has resulted in over confirmed 4,000 fatalities as well as around a million internally displaced people (IDPs). The EU has been implementing an integrated approach, encompassing humanitarian, development, peace building and security actions to support the authorities towards the return to the Rule of Law.

The Action has as its overall objective to strengthen the Mozambican democratic system for a more inclusive and just society. The Specific Objectives are to improve the efficiency, integrity and inclusiveness of electoral processes; and further enable Parliament (and other public institutions) to improve draft legislation and better exercise its oversight functions. In particular, the Action will seek to i) strengthen the technical capacities of electoral stakeholders to promote credible and inclusive electoral processes; ii) enhance transparency in the electoral process through greater public outreach and information sharing by Electoral Management Bodies (EMBs) to the population; iii) improve electoral operations planning and electoral processes during and in-between the electoral cycle including during crises such as pandemics, natural disasters, security threats and possible electoral violence; and iv) support citizen election observation. In addition, it will also v) support the Assembly of the Republic through the provision of technical assistance expert analysis and research products; and vi) further develop parliamentary committees' capacity to better exercise their oversight function.

The Action is in line with Priority 3 of the Multi-Annual Indicative Plan for Mozambique 'Governance, Peace and Just Society' and its Specific Objective 1 'Strengthened democratic system (transparency, accountability and the rule of law) and economic governance frameworks for a more inclusive and just society. It builds on the project Support to Consolidation of Democracy in Mozambique 2017-2023 and its lessons learnt, as well as EU Electoral Observation Mission (EOM) 2019 and EU Election Follow-up Mission (EFM) 2022 Final Report findings and recommendations. The Action will contribute to the realisation of the EU Gender Action Plan 2021-2025 GAP III, in particular to its thematic area of engagement "Promoting equal participation and leadership" and "Women, Peace and Security", and is aligned with its Country Level Implementation Plan for Mozambique, as well as with the EU Mozambique Human Rights and Democracy Country Strategy 2021-2024, and the EU Roadmap for Engagement with Civil Society in Mozambique.

<sup>1</sup> Art. 27 NDICI

The Action will contribute to the achievement of Sustainable Development Goals (SDGs) 5, 16 and 17 promoting gender equality, peaceful and inclusive societies for sustainable development, effective, accountable and inclusive institutions at all levels, and enhancing global partnership for sustainable development through multi-stakeholder partnership mobilizing and sharing knowledge, expertise and financial resources to support the achievement of the SDGs.

## 2 RATIONALE

### 2.1 Context

In the wake of its independence, Mozambique saw its development hampered by the ensuing civil war. A fragile peace was achieved in 1992. Mozambique introduced multi-party political system and has punctually held national elections in respect of its constitutional calendar ever since. Mozambique has also enforced presidential term limits, and it has incrementally decentralized its governance pursuant to national peace agreements. During the last presidential and general elections in 2019, a number of irregularities led to the contestation of the election results, and international election observation missions, including the EU Election Observation Mission, expressed reservations regarding the process.

Although Mozambique has launched structural reforms to improve good governance, most governance related indicators have been stagnant or followed a negative trend in recent years. The main challenges are in the areas of electoral integrity, freedom of expression, transparency and fight against corruption, and effective participatory engagement. This has been accompanied by a weakened opposition, lack of effective oversight of government action and youth demanding greater political participation. New draft legislation (on media, broadcasting, non-profit organisations) have recently been submitted to the Parliament which could lead to limitations of the civic space. Although women representation in Parliament ranks fifth in Africa, and 19<sup>th</sup> in the world<sup>2</sup>, women are very much underrepresented at the lower-levels of government and they remain worse off than men in all spheres of life. Social and cultural factors continue to discriminate and exclude women and girls from the social, political and economic life. Mozambique's Cabo Delgado province is confronted with armed violence that has resulted in over confirmed 4,000 fatalities as well as around a million internally displaced people (IDPs). The EU has been implementing an integrated approach, encompassing humanitarian, development, peace building and security actions to support the authorities towards the return to the Rule of Law. The next municipal and general elections are expected for 2023 and 2024 respectively. Transparent, credible, inclusive and peaceful elections could improve public trust in and enhance the legitimacy of the electoral process.

Through the project 'Support to the Consolidation of Democracy' - implemented by the International Institute for Democracy and Electoral Assistance (IDEA), the EU together with the Austrian Development Cooperation Agency, supported the national observation and civic and voter education for the last elections and provided support to newly elected parliamentarians. The project also supported the creation of a consortium of NGOs for national observation called Integridade Citizen Election Observation Network ("Integridade"). The project will still cover the municipal elections and should end in December 2023.

Since 1994, the EU has made significant investments in international election observation, by sending EU Election Observation Missions (EOMs) to each of Mozambique's six general elections so far. This action is instrumental in supporting the outstanding Mozambique institutions' efforts to implement the recommendations of the 2019 EU Election Observation Mission and the priorities set out in the 2022 EU Follow-up Mission.

Little to no progress was made in implementing any of the 20 recommendations offered by the EU EOM 2019; they remain however pertinent and valid. Most of the priority recommendations can still be implemented before the next electoral process, should there exist political will from the Mozambican authorities. Most of these relate to the overall context of human rights and fundamental freedoms.

UNDP has put in place a comprehensive intervention, the multi-donor project 'Enhancing Democracy and Electoral Processes in Mozambique for the Electoral Cycle 2022-2025', currently supported by Norway, Canada and Spain. The project seeks to strengthen technical capacities of electoral stakeholders to promote credible and inclusive electoral processes; enhance transparency through greater public outreach and information sharing by Electoral Management Bodies (EMBs) to voters; improve operations planning, including in crisis such as COVID-

<sup>2</sup> <https://data.ipu.org/women-ranking?month=1&year=2023>

19, natural disasters, security threats and possible electoral violence; and enhance effectiveness and transparency of Electoral Dispute Resolution mechanism. The project objectives are linked to the EU EOM 2019 recommendations, and can address priority recommendations to strengthen the institutional framework for elections, principally the CNE (National Election Commission) and the Constitutional Council. USAID supports Early Dispute Resolution (EDR) institutions and election access to persons with disabilities. The US National Endowment for Democracy (NED) awarded a grant to National Democratic Institute (NDI) for political party strengthening.

Building on the work of the Support to the Consolidation of Democracy project, the Assembly of the Republic has requested assistance to better prepare technical legislation.

The Action supports the objectives set out in the Government of Mozambique's five-year plan 2020-2024 (Programa Quinquenal do Governo, PQG) which reflects the government's actions and commitments to strengthen democracy and electoral processes, preserve national unity and cohesion, promote good governance, decentralization and social justice.

The Action contributes to the Priority 3 of the Multi-Annual Indicative Plan for Mozambique 'Governance, Peace and Just Society' and its Specific Objective 1 'Strengthened democratic system (transparency, accountability and the rule of law) and economic governance frameworks for a more inclusive and just society'. It builds on the above mentioned project Support to Consolidation of Democracy in Mozambique 2017-2023 and its lessons learnt, as well as EU Electoral Observation Mission (EOM) 2019 and EU Election Follow-up Mission (EFM) 2022 Final Report findings and recommendations. It also aligns with the Country Level Implementation Plan of the GAP III for Mozambique, the EU Mozambique Human Rights and Democracy Country Strategy 2021-2024, and the EU Roadmap for Engagement with Civil Society in Mozambique for the Period 2021-2027 (especially with regards to dialogue opportunities with public authorities).

The Action seeks to contribute to the achievement of Sustainable Development Goals (SDGs), promoting gender equality (SDG 5), reduced inequalities (SDG 10), peaceful and inclusive societies for sustainable development (SDG 16), effective, accountable and inclusive institutions at all levels, and enhancing global partnership for sustainable development (SDG 17) through multi-stakeholder partnership mobilizing and sharing knowledge, expertise and financial resources to support the achievement of the SDGs.

## 2.2 Problem Analysis

Mozambique's Constitution guarantees fundamental rights and civil liberties for all its citizens. It protects the right to choose leaders through universal, direct, secret and periodic suffrage. It also enshrines permanent democratic participation in government affairs, including referenda on major national issues. It safeguards a two-term presidential limit.

Implementation of Constitutional provisions however has faced challenges. EU's and some other international partners' Election Observation Missions deployed to observe the previous cycles pointed to a number of issues that remain relevant. The paragraphs below point to some of the issues that the Action will seek to address.

In line with its obligations under the African Charter for Democracy, Mozambique follows the "independent electoral management model." All three parties represented in Parliament are also represented in the National Election Commission (CNE), at central level and all the way down to polling staff. During the pandemic, a new CNE chairperson was appointed, and most recently, a new Director-General of the STAE (Secretariat of Electoral Administration) took office. The new CNE/STAE leadership have requested **support to strengthen the capacities of the EMBs** in different areas.

Mozambique's legal framework for elections is fragmented across five laws. Many consulted stakeholders concur on the need for codification or at least harmonisation and framework modernization (highlighted also in the EU EOM 2019 recommendations). The CNE/STAE, CSOs and political parties have each submitted separate modernization and/or codification proposals to Parliament. Efforts towards codification/harmonisation /revision and modernization of the legislation have so far stalled, since **no systematic dialogue between the CNE/STAE, Parliament, political parties and CSOs** has taken place in a sustainable manner.

The 2019 EU EOM recommendation to make the **voter register permanent** is a measure that could save significant cost, but that requires an amendment to the voter registration law. Mozambique was an early adopter

of biometric voter registration, but it did not translate this investment into the streamlining of the voter register (deduplication of multiple registrations).

At the time of formulation, the CNE/STAE website remains offline. If this is not solved, the implementation of the EU EOM recommendation to **publish disaggregated results** by polling station remains complicated. The UNDP project will assist EMBs in improving the external communications media, including the institutional website.

The CNE/STAE has been involved in civic and voter education for a long time, but not all population has been appropriately targeted, e.g. youth, women, persons with disabilities. EMBs are interested in new communication approaches and channels. While Mozambique has held elections against the backdrop of the peace process, it has never faced the challenge of **registering and polling nearly one million IDPs** displaced as a result of the armed violence in the North. The security situation could limit access to parts of the territory, especially in Cabo Delgado. The CNE intends to register part of the IDPs by mobile registration. With mobile registration, without accompanying measures, stakeholders might face lack of administrative and legal certainty of when and where exactly they can register. The modified approach would also affect non-displaced citizens in IDP host areas, making voter information critical for inclusion.

The electoral processes in Mozambique are also susceptible to various **natural hazards** including the reoccurring strong cyclones and floods, which are affecting the country with an increased regularity. These could affect elections operations in certain areas, making access to some polling station difficult or impossible.

The 2019 elections attracted a high number of international election observation missions, including the African Union, SADC, CPLP, the Commonwealth Secretariat and the EU. National observation has played an important role during previous electoral processes in Mozambique. However, since the dismantling of the Observatório Eleitoral, the biggest umbrella organisation for election observation, there was a fragmentation and the disappearance of national observer groups in the period between elections. In the following ones different NGO coalitions were created and competed for funding. As the Election Follow-up Mission in 2022 pointed out, the consolidation of the national observation efforts is needed.

In the framework of the EU Support to the Consolidation of Democracy a nascent consortium of NGOs for national observation, “Integridade”, is emerging. It gathers seven NGO platforms and religious organisations focused on different issues such as integrity/transparency, gender, persons with disabilities, media, etc. Integridade plans to conduct selected Parallel Vote Tabulations (PVT) in the most competitive municipalities in 2023, but so far not for 2024. Mozambique allows PVTs and even publication of their results findings, but according to stakeholders, irregularities tend to occur before results protocols are posted—which limits the value of PVTs. In 2019, several EU-funded election observation CSOs were denied accreditation by provincial CNE branches or accredited last minute.

The 2024 general elections will result in an important number of the newly elected MPs that may have no previous experience in that role and will not be familiar with the rules and procedures and good parliamentary practices.

The Assembly of the Republic, as well as a number of Ministries, have **limited resources to address technical legislation**. Moreover, limited consultation is held on specific legislation issues. Over the past 20 years, the Mozambican Parliament has conducted four committees of inquiry. During its 2022 Fall session, the three party benches (*bancadas*) asked government 16 written questions, and six of those came from the Frelimo *bancada*.<sup>3</sup> Committees and *bancadas* only have one permanent adviser each with a general or/and law background. Technically complex legislation, has lead committees and *bancadas* to request assistance to better understand and address the implications of technical issues.

While the Parliament maintains ceremonial partnerships with a number of international and regional parliaments,<sup>4</sup> and some of its commissions have benefitted from south-south and triangular cooperation (e.g. the Budget Committee in the framework of PALOP-TL cooperation), it lacks research partnerships with peer national parliamentary research centers for the exchange of comparative knowledge and research. The Assembly of the Republic also does not engage in meaningful research partnerships with national research institutions or universities.

<sup>3</sup> [https://www.parlamento.mz/?page\\_id=4712](https://www.parlamento.mz/?page_id=4712)

<sup>4</sup> [https://www.parlamento.mz/?page\\_id=984#](https://www.parlamento.mz/?page_id=984#)

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

The direct rights-holders of this Action will be Mozambican citizens, especially women, youth and IDPs. Key stakeholders of this Action are:

- Mozambican voters. The project will seek to contribute to enhance people's understanding of their rights and responsibilities in an electoral process and in democracy in general.
- The official national entities involved in the electoral process, notably the National Electoral Commission (CNE), the Technical Secretariat of Electoral Administration (STAE), and the National Police (PRM), which will see their capacities strengthened, including at local level.
- Political parties, media, CSOs require overall training on electoral processes to increase general understanding of electoral administration, systems, rights (including women's rights) and responsibilities, electoral law, electoral cycle, electoral dispute resolutions, etc.
- The citizen election observation platform Integridade, including organizations representing women and persons with disabilities. As stated above, it is a newly established platform that will require operational and financial support, as well as capacity development in order to perform its role.
- Parliament (especially the gabinete técnico/research unit, training unit, selected committees, the three bancadas, and the youth and women's caucuses) as well as other institutions involved in the legislative process, which will benefit from technical assistance, research inputs and strengthened capacities to consult citizens.

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

**The Overall Objective** of this Action is to strengthen the Mozambican democratic system for a more inclusive and just society.

**The Specific Objectives** of this Action are to:

1. Improve the efficiency, integrity and inclusiveness of electoral processes.
2. Further enable Parliament (and other public institutions) to improve draft legislation and better exercise its oversight functions.

**The Outputs** to be delivered by this action contributing to the corresponding Specific Objectives are:

- 1.1 contributing to Outcome 1 (or Specific Objective 1): Strengthen the technical capacities of electoral stakeholders to promote credible and inclusive electoral processes;
- 1.2 contributing to Outcome 1 (or Specific Objective 1): Enhance transparency in the electoral process through greater public outreach and information sharing by EMBs to the voters' population;
- 1.3 contributing to Outcome 1 (or Specific Objective 1): Improve electoral operations planning and electoral processes during the electoral cycle including during crises such as pandemics, natural hazards, security threats and possible electoral violence;
- 1.4 contributing to Outcome 1 (or Specific Objective 1): Support to citizen election observation;
- 2.1 contributing to Outcome 2 (or Specific Objective 2): Support to the Assembly of the Republic (and other public institutions) through the provision of technical assistance, expert analysis and research products;
- 2.2 contributing to Outcome 2 (or Specific Objective 2) Further develop parliamentary committees' capacity to better exercise their oversight function.

## 3.2 Indicative Activities

### **Indicative activities relating to Output 1.1 - Strengthen the technical capacities of electoral stakeholders to promote credible and inclusive electoral processes:**

- Capacity development of CNE, STAE and PRM staff at all levels as well as to media, CSOs, and other actors in the electoral process in areas such as electoral management;
- Support to the CNE/STAE to ensure and monitor participation of women, youth and persons with disabilities.
- Develop technology- digital solutions and communication in electoral processes, and related training;
- Relaunching and populating the CNE/STAE website including its ability to display election results by polling station.

### **Indicative activities relating to Output 1.2 - Enhance transparency in the electoral process through greater public outreach and information sharing by EMBs to the voters' population:**

- Support the setting up of an inclusive election stakeholder dialogue mechanism which, among other things, could facilitate consultations on the electoral legal framework, eventually leading to an inclusive election legal framework harmonisation after the elections;
- Provision of Technical assistance, good practices and instruments to improve EMBs' capacities to increase the participation of women, youth, elder, minorities, IDPs and persons with disabilities in the electoral process;
- Support to effective online public outreach and information tools targeting women and youth, including in local languages and ensuring accessibility for persons with disabilities;
- Strengthening of EMBs communication units and elaboration and production of materials and spots (eg for radio, social media, etc) on voter information in areas of displacement;
- Set up of a mechanism to detect and analyse mis/disinformation and hate speech circulating in social networks.

### **Indicative activities relating to Output 1.3 - Improve electoral operations planning and electoral processes during the electoral cycle, including during crises such as pandemics, natural hazards, security threats and possible electoral violence:**

- Support electoral operations through the technical, logistical and operational support;
- Improve planning and budget management for electoral operations during natural hazards and security threat situations;
- Improve electoral conflict prevention, mitigation and early warning system;
- Support to planning and operationalising of voter information, voter registration and polling of IDPs in Northern Mozambique.

### **Indicative activities relating to Output 1.4 - Support to citizen election observation and advocacy**

- Technical and financial support to the "Integridade Citizen Election Observation Network";
- Provide guidance and share good practices on observation planning and instruments;
- Effective observation of the electoral cycle including pilot registration, voter registration, candidate registration, campaign, polling, counting, results publication, etc.;
- Publication and dissemination of observation results;
- Support to post-electoral electoral framework modernization advocacy by Integridade member organisations.

### **Indicative activities relating to Output 2.1 – Support to the Assembly of the Republic (and other public institutions) by providing technical assistance, expert analysis and research products**

- Capacity building of newly elected parliamentarians;
- Strengthen key units of the Assembly of the Republic (eg training, research);
- Mobilisation of experts on demand to assist parliamentary committees and benches with legislative analysis, drafting and research;
- Support the development of memoranda of understanding between the Mozambican parliament and leading Mozambican research centres and universities to supply on-demand research or specific technical information for parliamentary committees and bancadas;
- Support the development of peer-to-peer partnerships between the Mozambican parliament and research units of other Parliaments;
- Increase the capacity of the Parliament and other institutions to engage in public consultations.



**Indicative activities relating to Output 2.2 - Further develop parliamentary committees' capacity to exercise their oversight function**

- Training of parliamentary committees on parliamentary oversight principles, mechanisms and processes on the basis of the parliamentary oversight manuals previously developed for each committee;
- Training of parliamentary committees on drafting oversight reports.

### 3.3 Mainstreaming

**Environmental Protection & Climate Change**

**Outcomes of the EIA (Environmental Impact Assessment) screening** (relevant for projects and/or specific interventions within a project): N/A.

**Outcome of the CRA (Climate Risk Assessment) screening** (relevant for projects and/or specific interventions within a project): N/A.

The Action does not have direct effects on climate action except regarding potential greenhouse gases emissions caused by travels inside Mozambique, and exceptionally from/to Europe, which will be mitigated by a specific strategy and measures to curb air travelling that shall be designed and implemented during the inception and implementation phases. One central element to be included in said strategy is the usage of ICT tools whenever applicable.

Due to the proneness of Mozambique to climate change and natural hazards, like strong cyclones which are affecting the country with an increased regularity, the Action is vulnerable to climate variability and the impacts of climate change which could affect the elections operations in certain areas, making access to some polling station more difficult or impossible. The action includes support to the electoral management bodies to better plan including in context of conflict, climate change related events, pandemics, etc.

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

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1 as gender equality is a significant objective. Mozambique ranks 5 in Africa and 19 in the world in terms of women representation in Parliament, ahead of many established Western democracies<sup>5</sup>. However, women are underrepresented when it comes to the leadership positions, particularly at the lower-levels of government. In Mozambique women are worse off than men in any sphere of life (e.g. education, health, employment) and women parliamentarians do not necessarily represent women's interests in the Assembly. The Action will provide strategic guidance and technical advice to ensure that the EMBs can better communicate with voters and stakeholders on gender mainstreaming and will support effort to increase women's political participation and representation. It will also provide support in designing a mechanism to monitor violence against women during elections. One of the members of Integridade is the Núcleo das Associações Femininas da Zambézia (NAFEZA), which will provide guidance and support to the mainstreaming of gender equality in the consortium's work of observation and civic education. Implementing partners and grantees' staff will be required to be selected according to gender parity at management and field observer levels. The support to the Assembly of the Republic, headed by a woman and where 40 % are women, will include also activities involving the women caucus.

**Human Rights**

The Action supports the exercise of civil and political rights enshrined in instruments ratified by Mozambique, notably: the right to vote and to stand for election, as well as the right to participate in government (Article 25 of the ICCPR and Article 13 of the African Charter for Human and Peoples' Rights). More specifically, the Action supports the right of national civil society to observe elections, as stipulated by Article 22 of the African Charter of Democracy. Parliament's legislative agenda encompasses several proposals critical to the respect for human rights in Mozambique, including an NGO law and media laws. The Constitution provides that CSOs can challenge the constitutionality of adopted legislation with the Constitutional Court through a petition procedure supported by 2000 signatures. Parliament's First Committee is also mandated with protecting human rights.

**Disability**

<sup>5</sup> <https://data.ipu.org/women-ranking?month=1&year=2023>

As per OECD Disability DAC codes identified in section 1.1, this Action is labelled as D1, as participation of persons with disabilities is a significant objective. People with disabilities have the right to participate in the political life of the country on an equal basis with others. This right is recognized in the Convention on the Rights of People with Disabilities (ratified by Mozambique) and in national legal instruments. However, their levels of political participation remain low, being considerably disproportionate to their demographic representation. The factors that hindered the equitable participation of persons with disabilities in electoral processes, include: fear of facing accessibility-related barriers and/or negative attitudes of the officials involved in the election; dependence on third-party support to participate in elections; low levels of civic awareness; lack of an encouraging legal and policy framework. The Action will seek to increase the participation of persons with disabilities in electoral processes among other things by providing strategic guidance and technical advice to ensure that the EMBs improve accessibility requirements and outreach to persons with disabilities – including through outreach campaigns. When it comes to national observation, the Fórum das Associações Moçambicanas de Pessoas com Deficiência (FAMOD) is a member of Integridade. In this framework, FAMOD will ensure that the consortium appropriately mainstreams the rights of persons with disabilities in its civic education and monitoring activities.

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### **Reduction of inequalities**

The support to the EMBs includes activities to increase the participation of women, youth, elder, minorities, IDPs and people living with disabilities in the electoral process. The technical assistance to the EMBs and the election observation components of the Action target protection of the rights of conflict-displaced Mozambicans, who are among the most vulnerable, and therefore subject to the inequalities.

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### **Democracy**

The Action aims to support the democratically elected legislature in the exercise of its core functions to legislate and to hold government to account. The action also aims to support Mozambique's independent EMBs in line with the African Charter for Democracy, which mandates States parties to, "Establish and strengthen independent and impartial national electoral bodies responsible for the management of elections."

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### **Conflict sensitivity, peace and resilience**

Elections which are not perceived as credible, inclusive and transparent tend to have negative impact to the democratic and development processes of countries and can fuel conflict. The potential for conflict related violence for the upcoming elections remains high, and could be further complicated by the security situation in the North. The organization of voter registration and elections specially in the northern region will require an extensive planning in coordination among relevant entities ranging from the EMBs, government entities, and security forces. The Action will support the EMBs to establish early warning system to identify, report, and analyse possible electoral violence, and improve the existing mechanism for dialogue and conflict prevention. These include support to training and other measures to enhance the electoral safety and security for the National Police. The Action will also support the Parliament to play its oversight role, which may include over the security forces. The Action will seek to promote conflict prevention activities also by engaging with vulnerable and often excluded groups, including IDPs, young people, women and persons with disabilities. It focuses part of its technical electoral assistance components on the right to be informed and the right to vote of internally displaced people (IDPs) in Mozambique. The Action specifically targets youth, the demographic with the highest propensity for electoral violence, with voter information and civic education.

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### **Disaster Risk Reduction**

Natural and man-made hazards have the potential to throw elections into chaos, destroying infrastructure, displacing populations, and potentially rendering the impacted system more vulnerable to security threats. The Action intends to help the EMBs and police to improve electoral operations planning and electoral processes during the electoral cycle including crises such as pandemics, natural hazards, security threats and possible electoral violence. Disaster resistant planning should be applied to all electoral related activities: electoral operations, voter registration, candidate's nomination, results managements, electoral justice, public outreach and public information, training, etc.

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### **Other considerations if relevant**

n/a

### 3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
Stability risk	Results discrepancies exposed by PVTs in 2023 could ignite violence/political turmoil at local level.	Medium	High	Monitor results to assess the conduct of the 2024 general elections and its different aspects
Institutional risk	EMBs could perceive citizen election observation as critical of its delivery of electoral processes and decide not to engage with the entity supporting citizen observation	High	High	The Action will be implemented by two separate entities to conduct citizen observation and technical assistance to the EMBs, in order to avoid conflicts of interest, and to build trust by the EMBs
Operational risk	CSOs insist on individual institutional autonomy, which jeopardizes the coherence of Integridade in terms of centralising and analysing field data	High (already manifest)	High	Integridade will be robustly framed by consensual strategic and operational planning commitments, as well as by stringent financial procedures and payment schedules, all the way down to individual observer level
Security risk	Armed violence in the North (or climate change events) affects normal election registration and voting processes including limiting access to some districts and/or making elections impossible in certain locations	High	High	Need for contingency planning and good coordination and articulation between all entities involved including military and security forces
Security risk	Citizen election observers are targeted by security services. This risk may be exacerbated in violence affected areas in the North.	Low	High	Citizen observer organizations to exchange respective codes-of-conduct with security services at central and local level , and to set up emergency communication channels. Threat assessments to be conducted prior to field deployment. Implementing partner to provide support for possible arrested observers
Operational risk	CSOs are denied accreditation by provincial election commissions, or receive accreditation very late (as in 2019).	Medium	Medium	Advocacy with EMBs at central and provincial levels. Timely activation of the permanent dialogue mechanism. CSOs submit accreditation requests well in advance
Gender risk	International and national implementing partners disregard EU donor policy on gender equity	Medium	High	Ensure requirements are included in the contract and respect thereof monitored.
Political risk	The beneficiary institutions (EMBs, Assembly of the Republic, etc) do not follow through on their TA requests or on agreed activities	High	Medium	Follow up meeting first at technical level, then with leadership when required
Political risk	Implementation of EU EOM recommendation stalls	High	Medium	Support setting up a permanent multilateral electoral modernization dialogue forum that periodically

				revisits national and international recommendations
Sustainability risk	The Integridade platform fails to institutionally consolidate, its coordination remains scattered and it fades as a recognized entity	<b>Medium</b>	<b>Medium</b>	Sub-grants provided to the Integridade platform should work as a learning by doing approach and seal the alliance of the partnering CSOs.
Political Risk	The Integridade platform fails to represent the regional, cultural and religious Mozambican diversity.	<b>High</b>	<b>High</b>	The EU and partners involved in implementing the action demand diversity of the platform
Environmental risk	Natural hazards with impact for the electoral cycle	<b>Medium</b>	<b>High</b>	Support to the EMBs to plan for contingency plans on electoral activities during natural hazards.

#### **Lessons Learnt:**

In the area of citizen election observation, Mozambique's historical model of a nationwide coordinated network could not be sustained in 2019, as the 2014 Observatorio was disbanded, and also because donors have been unable to pool international funding in a single observation structure. The 2019 EU EOM report therefore recommended to reconstitute a national network for the 2023-2024 cycle. At the time of formulation, a grouping of seven CSOs gathered around the Center for Public Integrity (CIP) to coordinate citizen election observation under the umbrella network "*Integridade*". *Integridade* is still working on joint strategic, operational and budgetary planning. For municipal election observation purposes, coherence of observation networks is less critical, than for observation of national elections in 2024.

The ongoing EU Support to the Consolidation of Democracy project has drafted an electoral law reform package in consultation with selected experts, CSOs and personalities. The draft law addresses several, but not all reform-related EU EOM 2019 recommendations.

It is good practice to segregate implementation partners for election observation and technical assistance to the EMB respectively. The proposed Action therefore relies on separate implementing partners for the two types of interventions, in order not to imperil implementation of selected EU EOM 2019 recommendations by the EMBs.

### 3.5 The Intervention Logic

The underlying intervention logic for this action seeks to strengthen the Mozambican democratic system for a more inclusive and just society (Objective 1). The first specific objective is to **improve the efficiency, integrity and inclusiveness of electoral processes**. This will be achieved by for example **responding to formal requests for EU technical assistance by the EMBs**, as well as **addressing selected EU EOM recommendations** by setting up an inclusive, sustainable dialogue mechanism on electoral reform. **Furthermore, conducting evidence-based assessment of the 2024 electoral process through citizen election observation** is expected to also contribute to Objective 1.

The second specific objective is to **increase the quality, transparency and inclusiveness of parliamentary legislative and oversight processes to make them more open and accessible to the public, especially women and youth**. This will be achieved inter alia through training, the provision of technical assistance and means to Parliament to access comparative research from partnerships with peer parliamentary research centers for a more informed consultation process, mobilization of technical assistance, etc.

The logic assumes that:

**IF** the new leadership of the electoral management bodies is supported and institutional capacities strengthened; **IF** meaningful participation of voters (including those displaced, youth, women and persons with disabilities) elections is enabled; **IF** targeted voter information civic education reaches the population including youth, women and persons with disabilities; and **IF** participation of citizens, especially women and youth, in accountability through increased parliamentary legislative scrutiny and government oversight is increased **THEN:**

- 1) the efficiency, integrity and inclusiveness of electoral processes will improve, and
  - 2) Parliament will be enabled to improve draft legislation and to better exercise its oversight functions
- so that **the Mozambican democratic system for a more inclusive and just society will be enhanced**.

This intervention logic assumes that Mozambican stakeholders and particularly Parliament, Political Parties, EMBs, election observation CSOs and other relevant actors will take ownership of the Action

### 3.6 Logical Framework Matrix

This indicative logframe 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 (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years) To be identified during inception phase	Sources of data	Assumptions
Impact	To strengthen the Mozambican democratic system for a more inclusive and just society	1. BTI Transformation Index	1. BTI index 2022 Political Transformation 4.18 (moderate autocracy) Governance index 4.21 (weak)	1 (2028)	1 Election observation reports and empirical data they collect (PVTs etc)  BTI index reports,	<i>Not applicable</i>
Outcome 1	1.Improve the efficiency, integrity and inclusiveness of electoral processes	1.1 Percentage of adult IDPs from the Cabo Delgado conflict who were able to register and vote  1.2 CNE publishes results disaggregated by polling station  1.3 Electoral legislation harmonised  1.4 Civil society consortium effectively observes and assesses the 2024 general elections according to an established observation plan	1.1 2022 (2019)  1.2 CNE website does not work and disaggregated results not published by polling station, gender and age, group  1.3 5 different laws related to elections with some overlaps and contradictions  1.4 Integridade under establishment. Plans being prepared. In	1.1 (2024)  1.2. (2024)  1.3 (2028)  1.4 (2024)	1.1 IOM statistics, voter registration and turnout data  1.2 CNE/STAE website.  1.3 CNE website, official gazette  1.4 Integridade reports, copies of the plan	Elections can be held in conflict areas and/or areas of displacement

			2019 elections national observers faced difficulties for accreditation and observation			
<b>Outcome 2</b>	2. Further enable Parliament (and other public institutions) to improve draft legislation and exercise oversight functions	2.1 % of Newly elected MPs having benefitted from capacity development activities, disaggregated by sex  2.2 Training and research units of the Assembly of the Republic have more instruments to offer MPs to improve their work	2.1 Four committees of inquiry (2000-2019)  2.2 Questions currently published per session-will need to total all sessions of the 2019-2024 legislature	2.1 (2028) 80%  2.2 (2028)	2.1 Assembly of the Republic and Implementers' reports  2.2 Assembly of the Republic and Implementers' reports	Assembly of the Republic open to assistance
<b>Output 1 relating to Outcome 1</b>	1.1 Strengthen the technical capacities of electoral stakeholders to promote credible and inclusive electoral processes	1.1.1 Percentage of CNE/STAE staff who benefited from capacity initiatives and trained to conduct inclusive, credible, and peaceful elections, disaggregated by sex  1.2 Number of voters registered for presidential and parliamentary elections, disaggregated by sex in Electoral Data Center	1.1.1 (2019) 70%  1.1.2 (2019) 12,945,921 (Men-47%, Women- 53%)	1.1.1 (2026)  1.1.2 (2026)	1.1.1 CNE-STAE and implementers' reports  1.1.2 CNE-STAE and implementers' reports	CNE-STAE remain open to cooperation



Output 2 relating to Outcome 1	1.2 Enhance transparency in the electoral process through greater public outreach and information sharing by EMBs to the voters' population	1.2.1 Number of dialogues of the coordination mechanism held	1.2.1 (2022) 0			1.2.1 Press reports, dialogue forum minutes	CNE-STAE remain open to cooperation	
		1.2.2 Nr of events to promote regular exchange among political parties, civil society organization, media and academia on electoral transparency						1.2.1 (2026) At least 2 per year
		1.2.3 Nr campaigns to promote women, youth, elder, minorities, IDPs and people living with disabilities in the electoral process						1.2.2 (2026) At least 2
		1.2.4 Develop 1 mechanism to detect and analyse mis/disinformation and hate speech circulating in social networks						1.2.3 (2026) At least 2
								1.2.4 (2026) 1 mechanism set up
Output 3 relating to Outcome 1	1.3 Improve electoral operations planning and electoral processes during the electoral cycle including during the crisis such as pandemics, natural hazards, security	1.3.1 Nr of trainings on Electoral Budget Planning to STAE staff, disaggregated by sex	1.3.1 2023 0	1.3.1 (2026) At least 2	1.3.1 CNE-STAE and implementers' reports	CNE-STAE remain open to cooperation		
			1.3.2 2023 0	1.3.2 (2026) At least 2	1.3.2 CNE-STAE and implementers' reports			
		1.3.2 Nr trainings on pandemics/Natural	1.3.3 2023 0	1.3.3 (2026) 2 At least 2	1.3.3 CNE-STAE and implementers' reports			

	threats and possible electoral violence	Disaster/Security Threats  1.3.3 Nr. of trainings on conflict prevention and early warning system				
<b>Output 4</b>  <b>relating to Outcome 1</b>	1.4 Supported citizen election observation	1.2.1 Percentage of planned polling stations effectively observed  1.2.2 Percentage of deployed observers who were women  1.2.3 Percentage of deployed observers who were under-30  1.2.4 Number of Integridade observers trained and examined, disaggregated by sex  1.2.5 strategic, operational, training, budgeting and payment plan drafted and signed by all Integridade partners	1.2.1 (2019) TK  1.2.2 (2019) TK  1.2.3 (2019) none known  1.2.4 (2019)  1.2.5 Under development at the moment	1.2.1 (2024) 95%  1.2.2 (2024) 45%  1.2.3 (2024) 60%  1.2.4 (2024) 2000  1.2.5 (2024) strategic, operational, training, budgeting and payment plan drafted and signed by all Integridade partners	1.2.1 Integridade central server  1.2.2 Integridade central server  1.2.3 Integridade central server  1.2.4 Integridade central server  1.2.5 Reporting by implementing partner	Relevant CSOs are accredited and have access to required locations for observation purposes
<b>Output 1</b>  <b>Relating to Outcome 2</b>	2.1 Support to the Assembly of the Republic (and other public institutions) through the provision of technical assistance, expert	2.1.1 Peer research partnerships set up with research centers at peer national parliaments and	2.1.1 Number of research partnerships with national parliaments and research centres or	2.1.1 (2028) Three partnerships established  2.1.2 (2028) Number of research requests received by the project in 2024-2028	2.1.1 Copy of partnership MoUs  2.1.2 Research request management system  2.1.2 Proof of products delivered	Parliament sustains its demand for external support

	analysis and research products	<p>research centres or universities</p> <p>2.1.2 Number of research requests received</p> <p>2.1.3 Nr of assistance requests from committees and benches positively responded to/effectively supported</p>	<p>universities in place in 2022</p> <p>2.1.2 Number of research requests received in 2022</p> <p>2.1.3 Nr of assistance requests from committees and benches positively responded to/effectively supported in 2022</p>	<p>2.1.2 (2028) Number of research products supplied by the project 2024-2028</p> <p>2.1.3 (2028) Number of technical assistance supplied 2024-2028</p>	2.1.3 Proof of products delivered	
<b>Output 2</b> <b>Relating to Outcome 2</b>	2.2 Further develop parliamentary committees' capacity to exercise their oversight function	<p>2.2.1 Number of committees trained in oversight principles, mechanisms and processes</p> <p>2.2.2 Number of oversight activities undertaking by each trained committee</p>	<p>2.2.1 (2022)</p> <p>2.2.2 (2022)</p>	<p>2.2.1 (2028)</p> <p>2.2.2 (2028)</p>	<p>2.2.1 Assembly of the Republic and implementers' reports</p> <p>2.2.2 Assembly of the Republic and implementers' reports</p>	Parliament sustains its demand for external support

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

To implement this Action, it is envisaged to conclude a financing agreement with Mozambique.

### 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 adoption by the 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>6</sup>.

#### 4.4.1 Indirect Management with an entrusted entity

A part of this Action may be implemented in indirect management by entrusted Entity 1. This implementation entails activities in relation to outcome 1 outputs 1.1 (Strengthen the technical capacities of electoral stakeholders to promote credible and inclusive electoral processes); 1.2 (Enhance transparency in the electoral process through greater public outreach and information sharing by EMBs to the voters' population) and 1.3 (Improve electoral operations planning and electoral processes during the electoral cycle including during the crisis such as pandemics, natural disasters, security threats and political violence).

The envisaged entity will be selected using the following criteria:

- Technical competence and experience in the provision of technical assistance to Electoral Management Bodies.
- Administrative capacity and experience to implement this type of intervention due to its mandate and expertise.
- Recognised political neutrality;
- Broad worldwide expertise and experience in electoral issues.
- Experience in the implementation of programmes in Mozambique.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

Exception to the non-retroactivity of costs: The Commission authorises that the costs incurred by entity 1 may be recognised as eligible as of the date of 01/04/2023 because of the nature of the immediate preparation of activities for the electoral cycle 2023-2024. Municipal elections are foreseen in October 2023 and General elections in October 2024. Timely preparation and management of the process is essential to ensure orderly elections and avoid political violence.

#### 4.4.2 Indirect Management with an entrusted entity

Part of this Action may be implemented in indirect management with the entrusted Entity 2. This implementation entails activities in relation to outputs 1.4 (Supported citizen election observation); 2.1 (Support to the Assembly of the Republic (and other public institutions) through the provision of technical assistance, expert analysis and research products); and 2.2 (Further develop parliamentary committees' capacity to exercise their oversight function).

The envisaged entity will be selected using the following criteria:

- A specific mandate to advance democracy;
- Recognised political neutrality;
- Broad expertise and experience in electoral issues and providing support to Parliament
- Proved technical, administrative and financial capacities;
- Capacity to channel funding to civil society
- Experience in the implementation of programmes in Mozambique.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

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

In case of exceptional circumstances, the change to a direct management mode (grants) may be envisaged.

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

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

The grant will contribute to achieving outputs 1.4 (Supported citizen election observation).

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

The type of applicants targeted for funding are: legal entities non-profit making Non-Governmental Organisations (NGOs) or assimilated Civil Society Organisations, or respective networks, platforms or federations.

#### 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, subject to the following provisions.

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

Indicative Budget components <sup>7</sup>	EU contribution EUR
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<sup>7</sup> N.B: The final text on audit/verification depends on the outcome of ongoing discussions on pooling of funding in (one or a limited number of) Decision(s) and the subsequent financial management, i.e. for the conclusion of audit contracts and payments.

<b>Implementation modalities</b> – cf. section 4.4	
<b>Indirect management with Entity 1 (outcome 1 outputs 1.1, 1.2 and 1.3) – cf. section 4.4.1</b>	1 000 000
<b>Indirect management with Entity 2 (outcome 1 output 1.4 and outcome 2 outputs 2.1 and 2.2) – 4.4.2</b>	3 900 000
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	100 000
<b>Totals</b>	5 000 000

#### 4.7 Organisational Set-up and Responsibilities

The EU Delegation will participate in two governance structures in relation to this Action. One in relation to the activities to be implemented by Entity 1 and the other one in relation to the activities to be implemented by Entity 2.

For the first one, focused mostly on support to the EMBs, the Steering Committee of the programme should include at least representatives of the CNE, STAE, the implementer and the EU. Other actors involved in the elections such as the police, the Constitutional Court, The Supreme Court, etc may also participate. The SC will meet annually, or more frequently as needed, especially in election years.

For the second one, mostly focused on the support to the legislation process and the Assembly of the Republic, the Steering Committee will comprise representatives of at least the Parliament, the EU and Entity 2.

Ad hoc meetings of the two governance structures could be organized when and if required.

Regarding the support to the Integridade consortium, technical coordination meetings will take place at least 4 times per year in 2024 and at least once per year in the following years or more if need be.

The SCs analyse the political context within which the Action will be implemented and, from time to time, adjusts strategies to ensure responsiveness of strategic approach and activity implementation. They provide direct project oversight, ensures the achievement of stated objectives, provides quality assurance, and take responsibility for programmatic priorities and the focus of annual implementation plans; overall allocation of resources across components; coordination with other national and international partners.

A Technical Committee will be established under each of the SCs in order to discuss implementation technical issues, to analyse and monitor programme implementation of the programme, to decide how to manage new challenges and to share information. Programme managers and other technical staff from the institutions belonging to the Steering Committee will take part at the quarterly meetings. Extraordinary meetings will be organised if requested by one of the members.

Other partners and donors could be invited to both groups as observers and external experts could be invited if considered necessary. The implementing partners will assist both groups and will act as the Secretariat.

The implementers might set up Project Implementation Units to help implement the activities under their responsibility. The Project Management Unit (PMU) will have the authority to run the project on a day-to-day basis on behalf of the correspondent implementation entity under the orientation of the respective SC.

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 and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

## 4.8 Pre-conditions

N/A
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# 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 (for project modality) 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).

All monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach and rights of persons with disabilities including inclusion and diversity. Indicators shall be disaggregated at least by sex and age, and disability if possible.

## 5.2 Evaluation

Having regard to the nature of the action, a final or ex post evaluation(s) will be carried out for this action or its components via independent consultants. If entity 1 is a UN agency it could also mobilise an evaluation following its own procedures.

The Commission shall inform the implementing partner at least 30 days 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 may be shared with the partners 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, apply the necessary adjustments.

Evaluation services may be contracted under a framework contract if to be contracted by the Commission.

In addition, all evaluations shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion Expertise on human rights, disability and gender equality will be ensured in the evaluation teams.

## 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.

In line with the 2022 "Communicating and Raising EU Visibility: Guidance for External Actions", 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

A Primary Intervention (project/programme) is a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Identifying the level of the primary intervention will allow for:

Articulating Actions or Contracts according to an expected chain of results and therefore allowing them to ensure efficient monitoring and reporting of performance;

Differentiating these Actions or Contracts from those that do not produce direct reportable development results, defined as support entities (i.e. audits, evaluations);

Having a complete and exhaustive mapping of all results-bearing Actions and Contracts.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention chosen can be modified (directly in OPSYS) and the modification does not constitute an amendment of the action document.

The intervention level for the present Action identifies as (tick one of the 4 following options);

<b>Action level (i.e. Budget Support, blending)</b>		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
<b>Group of actions level (i.e. top-up cases, different phases of a single programme)</b>		
<input type="checkbox"/>	Group of actions	Actions reference (OPSYS): ACT- 61916
<b>Contract level</b>		
<input checked="" type="checkbox"/>	Single Contract 1	Indirect Management with Entrusted Entity 1
<input checked="" type="checkbox"/>	Single Contract 2	Indirect Management with Entrusted Entity 2
	(...)	
<b>Group of contracts level (i.e. series of programme estimates, cases in which an Action includes for example four contracts and two of them, a technical assistance contract and a contribution agreement, aim at the same objectives and complement each other)</b>		
<input type="checkbox"/>	Group of contracts 1	<foreseen individual legal commitment (or contract) 1> <foreseen individual legal commitment (or contract) 2> <foreseen individual legal commitment (or contract) #>