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ANNEX 3

to the Commission Implementing Decision on the financing of the annual action plan in favour of the Republic of Zimbabwe for 2024

Action Document for Transparent and accountable governance in Zimbabwe (TAG-Zim)

ANNUAL ACTION 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

1. Title CRIS/OPSYS business reference Basic Act	Transparent and Accountable Governance in Zimbabwe (TAG-Zim) OPSYS number: ACT-61879 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	Yes Gender Equality and Women Empowerment Team Europe Initiative for Zimbabwe Greener and Climate Smart Agriculture Team Europe Initiative for Zimbabwe
3. Zone benefiting from the action	The action shall be carried out in Zimbabwe
4. Programming document	European Union Multiannual Indicative Programme (MIP) for Zimbabwe (2021-2027)
5. Link with relevant MIP(s) objectives / expected results	<p>Priority Area 1: Good Governance and Citizens' Rights</p> <p>Specific Objective 1.1 (SO1.1): To strengthen transparency of public service delivery in Zimbabwe, with particular emphasis on empowering women and utilisation of digital technologies.</p> <ul style="list-style-type: none"> ○ Expected Result 1.1.1. Improved transparency and accountability performance at national and sub-national level in public service delivery in Green Economic Growth and Social Recovery and Human Development. ○ Expected Result 1.1.2. Strengthened participation, representation, and leadership of women in transparency and accountability processes and institutions at sub-national level. <p>Specific Objective 1.2 (SO1.2): To promote more effective implementation of the Constitution, with a focus on transparency and accountability, public service delivery, gender equality and access to justice.</p> <ul style="list-style-type: none"> ○ Expected Result 1.2.3. Enhanced justice delivery and access to justice, especially for vulnerable people including women, youth and persons with disabilities with strong emphasis on access to justice at sub-national level (e.g. magistrate courts, help desks, community-level justice mechanisms).

PRIORITY AREAS AND SECTOR INFORMATION				
6. Priority Area(s), sectors	Priority Area 1: Good Governance and Citizens' Rights Government & Civil Society-general (151) Conflict, Peace & Security (152).			
7. Sustainable Development Goals (SDGs)	Main SDG: 16 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(s): SDG 5- Achieve gender equality and empower all women and girls, SDG10 -Reducing Inequalities, SDG 11 – Sustainable cities and communities			
8 a) DAC code(s)	DAC code 15150 – Democratic participation and civil society – 20% DAC code 15111– Public finance management – 10% DAC code 15112 – Decentralisation and support to subnational government –30% DAC code 15170- Gender equality and women's and girl's empowerment-25% DAC code 151130 – Legal and judicial development 15%			
8 b) Main Delivery Channel	<i>Third Country Government – 13000</i> <i>Non-Governmental organisations and Civil Society – 20000</i>			
9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" 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			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	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"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	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"/>
11. Internal markers and Tags	Policy objectives	Not targeted	Significant objective	Principal objective
	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 checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	NO <input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input 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"/> <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"/>	
	Reduction of Inequalities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	BUDGET INFORMATION			
12. Amounts concerned	<p>Budget line: 14.020122</p> <p>Total estimated cost: EUR 19 000 000</p> <p>Total amount of EU budget contribution EUR 16 000 000</p> <p>This action is co-financed by Germany for an indicative amount of EUR 3 000 000.</p> <p>This action is part of the Team Europe Initiative (TEI) on Gender Equality and Women's Empowerment which focuses on promoting women's social, political and economic empowerment, with has a total indicative budget of 280 000 000 EUR. EU contributes with 110 000 000 EUR Contributions from Member States are as follows: France: 1 400 000 000 EUR; Ireland: 23 000 000 ; Germany: 16 500 000 EUR; Sweden: 107 300 000 EUR; the Netherlands: 4 800 000 EUR and Switzerland: 17 000 000 EUR.</p> <p>This action also contributes to the Team Europe Initiative Greener and Climate Smart Agriculture, which has a total indicative budget of 212 000 000 EUR. The EU contributes with 134 200 000 EUR. Contributions from Member States are as follows: Sweden: 21 800 000 EUR; France: 17 500 000 EUR; the Netherlands: 700 000 EUR and Italy: 3 800 000 EUR. Switzerland contributes 34 000 000 EUR.</p>			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Direct management- Grants (section 4.4.1) Indirect management with the GIZ (section 4.4.2)			

1.2 Summary of the Action

Zimbabwe has a Constitution that provides for institutions to support democracy and good governance, gender equality and a pluralistic political system. The National Development Strategy 1-2021-2025 (NDS-1)¹ aims to, inter alia, improve the country's transparency and accountability whilst youth, women and gender mainstreaming and persons with disabilities are crosscutting priorities. There are various challenges that affect the full achievement of Zimbabwe's national strategies and sustainable development goals. Amongst them, inflation, corruption, shrinking civic space and marginalisation of women, youth and persons with disabilities.

To move forward, the country needs to restore confidence in the political system, to execute sound economic policies and attract meaningful investments. Due to its high debt and arrears – preventing new sovereign lending – the Government has engaged in an arrears clearance and debt resolution process with its creditors, including three tracks (governance, land tenure and economic reforms), but progress has slowed down since the elections.

The EU is co-chairing the Good governance track together with the Government of Zimbabwe. All stakeholders (including UK and US) agreed to anchor the reforms on the NDS-1 (results and baseline) and to measure progress on Governance reforms using three Internationally recognized Indices² and 16 sub-indicators. It is of paramount importance for Zimbabwe to implement these identified reforms as a pre-cursor to its arrears clearance and debt restructuring to pave the way for sovereign landing thus contributing to an enabling environment for implementation of Global Gateway Flagships.

The harmonised elections (presidential, parliamentary and local) in August 2023 were found by electoral observations, including the EU Electoral Observation Mission, to fall short on international and regional standards, which resulted in a temporary delay of high-level discussions on the debt arrears clearance process. The process is since continuing at technical level, including on governance reforms.

The Action seeks to enhance governance at local level to improve social services and justice delivery for citizens especially women, persons with disabilities and youth.

On the demand side the action will contribute to empowering citizens especially women, persons with disabilities, youth and their organisations to meaningfully participate in governance and development processes.

On the supply side it will focus on strengthening: (i) Local Authorities (LAs) to competently lead in the development (Climate action and Green Growth, Good governance, Youth inclusion, Women's empowerment) of their territories through improved internal operations, skilled and knowledgeable officials and responsible use of public funds; (ii) Local justice institutions to provide efficient and effective gender sensitive justice delivery with a Human Rights-based approach and taking into account the rights of persons with disabilities and women including effectively adjudicating on cases related to natural resources use, land disputes, gender based violence, discrimination based on gender, disability, ethnicity, and corruption.

Enhancing women's participation, representation and leadership in transparency and accountability processes will contribute to the Team Europe Initiative (TEI) on "Gender equality and women's empowerment" and the Gender Action Plan III³. Strengthening Local Authorities and courts' roles related to climate change and environment the action will contribute to the TEI on "Greener and Climate Smart Agriculture". The Action will also contribute to the implementation of the EU Youth Action Plan (2022-2027) and continuing working with the Team Europe Youth Sounding Board for Zimbabwe.⁴ It will also contribute to the implementation of the EU Strategy on the Rights of Persons with disabilities and support the authorities to implement the Convention on the Rights of Persons with disabilities, that Zimbabwe ratified in 2013 and its corresponding National Disability Policy (2021).

The Action is in line with the Government of Zimbabwe's NDS-1 and will also contribute to the implementation of the Governance reforms of the Arrears Clearance and debt resolution process. This is of political importance to

¹ National Development Strategy-1, "Towards a Prosperous and Empowered Upper Middle Income Society by 2030", January 2021-December 2025 (<https://www.veritaszim.net/node/4583>)

² Mo Ibrahim Index of African Governance, Transparency International Corruption Perception Index and the World Justice Project Rule of Index and relevant sub-indicators

³ The Action will contribute to the following GAP III thematic areas; Promoting equal participation and leadership & Addressing the challenges and harnessing the opportunities offered by the green transition and the digital transformation.

⁴ Pillar 1- Engage: Increase young people's voices in policy and decision making at all levels and Pillar 2- Empower- Fight inequalities and provide young people with the skills and resources they need to prosper and fulfil their potential

underpin the EU leading role in the process by concrete action. It also supports the SDGs principle of leaving no one behind by addressing the governance challenges that prevent the implementation of Global Gateway flagships in Zimbabwe.

1.3 Zone benefitting from the Action

The Action shall be carried out in Zimbabwe, which is included in the list of ODA recipients.

2 RATIONALE

2.1 Context

Zimbabwe has abundant natural resources, however, several factors have structurally undermined the economy such as hyperinflation, political and economic instability, corruption and inequality, and climate change. Zimbabwe receives major humanitarian assistance to alleviate poverty and crises (drought, cyclone, cholera) and donors largely fund many essential services, such as health and education. Zimbabwe's HDI value for 2022 is 0.550— which puts the country in the Medium human development category—positioning it at 159 out of 193 countries and territories⁵. The resilience of Zimbabweans is relatively high, partly due to the large informal sector representing about 90% of the workforce. Formal employment being higher for males than females (56.6% and 43.4% respectively)⁶.

In terms of good governance, the country's performance has been either regressing, maintaining or slightly improving on key International Indices. The 2022 Mo Ibrahim Index of African Governance (IIAG) report ranked Zimbabwe 33rd out of 54 African countries and revealed that since the change of government in 2017, Zimbabwe has steadily improved on transparency and accountability gaining 5.7 points in its score⁷. On the 2023 Transparency International Corruption Perception Index, Zimbabwe improved by one point to score 24 out of 100 from a score of 23 in 2021 and 2022. Compared to other countries the rank is now 149 out of 181 countries moving from 157 out of 180 countries for 2022. In the World Justice Project's Rule of Law Index, Zimbabwe ranks 30 out of 33 in Sub Saharan Africa mainly due to absence of effective constraints on governmental powers, corruption and poor delivery of civil and criminal justice. The country has a strong civil society and media actors but there are fears that civic space will shrink if the draft Private Voluntary Organisations Amendment Bill becomes law.

Zimbabwe needs to do more to achieve gender equality in women's leadership, political empowerment, and economic participation. The global gender gap index for Zimbabwe was 0.75 in 2023. The 2022 female HDI value for Zimbabwe is 0.532 in contrast with 0.568 for males, resulting in a Gender Development Index value of 0.936, placing it into Group 3 that is countries with medium equality in HDI achievements between men and women.⁸ Zimbabwe has a Gender Inequality Index value of 0.519, ranking it 132 out of 166 countries in 2022. For instance, women take up 33.6% share of seats in Parliament⁹. Youth and persons with disabilities (particularly women with disabilities) disproportionately bear the effects of the economic challenges and remain under-represented in all political and economic spheres¹⁰.

The Government's re-engagement drive and the arrears clearance process indicate that a more structured approach to reforms may be possible and may contribute to an enabling governance system that is conducive for implementing Global Gateway Flagships.

This Action will be implemented at the local level (strengthening Local Authorities and Magistrates, Customary Courts) as it allows more customized responses to the citizens' challenges in their locality, enhanced ownership and accountability by right-holders and duty bearers leading to increased sustainability of EU support. Local Authorities are strategic actors especially in this challenging political context, because they act as conveners of stakeholders (civil society, private sector, government and citizens) to plan local development including responsibilities that cover most

⁵ <https://hdr.undp.org/data-center/specific-country-data#/countries/ZWE>

⁶ AfDB and USAID Country Gender Analysis for Zimbabwe 2021.

⁷ <https://mo.ibrahim.foundation/sites/default/files/2023-01/2022-index-report.pdf> page 41

⁸ <https://hdr.undp.org/data-center/specific-country-data#/countries/ZWE>

⁹ *ibid*

¹⁰ UNPRPD, Country brief and report on Zimbabwe 2021. https://unprpd.org/situational_analysis/?wpv-country=zimbabwe&wpv_aux_current_post_id=1274&wpv_aux_parent_post_id=1274&wpv_view_count=1282

of the scope of actions of the Green Deal (transportation, housing, health, energy, waste management, water, sanitation, and aligning with accessibility standards and regulations).

At the national level, civil society shall be supported to play their watchdog role through their enhanced participation in governance. The Action will also cater for residual support to two central Ministries, i.e the Ministry of Local Government to support their coordination and oversight functions over LAs including the role of enacting enabling laws and the Ministry of Justice in its role as co-chair of the Governance track together with the EU. The Ministry of Justice's Legal aid directorate offices located in the target areas will be strengthened in order to provide more and accessible legal assistance for vulnerable citizens, particularly for survivors of gender based violence, including women with disabilities.

The Action further reinforces the complementarities and synergies between the MIP Priority Area 2, particularly the Greener and Climate Smart Agriculture TEI and interventions through the AAP 2024 Action Documents on Agri-Value chain support and Biodiversity enhancement for resilience building.

The action will mainstream gender and human rights and target youth, women and persons with disabilities to enhance responsiveness to the needs of people in vulnerable situations. The complementarities with the AAP 2024 Gender Equality and Women's empowerment Action Document will focus on access to justice for victims of Sexual and Gender Based Violence (SGBV), and supporting CSOs to provide legal aid to women, youth and persons with disabilities. The programme will support specific requirements of persons with disabilities to ensure they equally participate in Parliamentary and local government processes or access to justice and social services.

The Action is aligned to the EU Global Gateway Strategy's principle of good governance and transparency, which is also vital to the success, and sustainability of results under the other two MIP Priorities and it will seek to pave the way for an enabling environment for Global Gateway Flagships. 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 Youth Action Plan, the Gender Action Plan III and the EU Strategy on the Rights of Persons with disabilities external action component.

2.2 Problem Analysis

Local Governance

In 2020, the Government adopted the Devolution and Decentralisation Policy (2020 Devolution Policy). However, its implementation has been slow, for example in the alignment of local government laws to the Constitution. The Ministry of Local Government, and Public Works (MLGPW) lacks adequate resources financial, digital and skilled staff to implement its oversight and monitoring role in local governance and development. It also lacks capacity to coordinate, monitor and benchmark the LAs progress and citizens' utilization of digital tools.

Local authorities (LAs) are the closest tier of Government responsible for providing basic public services such as water, housing, health and education. However, most of the 92 local authorities (32 urban councils and 60 rural district councils) face multiple challenges including:

- (i) The quality of and access to public services has been declining including basic infrastructure as a result of low maintenance, weak revenue collection and the breakdown of trust between residents and their Councils.
- (ii) The Auditor General's reports state that most of the weaknesses relating to LAs emanate from governance issues, poor revenue collection, debt recovery and procurement of goods and services.
- (iii) The EU supported the Local Authorities Digital Systems (LADS), which the government rolled out to 54 Local authorities. The LAs have different levels of adoption and utilisation of the LADS as availability of resources varies amongst them. Digital interventions also need to match the current accessibility rate and adoption especially in rural areas and among women and persons with disabilities.
- (iv) Government has budgeted for Devolution funds since 2019, however late disbursement to LAs has undermined impact in a hyperinflationary economic environment.

Traditional leaders in Zimbabwe have a key role to play in rural communities since they command considerable respect amongst the people. However, they face technical and financial limitations to fully implement their functions.

Justice delivery and access to justice

Despite the Justice Service Commission (JSC) efforts to improve justice delivery there are several challenges that negatively affect justice delivery in the Magistrates and customary Courts (Zimbabwe's first instance courts at local level). For example:

- (i) Inadequate resources have resulted in high staff turnover, limited access to modern tools of trade and lack of continuous professional training.
- (ii) The JSC has also created a Judicial Training institute to ensure sustainable continuous professional development; however, it is still in its infancy and requires support in development of curriculum, including gender equality, HRBA and rights of persons with disabilities, accessible e-learning platforms and other tools.
- (iii) The digitalization of justice platforms should help resolve access issues and contribute to enhanced transparency and accountability but have also had unintended negative consequences of widening the digital divide.
- (iv) Challenges affecting customary courts include poor record keeping, incorrect interpretation of the law, limited knowledge on constitutional rights particularly on gender issues and women's rights as well as on rights and needs of persons with disabilities. They usually preside over private disputes such as inheritance and domestic disputes and also land use disputes and violations of environmental protection practices. All these are of importance to rural communities that if not addressed it affects their participation in public life.

The Ministry of Justice, Legal and Parliamentary Affairs (MoJPLA) is an important institution for this action as it administers most of the laws relating to anti-corruption, however they face multiple challenges including political bias, limited citizen engagement, limited capacity of staff and availability of communication support such as sign language interpretation for example. The MoJPLA is also the co-chair of the Governance Track of the Arrears clearance process and in need of capacity building on the technical aspects to measure progress on the envisaged reforms. Despite efforts to decentralise to district level, the MoJPLA's Legal Aid Directorate (LAD) remains largely distant and unheard of in rural communities, yet there are high cases of child marriages and gender based violence in most rural provinces. The Legal Aid Act is in need of reform as well as alignment to the Constitution. The scourge of underfunding, poor working conditions for staff thus resulting in high staff turnover continues to stalk Legal Aid.

Challenges affecting citizens

Citizens individually and collectively have played an important role in promoting enhanced public oversight with positive results from their public interest litigation and advocacy. There is still lack of knowledge and skills, but also financial and technical resources, especially from women, youth and persons with disabilities' led Civil Society Organisations (CSOs) on their rights and roles as oversight institutions. Accessing information from public institutions is difficult especially for persons with disabilities, thus in most cases they do not have sufficient evidence to inform their actions. As these institutions digitalise there has been exclusion of women, persons with disabilities and people living in rural areas because of low digital literacy, limited access to digital tools and connectivity and inaccessible digital platforms and services. In light of deteriorating economic performance and hyperinflationary environment, most people cannot afford legal services despite interventions by Government and its partner stakeholders working to assist indigent persons with legal advice and representation. This is more so for women, persons with disabilities and people living in rural areas, thus they need legal aid for them to obtain justice.

Women bear the brunt of poor social service delivery by LAs, for example lack of water affects their domestic chores as they take time fetching for water or caregiving in case of waterborne disease outbreaks. Women, including women with disabilities, but also men with disabilities and youth are also under-represented in leadership positions for both elected and appointed positions. Participation in formal structures such as Ward Development Committees is low. Women, youth and persons with disabilities do not have equal access to land and market space for their business enterprises. Citizens lack adequate knowledge on holding duty bearers accountable and face difficulties in accessing information. Where citizens are able to organise and engage authorities they do not have the power to or knowledge on how to hold them accountable.

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

DUTY BEARERS

Ministry of Local Government, and Public Works: The MLGPW has the mandate of promoting sound local governance, undertake and coordinate rural and urban development to enhance the socio-economic development in Zimbabwe. It has authority over the institution of traditional leaders and all Local Authorities.

Local authorities: The local government system in Zimbabwe consists of 30 urban and 62 rural local authorities. The main functions of subnational governments include planning and implementing social and economic development activities, service delivery, coordinating and implementing government programmes, and monitoring and evaluating the use of resources.

Ministry of Justice, Legal and Parliamentary Affairs: The MoJLPA (including the Legal Aid Directorate - LAD) is in charge of coordinating the justice sector, revising and implementing policy and ensuring that the underprivileged have access to justice. It has administrative powers over the Judicial Service Commission.

Judicial Services Commission: The JSC has the statutory mandate for the appointment, training, discipline and dismissal of judges and magistrates. It has an important role in ensuring the quality of justice delivery, fighting judicial corruption, protecting the Constitution and provision of continuous training to the judiciary. The JSC is responsible for all Courts.

Other state Justice Institutions like the **National Prosecuting Authority** are important in the fight against corruption and improving justice delivery in the Magistrates Courts.

The **Ministry of Women Affairs, Community, Small and Medium Enterprise Development** is responsible for coordinating gender mainstreaming initiatives across all government ministries as well as other stakeholders outside of the state.

The Department of Disability Affairs (DDA) under the Ministry of Public Service, Labour, and Social Development (MoPSLSD). The National Disability Board, which serves as a watchdog for the rights of persons with disabilities and who recommend actions to the DDA.

RIGHT HOLDERS

Traditional leaders (chiefs, headmen/women): Some of the functions of traditional leaders include, protecting the environment, preservation of culture, distribution of land and coordinating development. The MLGPW has administrative authority over traditional leaders as they also execute administrative roles in the communities and judicial functions falling under the ambit of the JSC.

Civil Society Organisations (CSOs): This includes non-governmental organisations (NGOs) faith-based organisations (FBOs), Community Based Organisations (CBOs) including women's, persons with disabilities and youth organisations. CSOs play a critical role in policy dialogue and advocacy around transparency and accountability and access to justice, in educating and mobilising citizen's participation in local governance and decision-making.

Citizens of Zimbabwe, with a special focus on women, youth and persons with disabilities, are the rights holders and the final beneficiaries of this Action. Citizens will participate in key processes such as planning local development in Ward and village development committees, participating in parliamentary business and utilising the mechanisms available to access justice.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The **Overall Objective** of this action is to foster transparent, accountable and inclusive governance in Zimbabwe.

The **Specific(s) Objective(s)** of this action are to;

Specific Objective 1: To enhance efficiency, effectiveness and inclusivity of the targeted local authorities in the provision of social services.

Specific Objective 2: To enhance justice institutions capacity for transparent and accessible justice delivery at local level.

Specific Objective 3: To increase the capacities of the most vulnerable citizens' (bottom 40%), particularly women, youth, and persons with disabilities to participate in good governance.

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): Enhanced capacity of Local Authorities for policy development and implementation, participatory budgeting and Information and Communication Technology (ICT) that are in line with gender equality and inclusivity principles.

2.1 contributing to Outcome 2 (or Specific Objective 2): Enhanced access to justice for citizens especially women, youth and persons with disabilities at the local level.

3.1 contributing to Outcome 3 (or Specific Objective 3): Strengthened citizen's capacities, especially women, persons with disabilities and youth, in participation, advocacy, and enforcement of rights.

3.2 Indicative activities

Activities relating to Output 1.1: Enhanced capacity of Local Authorities for policy development and implementation, participatory budgeting and ICT that are in line with gender equality and inclusivity principles.

- Activities in support of LAs may include: training and technical assistance on the provision of services (e.g. development of water loss reductions plan, local inclusive development planning and budgeting...), address rights of women, youth and inclusion persons with disabilities, natural resources management; capacity building of elected councillors and support to LAs administration (e.g. Accountants, Chief Executive Officers, budgeting, ICT, e.g. roll-out of the Local Authorities Digital Systems -LADS).
- Training to traditional leaders on development processes, leadership and advocacy particularly Headmen and Village Heads who chair Ward Development Committees and Village Development Committees respectively. Support the participation of women, persons with disabilities and youth in village and ward committees.
- Limited support to the Ministry of Local Government to perform its oversight functions on LAs e.g. on spatial planning, and alignment of Local Government Laws could be considered.

Activities relating to Output 2.1: Enhanced access to justice for citizens, especially women, persons with disabilities and youth at the local level

- Strengthening Legal Aid Directorate offices in the targeted areas, equipping them to provide access to e-justice (which is accessible to all) to citizens and understand gender equality and disability rights issues, training lawyers on litigation of public interest cases and supporting Mobile Legal Aid Clinics.

- Roll out of the IECMS at Magistrates Court level, capacitate Help Desks/E-filing centres to assist people to access the IECMS, including training on communicating and making accessible information and process to persons with disabilities.
- Continuous professional development of presiding officers and other Magistrates courts and customary courts officials through the Judicial Training Institute, training on issues such as gender sensitive adjudication/litigation, accessible communication and the disability law, environmental disputes
- Training to Customary courts on correct application of the law, gender sensitive adjudication, disability, and referring case beyond their mandate to higher courts.
- Limited support the MoJLPA could be considered to review corruption related laws, and Legal Aid Act and to provide legal information to the public through the digitalization of relevant services¹.

Activities relating to Output 3.1: Strengthened citizen's capacities, especially women, persons with disabilities and youth, in participation, advocacy, and enforcement of rights

- Support referral pathways of legal aid services by state and non-state actors, court help desks, mobile legal clinics and assisting women, youth, persons with disabilities and court users in rural areas to access the IECMS.
- Support litigation and advocacy on cases related to natural resources, land use and management, right to equal opportunities for women, youth and persons with disabilities.
- Support and resource youth, women and persons with disabilities' organisations to monitor and hold institutions accountable on their responsibilities of empowering and meaningfully involving them in leadership roles, participation as well as addressing challenges specific to them.
- The commitment of the EU's contribution to the Team Europe Initiative to which this action refers, will be complemented by other contributions from Team Europe members. It is subject to the formal confirmation of each respective member's meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise, the EU action may continue outside a TEI framework.

3.3 Mainstreaming

Environmental Protection & Climate Change

Outcomes of the SEA screening (relevant for budget support and strategic-level interventions)

The Strategic Environmental Assessment (SEA) screening concluded that no further action was required.

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

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

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

The Climate Risk Assessment (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 G1. This implies that it 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"; SDG 5 on "gender equality" and 10 on "reduced inequalities". To achieve transparent and accountable governance and access to justice, women and girls, including most marginalised women, such as those with disabilities, who identify as LGBTI or from migrant groups or ethnic minorities, must be empowered to fully and meaningfully participate in governance

processes. The intervention is emphasising the subnational level, particularly Local Authorities and Courts where the majority of women use these authorities as their first point of contact for services.

Gender equality is reflected in sections 17 and 56 of the 2013 Constitution, providing for the legal framework for inclusion, equality and non-discrimination. CSOs who work with women, youth and persons with disabilities will be targeted by the action. The Call for Proposals for CSOs will be designed to allow equal and equitable participation in the Call by women, young women and persons with disabilities' organisations. The identification of needs and constraints for women and girls will be a compulsory requirement from the projects design stage as well as designing women specific interventions. All projects under this Action will have at least one women/ gender related objective or output.

Human Rights

The action will ensure the alignment with the EU Action Plan on Human Rights and Democracy 2020-2024 and the implementation of the HRBA principles: Respect for all rights, non-discrimination, transparency, participation and accountability. The action will directly contribute to improve the application of these principles in Zimbabwe. The activities are designed to 'leave no one behind' in line with the human rights-based approach. The action ensures that groups with specific needs (women, persons with disabilities, youth, among other groups) will take an active part in demanding transparency and accountability from their leaders, participate in decision-making processes related to delivery of local services and will access a more friendly and efficient justice delivery system. To this end, a consultation processes to right-holders about their needs and aspirations will be carried out along the different stages of the project's cycle. The consultations will promote and ensure the participation and voice of women, including more vulnerable groups such as widows, single women, the elderly and young women, LGBTI and persons with disabilities.

An accountability mechanism will be in place for people and communities who believe that they have been, or are likely to be, harmed by the Action, and access to information will be ensured.

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 and women empowerment, 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 gender discrimination and reduce inequalities. Persons with disabilities continue to face significant cultural and societal discrimination while the issue of access to services remains a challenge. The Action is based on the understanding that good governance is built on meaningful participation and representation of all people, with everyone having an equal right and opportunity to engage with and contribute to the functioning of public institutions and processes. The action also foresees projects with specific activities to enhance participation by persons with disabilities and responsiveness of LAs, Oversight institutions and Justice institutions to persons with disabilities. All projects under this Action will have at least one disability related objective or output, persons with disabilities will have a high level of priority in the selection of right-holders participating in the project, and the project will ensure their specific needs are not overlooked. To this end, activities related to gathering data on needs of persons with disabilities will be included.

Reduction of inequalities

The Action will be scored as an I-1 against the I-Marker. Through promoting gender and generational equality, youth, women and persons with disabilities' empowerment, this action will address the exclusion and marginalisation of these groups in Zimbabwe's patriarchal society where not only women but also young people are not treated equally. By specifically targeting women, youth, persons with disabilities and people living in rural areas the action is aiming to, '*reach the furthest behind first*' thus contributing to the reduction of inequalities . It will also ensure that the action does not perpetuate inequalities through a general approach to reaching out to its beneficiaries.

Democracy

The overall objective of the action is to promote transparent and accountable governance in Zimbabwe thus contributing to democracy in line with Zimbabwe's Constitution, international obligations and the National

Development Strategy 1. The action will also support some of the reforms identified in the governance track of the Arrears Clearance process, which will also contribute, to a more democratic Zimbabwe.

Conflict sensitivity, peace and resilience

In line with SDG 16 targets, this Action will promote rule of law and access to justice, fight corruption and develop effective institutions that are accountable and transparent and engage citizens in decision-making processes to prevent violence, crime and conflict. The Action design is informed by the 2021 Conflict Analysis Screening (CAS) report for Zimbabwe. Consultations were held with target institutions, CSOs and implementing partners to fully understand the context as well as the roles and responsibilities of different stakeholders. The Action is based on the “Do No Harm” approach and conflict sensitivity principles (limiting any risk of negative impact on political and conflict dynamics in the country) through supporting both the demand and supply side of transparency and accountability. The EU and implementing partners will monitor the risk that the programmes might generate conflict. A major risk dimension relates to the PVO Bill, which may significantly restrict CSOs operating space and may result in increased hostility between government and non-state actors.

Disaster Risk Reduction

This action has no or little impact on disaster risk reduction. However, it may support the design and implementation of DRR plans at district level as part of the strengthening of local service delivery where this has been identified as a priority area for that local authority and has little or no support from government or other funding partners.

Other considerations if relevant

N/A

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
Risk related to the external environment	Unstable political environment	M	M	Continue EU-GoZ political and policy dialogue. Flexibility and adaptability of projects to allow scaling up/down of interventions depending on the political environment and responsiveness. Continuous monitoring and adapting support according to changes in context.
Risk related to the external environment	The Arrears Clearance process implementation of reforms is stalled	M	M	Continue EU-GoZ political and policy dialogue. Flexibility and adaptability of projects to allow scaling up/down of interventions depending on the political environment and responsiveness.
Risk related to the external environment	Shrinking civic society space	M	M	Continue EU-GoZ political and policy dialogue. Support CSOs advocacy and litigation for respect of civic society space in line

				with Constitution and international instruments
Risk related to the legality and regularity aspects	Non- / partial alignment of devolution and other laws relevant to the action.	M	M	Continue EU-GoZ political and policy dialogue. Support citizens' advocacy efforts on the need to align the laws
People and organisations	Limited commitment to youth, persons with disabilities, gender equality and women's empowerment by the targeted institutions and non-state actors. Discrimination and stigma towards persons with disabilities can hinder their equal participation	M	M	Ensuring that all projects have at least one youth, disability, gender/ women specific objective and output. Full involvement of the benefitting institutions in the design of interventions related to women, youth and persons with disabilities.

Lessons Learnt:

Balanced support to both the demand and supply side of transparency and accountability increases the likelihood of success as this enables duty bearers to deliver their mandate on one hand and empowering rights holders to claim their rights on the other.

Previous EU support demonstrated the importance of policy and political dialogue. This will be maintained for transparency, accountability, and will also focusing on women, youth and inclusion of persons with disabilities.

Some of the key improvements related to constitutional alignment, transparency and accountability are attributed to the support of the EU to constitutional reforms targeting key institutions. The strategic assessment of the NIP recommended that this momentum be sustained where successes were recorded for example Local Authorities and Justice sector digitalisation, law reform and other institutional strengthening initiatives.

Some reforms identified in the Arrears Clearance process (for example, public finance management reforms, enhancing justice delivery and electoral reforms) have been supported by the EU under the 11th EDF with mixed results. The strategic evaluation of the 11th EDF National Indicative Plan concluded that the support to structural governance and economic reforms was too ambitious and was affected by limited political will. This Action has adopted a less ambitious approach on supporting governance reforms as recommended in both the 11th EDF NIP strategic evaluation and the Conflict Analysis Screening reports.

3.5 The Intervention Logic

The underlying intervention logic for this Action is that:

If institutional capacity building support such as digitalisation, gender mainstreaming and financial management is provided to target local institutions **and** they remain committed to applying knowledge and skills acquired, embrace digital solutions, are less affected by political interference **then** the local institutions will discharge their mandates in a more efficient, effective, transparent, gender responsive and inclusive manner. This is **because** the Action provides support with the most likelihood of success as informed by the 11th EDF Actions and is designed to ensure flexibility and adaptability in response to the political environment, and partnering implementing partners with capacity and good working relations with authorities.

If citizens (particularly women, youth and persons with disabilities), CSOs, CBOs and formal local governance structures are supported to improve knowledge and skills on advocacy, participation and enforcement of rights and participation in budget **and** other governance processes and their operations are not significantly affected by lack of funding and by restrictive operating space **then** empowered citizens, CSOs and CBOs will influence positive changes on public transparency, accountability, accessibility and social services delivery and justice delivery. This is **because** citizens empowerment and inclusion of women and youth, including those with disabilities enable them to be proactive in addressing issues affecting them. Furthermore, the EU will continue structured dialogue with CSOs.

If the outcomes are complemented by political and policy dialogue by the EU and by activities of Member states under the Gender equality and women empowerment Team Europe Initiative as well as effective program integration and complementarities with the MIP Priority Area 2 **and** government remains committed to implementing its 2030 Agenda and the political environment remains stable **then**, in the long term, the Action will foster good governance and improving access to, and use of, quality social services, particularly for youth, women and persons with disabilities thus enabling implementation of Global Gateway Flagships in Zimbabwe. This is **because** similar support to institutional reforms under 11th EDF yielded notable results. The Action is fully aligned to government priority SDGs, the NDS-1 and arrears clearance process.

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 (a): Main expected results (maximum 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	Enhanced transparent, accountable and inclusive governance	<p>1. Country score for sub-indicator on Accountability and Transparency: Institutional checks and balances on the Mo Ibrahim index</p> <p>2. Country score for sub-indicator on Rule of Law & Justice: Judicial processes on the Mo Ibrahim Index</p>	<p>1. 38.6 (2021)</p> <p>2. 53.1 (2021)</p>	<p>1. TBD by March 2024</p> <p>2. TBD by March 2024</p>	<p>1 Mo Ibrahim index Reports</p> <p>2 Mo Ibrahim Index Reports</p>	Not applicable
Outcome 1	1. Enhanced efficiency, effectiveness and inclusivity of the targeted local authorities in the provision of social services	<p>1.1 Percentage of women in local government management positions, as a result of EU intervention* (Indicators with* are from the MIP), disaggregated by the type of Council: rural and urban. Disaggregated by age and disability.</p> <p>1.2 Status of targeted LAs's social service provision</p>	<p>1.1 TBD in the Inception Phase</p> <p>1.2 TBD in the Inception Phase</p>	<p>1.1 TBD in the Inception Phase</p> <p>1.2 TBD in the Inception Phase</p>	<p>1.1 Progress reports for the EU-funded intervention: Baseline and end line surveys conducted and budgeted by the EU-funded intervention.</p> <p>1.2 Council reports, Baseline and end line surveys conducted and budgeted by the EU-funded intervention.</p>	<p>1.1 Central government does not hinder the autonomous operations of LAs</p> <p>1.2. LAs allocate revenue collected towards improving social services delivery</p>
Outcome 2	2. Enhanced justice institutions' capacity for transparent and accessible justice delivery at local level.	2.1 Percentage of the population surveyed who perceive the overall quality of justice dispensed by targeted state justice	2.1 TBD in the inception phase	2.1 TBD in the	2.1 Baseline and endline surveys conducted and budgeted by the	2.1 Continued implementation of reforms

		institutions as good or very good, disaggregated by sex, age and disability (where feasible) as a result of EU supported intervention*		Inception Phase	EU-funded intervention	to improve justice delivery.
		2.2 Number of transparency and accountability laws reviewed and enacted.	2.2 TBD in the inception phase	2.2 TBD in the inception phase	2.2 Parliament Hansard, Media reports, Minutes of the Structured Dialogue process	2.2 Continued commitment to implementing reforms in the Arrears Clearance Governance Track
Outcome 3	3. Increased capacities of the most vulnerable citizens' (bottom 40%), particularly women, youth, and people with disabilities, to participate in good governance	3.1 Level of citizen participation in accountability mechanisms at the local level disaggregated by age, income, sex and disability. 3.2 GAP III Key Thematic Indicator: Number of laws and policies where recommendations made by women's rights organisations, disability rights organisations have been taken on board by regional, national and local government bodies during the drafting or revision process, including in conflict-affected contexts	3.1 6% of women in Urban Councils and 5% of women in rural Councils are in senior management positions as of June 2022. 3.2 Between 2016-2022, organisations supported under the 11 th EDF contributed to the formulation of 6 laws, 2 policies and 2 strategies(2022)	3.1 Targets to be set by the 1 st quarter of 2025 3.2 TBD in the inception phase	3.1 Progress reports for the EU-funded intervention Local Councils reports 3.2 Progress reports for the EU-funded intervention; Parliamentary Hansard, Media Reports	3.1 LAs are willing to proactively improve women representation in management positions. 3.2 Women's' rights organisations have improved capacity to influence laws and policy. Government remains willing to engage women's rights organisations
Output 1 relating to Outcome 1	1.1 contributing to Outcome 1: Enhanced capacity of Local Authorities for policy development and implementation, participatory budgeting and ICT that are in line with gender equality and inclusivity principles	1.1.1 Number of Local economic development (LED) activities targeting women, youth and persons with disabilities, bottom 40%,s implemented by LAs because of EU supported interventions. 1.1.2 Number of representatives of local administrations trained by the EU-funded intervention	1.1.1 Out of 6 LED activities implemented under an EU funded project, 2-targeted women and none targeted youth and persons with disabilities. (2022) 1.1.2 0	1.1.1 TBD in the Inception phase 1.1.2 TBD in the Inception phase	1.1.1 LAs, reports, Progress reports for the EU-funded intervention 1.1.2 Pre- and post-training test reports	1.1.1 LAs remain willing to implement reforms including people-centred initiatives. 1.1.2 LAs apply the knowledge and skills gained from capacity building initiatives.

		applying knowledge and/or skills on budgeting, ICT, gender mainstreaming, inclusion of youth, women and rights of persons with disabilities, drafting by-laws, disaggregated by sex				
Output 1 relating to Outcome 2	2.1 contributing to Outcome 2: Enhanced access to justice for citizens especially women, youth and persons with disabilities at the local level	<p>2.1.1 Number of people directly benefitting from legal aid interventions supported by the EU (disaggregated by sex, income, age and disability, social group, and type of case: criminal, civil or administrative) (GERF 2.25)*</p> <p>2.1.2 Number of courts officials, trained by the EU-funded intervention applying knowledge and/or skills on gender sensitive adjudication/ litigation, environmental disputes, gender based violence and corruption, disaggregated by sex.</p>	<p>2.1.1 In 2022, 2376 (105-criminal and 2267 civil, administrative 0) people received legal aid among those assisted were 1214 women, 352 children and 86 persons with disabilities.</p> <p>2.1.2 420 customary courts officials trained. Magistrates Courts presiding and other courts officials-0 (2021)</p>	<p>2.1.1 TBD in Inception Phase</p> <p>2.1.2 TBD in inception Phase</p>	<p>2.1.1 Progress reports for the EU-funded intervention</p> <p>2.1.2 Pre- and post-training test reports</p>	<p>2.1.1 There is cooperation between state and non-state actors on provision of legal aid and government allocates more resources for legal aid to complement project funding.</p> <p>2.1.2 Judicial Service commission adopts training modules for magistrates and customary courts officials in the areas of gender sensitive adjudication ,environmental disputes, gender based violence and corruption</p>
Output 1 relating to Outcome 3	3.1 Strengthened citizen's capacities, especially women, persons with disabilities and youth, in participation, advocacy, and enforcement of rights	3.1.1 Number of cases/complaints/petitions filed and tracked by women, youth and persons with disabilities'	3.1.1 Between 2016-2022, organisations supported under the 11 th EDF filed 6 petitions with Parliament, 3	3.1.1 TBD in Inception Phase	3.1.1. Progress reports for the EU-funded intervention ,Media reports,	3.1.1 The operating space for CSOs remains conducive and government

		<p>organisations at local and national level with EU support.</p> <p>3.1.2 Number of youth women and persons with disabilities, bottom 40%, in the target areas reached through civic education with EU support.</p>	<p>petitions with LAs and 8 cases with Independent Commissions</p> <p>3.1.2. 0</p>	<p>3.1.2 TBD in inception Phase</p>	<p>Parliamentary Hansard</p> <p>3.1.2 Progress reports for the EU-funded intervention</p>	<p>engages and involves CSOs in public processes.</p> <p>3.1.2 The operating space for CSOs remains conducive for people to freely participate</p>
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4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Government 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 60 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's 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 measures¹¹.

4.4.1 Direct Management (Grants)

4.4.1.1 Grants: (direct management)

(a) Purpose of the grants

The Grants will contribute to achieving:

A part of Specific Objective 1: Enhanced capacity of Local Authorities for disaster risk management, policy development, participatory budgeting and ICT that are in line with gender equality and inclusivity principles.

(b) Type of applicants targeted

Non-profit making legal entities, Non-Governmental Organisation (NGO).

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with an entity, which will be selected by the Commission's services using the criteria defined in section 4.4.2.1 above.

4.4.1.2 Grants: (direct management)

(a) Purpose of the grant(s)

The Grants will contribute to achieving:

Specific Objective 2: Enhanced access to justice for citizens especially women, youth and persons with disabilities at the local level.

¹¹ 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.

(b) Type of applicants targeted

Non-profit making legal entities, Non-Governmental Organisation (NGO).

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- (i) The organisation has expertise on institutional strengthening of state justice institutions, particularly the judiciary and/or state provider of legal aid.
- (ii) The organisation has existing and good working relationships with state justice institutions and other actors in the justice sector.
- (iii) The organisation is considered and has demonstrated neutrality and is recognised by both state institutions as well as non-state actors.

4.4.1.3 Grants: (direct management)**(a) Purpose of the grant(s)**

The Grants will contribute to achieving:

Specific Objective 3: Strengthened citizen's capacities, especially women, persons with disabilities and youth, in participation, advocacy, and enforcement of rights.

(b) Type of applicants targeted

Non-profit making legal entities, Non-Governmental Organisation (NGO).

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- (i) The organisation has expertise working directly with NGOs particularly community-based organisations and organisations focused on youth, women and disability issues.
- (ii) The organisation has expertise in grant-making, i.e implementing call for proposals to NGOs, managing grants and building their capacity.
- (iii) The organisation has previously implemented similar activities in Zimbabwe, in particular ability to support demand side actions on transparency, accountability and access to justice.

4.4.2 Indirect Management with an entrusted entity**4.4.2.1 Indirect Management with GIZ**

A part of this action may be implemented in indirect management with GIZ, which was selected by the Commission's services using the following criteria:

- Nature of the action: This component involves institutional capacity building with the Ministry of Local Government and Public Works including the politically sensitive role of monitoring and policy guidance to Local Authorities as well as deciding which Local Authority has the competence required for devolution of power. The nature of this component of the Action therefore requires an entity with a unique skills set in managing the partnership to: (1) influence adoption of reforms; (2) ensure adequate involvement of the EU in the steering of the action; (3) understanding of the political and economic context and ability to rapidly adapt project to the fluid environment.
- Operational capacity: GIZ has proven technical capacity to implement programmes related to local governance, improving service delivery at the local level, gender mainstreaming, anti-corruption and institutional strengthening, law reform and public engagement and youth and women empowerment. GIZ

has an existing relationships with the MLGPW and LAs working in the same areas covered by this action they have already established a solid foundation in the area of capacity enhancement of the MLGPW and various LAs. GIZ has previous experience managing EU funded and other donor funded projects.

- Added value : GIZ is recognised as a neutral actor across the political spectrum, since the action involves work with political officials e.g. Councillors from different political parties as well as with both government and civil society. GIZ has committed additional resources to successfully implement the Action. GIZ being a German implementing partner strengthens the Team Europe approach.

The implementation by this entity entails the activities under Output 1.1 Enhanced capacity of Local Authorities for policy development and implementation, participatory budgeting and ICT that are in line with gender equality and inclusivity principles. The indicative activities are: training and technical assistance on the provision of services (e.g. development of water loss reductions plan, local development planning), women, youth and inclusion of persons with disabilities, service delivery on water, natural resources management; capacity building of elected officials (e.g. Councillors) and support to LAs administration (e.g. Accountants, Environmental Officers). Limited support to the Ministry of Local Government to perform its oversight functions on LAs e.g. on spatial planning, and alignment of Local Government Laws.

In case the envisaged entity would need to be replaced, the Commission's services may select another 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)

If negotiations with the above-mentioned entity (4.4.2.1) 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

Indicative Budget components	EU contribution (amount in EUR)	Third-party contribution, in currency identified EUR
Implementation modalities – cf. section 4.4		
Specific Objective 1 composed of:		
Indirect management with an entrusted entity - cf. section 4.4.2	5 000 000	3 000 000

Specific Objective 1, 2 and 3 composed of:		
Grants (direct management) – cf. section 4.4.1	10 800 000	
<i>Grants – total envelope under section 4.4.1</i>	<i>10 800 000</i>	
Evaluation – cf. section 5.2 Audit – cf. section 5.3	200 000	
Contingencies	0	
Totals	16 000 000	3 000 000

4.7. Organisational Set-up and Responsibilities

The Action's multi-sectoral focus for enhancing transparency and accountability requires that the EU and implementing partners play a key role in ensuring programme coordination, strengthening links and complementarities where possible. For this Action there shall be two Sector specific Steering Committees to be established as follows,

- (i) Local Governance Steering Committee, composed of MLGPW, Associations of Local Authorities, the EU and Implementing Partners and representative of CSOs funded by the Action
- (ii) Justice Delivery Steering Committee composed of the JSC, NPA, the EU, Implementing Partner and representative of CSOs funded by the Action

The Steering Committees will be established with support from the implementing partners who will also provide secretarial services to the Steering Committees. They shall meet at least twice a year or as often as necessary. Each Steering Committee shall monitor achievement of their indicators under the Programme logframe. Where relevant, a Steering Committee can invite another institution or implementing partner to participate in their Committee meeting for collaborative efforts.

Implementing partners shall also set up project level Technical Committees that will support the discussion of technical issues between the EU, implementing partners and benefitting institutions per sector. These will meet quarterly or as often as required and shall discuss work plans, budgets and monitor the operating environment, women, youth and disability inclusion amongst other things.

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.

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) and the partner's strategy, policy or reform action plan list (for budget support).

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:

Each implementing partner will support the benefitting institution 's monitoring and reporting based on the projects logframe s that will be linked to Indicators in the Programme –level Logframe. Indicators and targets will be reviewed and agreed at the projects design stage or after baselines where data is not yet available, these shall be reported on annually by the Implementing partner. The project level technical steering committees shall be useful platforms for monitoring progress towards achievement of results.

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 preferably also by age and disability.

All monitoring and reporting shall assess how the action is taking into account inequality reduction.

5.2 Evaluation

Having regard to the nature of the action, a mid-term and final evaluation(s) may be carried out for this action or its components via independent consultants through a joint mission contracted by the Commission.

The Mid-Term Evaluation will be carried out for problem solving and learning purposes, in particular with respect to the status of the links and synergies with the MIP priority area 2, youth women and inclusion of persons with disabilities as well as progress on implementing institutional reforms and informing the next phase of support.

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 Delegation concentrated its focus on a sub-national level and for the first time brought support to Local Authorities in a programme approach and is implementing synergies within its own priority areas.

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.

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.

All evaluations shall assess to what extent the action is taking into account inequality reduction as well as how it impacts the most vulnerable (bottom 40% and socio-economically disadvantaged individuals). Expertise on inequality reduction 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);

Action level (i.e. Budget Support, blending)		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
Group of actions level (i.e. top-up cases, different phases of a single programme)		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Contract for Output 1.1
<input checked="" type="checkbox"/>	Single Contract 2	Contract for part of Output 1.1
	Single Contract 3	For Output 2.1
	Single Contract 4,5,6	For Output 3.1
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)		
<input type="checkbox"/>	Group of contracts 1	N/A