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Action Document for "Support to Consolidation of Democracy in Mozambique"

1. Title/basic act/ CRIS number	Support to Consolidation of Democracy in Mozambique CRIS number: MZ/FED/040-700 financed under the 11th European Development Fund
2. Zone benefiting from the action/location	The action shall be carried out at the following location: Republic of Mozambique
3. Programming document	National Indicative Programme (NIP) for Mozambique 2014-2020
4. Sector of concentration/ thematic area	Sector 1: Good Governance and Development DEV. Aid: YES
5. Amounts concerned	Total estimated cost: EUR 8 800 000 Total amount of EDF contribution EUR 8 000 000. The Commission will be entrusted with the responsibility of managing the contribution for an amount of EUR 800 000 transferred by Austria after the signature of the corresponding transfer agreement, in accordance with the procedures applicable to the expenditure of the European Union in particular EDF (7% of indirect cost will be applied).
6. Aid modality and implementation modalities	Project Modality Direct management – Procurement of Services Indirect Management with International Institute for Democracy and Electoral Assistance (International IDEA)
7 a) DAC codes	15150 - Democratic participation and civil society 15151 - Elections 15152 - Legislatures and political parties
b) Main Delivery Channel	4700 - Other Multilateral institutions 47058 - IDEA

8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	☐	☐	X
	Aid to environment	X	☐	☐
	Gender equality (including Women In Development)	☐	X	☐
	Trade Development	X	☐	☐
	Reproductive, Maternal, New born and child health	X	☐	☐
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	☐	☐
	Combat desertification	X	☐	☐
	Climate change mitigation	X	☐	☐
	Climate change adaptation	X	☐	☐
9. Global Public Goods and Challenges (GPGC) thematic flagships	Not relevant			
10. Sustainable Development Goals (SDGs)	SDG 16: Peace, Justice and Strong Institutions SDG 5: Gender Equality			

SUMMARY

Municipal and general elections are scheduled to take place in 2018 and 2019 in the Republic of Mozambique. Municipal elections have already been announced for October 2018 and presidential, parliamentary and provincial elections are expected in October 2019. These upcoming elections will have a crucial role in the country's stability and reconciliation, together with the developments in the ongoing peace process. Credible and accepted electoral results are crucial to consolidate peace and democracy. Fraud, lack of transparency and low participation could incite violence and jeopardise the efforts for peace, destabilising the country and undermining economic development and wellbeing.

The programme aims to contribute to the consolidation of democracy by supporting the fairness, transparency and credibility of the electoral processes and strengthening the capacities of the elected representatives and democratic institutions. Interventions planned foresee a gender-oriented focus. Four interlinked components are proposed:

1) <u>Domestic observation</u>. Support to appropriate domestic observation and dissemination of information are crucial to guarantee the fairness and credibility of electoral processes. The programme will support national/local organisations active in electoral observation.

2) <u>Civic/voter education.</u> Citizens' participation is essential to build and sustain democracy. The programme proposes to fund activities planned by the Electoral Management Bodies and civil society associations to foster citizens' participation, particularly women's inclusion and inclusion of gender issues in the political parties' programmes.

3) <u>Electoral legislation reform.</u> As identified by the previous European Union Election Observation Mission (EU EOM) deployed in 2014 and considering the peace negotiation agreement, modifications to the electoral legislation are required. The programme will provide technical assistance and mechanisms to support a broadly accepted reform.

4) <u>Capacity building of newly-elected representatives and their institutions/bodies.</u> This component will reinforce the capacities of the newly elected members of the parliament (MPs) at central, provincial and municipal level and will reinforce the capacities of the institutions/bodies giving support to the elected.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic Area

The Republic of Mozambique, with 28.9 million inhabitants[1], remains stuck at the position 181 out of 188 countries on the Human Development Index (HDI)[2] and inequality is increasing. The country seems to be trapped in the low human development category as limited progress has been made since 2010. Gross National Income (GNI) per capita estimated at USD 525 for 2015. The Gender Development Index (GDI) for Mozambique places the country in Group 5, containing countries with low equality in HDI achievements between women and men[3]. The 2015 Gender Gap Report, which gives greater weight to "rights and norms" and "political empowerment", places Mozambique 27th out of 145. The last published Household Survey (2014/2015) revealed that, even though a reduction was registered, there is a substantial disparity between illiteracy rates for men (30.1% from 33.2% in 2008/9) and women (57.8% from 63.9% in 2008/9). The adult literacy rate remains low (58.8%), and the average life expectancy at birth is just 55.5 years.

Following a period of relative stability since 1992 when the Peace Agreement between the ruling party Frelimo and the opposition party Renamo put an end to a protracted civil war of more than 15 years, Mozambique is confronted with the double challenge of an acute economic/financial crisis and internal political conflict. On the economic front, Mozambique seems to be shifting into a reduced growth trajectory with Gross Domestic Product (GDP) growth in 2017 estimated at 3.1% after two decades of an average of 7%. This shift is partially caused by external factors such as the droughts, floods, falling commodity prices and reduced Foreign Direct Investments (FDI). The main internal factors contributing to this crisis were the depreciation of the metical and the undisclosed state-guaranteed loans (of about 10% of GDP-USD 1.4 billion) in 2016. The discovery of the undisclosed debt affected the trust of international institutions and donors in the national systems which led the International Monetary Fund (IMF) to discontinue its programmes. Budget support donors have put their disbursements on-hold since 2016. On the political side, the current situation is very much linked with the post-electoral crisis of 2014 (results were not accepted by Renamo). The political model has increasingly been challenged by Renamo representatives accusing Frelimo (in power since 1975) of not having implemented the Peace Agreement fully. As a result, violence re-erupted, with localised military conflict in the centre of the country, putting the

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[1]   Census 2017, provisional statistics.
[2]   2015 HDI of 0.418
[3]   Absolute deviation from gender parity of more than 10 percent.

achievements of the 1992 Peace Agreement in peril. Negotiations[4] have been held since then, resulting in a partial peace agreement announced on 7 February 2018.

Violent attacks at the North east region of the country have been taking place since late 2017 increasing the insecurity in the whole province. Massive movements of displaced people have been observed, affecting the normal organisation of the electoral process announced.

The electoral cycle has two elections: municipal elections in October 2018 and national elections (Presidential, Legislatives and for the Provincial Assemblies) announced for October 2019. Local elections in Mozambique will take place in 53 municipalities, out of 150 districts[5], mobilising around 8 million of potential voters[6]. In elections for the president, the electoral system is a majority two rounds system.

The 2016 Perceptions of Electoral Integrity Index (PEI) gives Mozambique a global score of 35 points, down from 48 points in 2014. Mozambique now ranks 146th of 158 countries. The latest Afrobarometer Dispatch on Mozambique published in 2017 shows that the number of citizens who perceive elections with major problems and not free and fair have more than tripled between 2008 (11%) and 2015 (35%). Distrust in the electoral authorities increased from 17% in 2005 to 38% in 2015. Most worryingly, demand for democracy decreased by 16 percentage points between 2012 and 2015[7]. These upcoming elections will have a crucial role in the country's stability and reconciliation process, hand in hand with the developments in the peace process. Credible and accepted electoral results are crucial to consolidate peace and democracy.

1.1.1 Public Policy Assessment and EU Policy Framework

The Government is implementing its "Five-Year Plan 2015–2019 (PQG)" which guides the country's development priorities. The first priority refers to consolidate the national unity, peace and sovereignty and sets the *strategic objective: "**To defend and consolidate national unity and the culture of peace, democracy and political, economic, social and cultural stability".** One of its pillars consists in consolidating the state of democratic law, good governance and decentralisation. The plan is considered as credible and annual targets are reached from 35% to 67%, depending on the sector.

The proposed programme is fully in line with the *2017, New European Consensus on Development, "Our world, our Dignity, Our Future"*[8] as the programme pursues supporting inclusive, transparent and credible elections and will pay particular attention to the role that (civil society organisations) CSOs play as promoters of democracy. It also complies with the *2016, Shared Vision, Common Action: A Stronger Europe "A Global Strategy for the European Union's Foreign And Security Policy"* where democracy and a rules-based global order are considered as vital interests underpinning our external action and a resilient society featuring democracy, trust in institutions, and sustainable development lies at the heart of a resilient state. The *Joint Communication to the*

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[4] Following a first round of negotiations in June 2016, with international mediation (including the EU), since end of 2016 the peace process continued, with the direct involvement of President Nyusi and Renamo's leader. An international Contact Group – in which the EU participates – was established to provide support and two working groups. One group focused on decentralisation and the other group on military issues (cease-fire, disarmament, re-integration of the Renamo militias in the security forces, etc.).

[5] In the remaining 97 districts not having the statute of municipality, administrators are centrally and directly appointed.

[6] In municipal elections, there are two ballot papers, one for mayor and one for a party list for the municipal assembly. Citizen's lists as well as parties can stand for assemblies and independent candidates can stand for mayor. In the 2014 national elections there were three ballot papers - one for president, one for a party for the national parliament (each province is a constituency), and one for a party for the provincial assembly (where each district is a constituency).

[7] Afrobarometer Policy Paper, November 2016: "Who prefer democracy and reject all three authoritarian regimes: such as presidential dictatorship, military rule, and one-party government".

[8] OJ C 210 of 30.6.2017.

European Parliament and the Council: Action Plan on Human Rights and Democracy (2015-2019)[9], outlines that citizens' loyalty towards their state and their reliance on peaceful means depend on whether they feel that they are protected against arbitrary decisions and that their views can influence political decision making. The programme also responds to the EU communication *"Beyond Election day, Best practices for follow-up to EU election observation missions"*, where it is considered that "through its electoral support, the EU contributes to the establishment of peaceful and inclusive societies", as called for by SDG 16. The programme is aligned to the Joint Staff Working Document for "*Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020[10]*, thematic priority 3*: "Strengthening Girls' and Women's Voice and Participation",* specifically objective #17 (equal rights and ability for women to participate in policy and governance processes at all levels).

The programme is proposed within the Good Governance and Development Sector under the *11th National Indicative Programme (NIP) 2014-2020 for Mozambique,* whereby interventions were foreseen in support of the consolidation of democracy, specifically complementary actions to address governance challenges in areas such as the strengthening of rule of law and/or the deepening of the democratic system. The programme includes capacity building activities for the democratic institutions, as already foreseen in the NIP[11].

The support suggested is also in line with priorities expressed in different policy framing documents related with Human Rights and Democracy support to democratic institutions and multi-party democracy, where support to credible and sustainable electoral processes is considered as essential.

1.1.2 Stakeholder analysis

Referring to elections, the highest institution to be considered is the **Constitutional Council (CC),** with jurisdictional constitutional powers[12], responsible for the review and acceptance of presidential candidatures, for deciding on the legality of the establishment of political parties and coalitions and for deciding on electoral appeals and validating and announcing final election results. After being rejected by the opposition, the CC has demonstrated its capacity to recalculate and invalidate votes and results and is considered as a professional institution.

Parliament[13] is represented by three political parties (58% Frelimo, 35% Renamo and 7% MDM). Parliament is perceived as "governed" by the ruling party with weak capacities in fiscal oversight and government accountability, leaving aside regular interaction with citizens, facing lack of technical capacities with poor financing to fulfil its role. It appears to have some interaction with the public but not to the extent required by modern day democracy. Committees dealing with bills do not have sufficient expertise and there is a need to depoliticise their work. Political parties should conduct oversight in a non-partisan manner and this should be introduced as a culture in the Assembly. Women represent 40% of the Members of Parliament (MPs). Mozambican parliament is probably understaffed by between 30 to 40% and there is a need for skills development. MPs do not have sufficient research capacity and sufficient up to date knowledge on what is going on in the country and language could be a barrier.[14]

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9   JOIN(2015)16 of 28.4.2015.

10   SWD(2015)182 final of 21.9.2015.

11   NIP for Mozambique, Page 10: ii) main interventions would cover transparency, accountability and Rule of Law and lessons learnt of the 10th EDF programme to support to Parliament.

12   Composed of seven judges with a five-year mandate.

13   Parliament is integrated by 250 MPs that are assisted by more than 350 civil servants organised in 2 main directions: Administrative/financial and legislative and supported by 4 technical cabinets and parliamentarian assessors. There are 9 parliamentarian commissions and the Administrative Council integrated by the General secretariat and MPs which is the decision-making organ.

14   Political Economic Analysis and Westminster Foundation for Democracy (WFD) context Analysis report, 12/2015.

Provincial Assemblies and municipal councils: Provincial assemblies have the function to monitor and control the Government at provincial level, they also approves the provincial development programme. Currently there are 10 provincial assemblies elected directly, integrated by 811 members but with few power and resources. Mozambique has 53 municipal councils, each one integrated by different number of councillors depending on the number of electors (1216 members in 2013). Capacities of each one of the councils are quite diverse and depend on the level of local resources obtained.

The two main Electoral Management Bodies (EMB) are:

i) **The National Elections Commission - Comissão Nacional de Eleições (CNE),** an independent body subordinate only to the CC, with a six-year mandate, which holds the overall supervisory responsibility for the conduct of the voters' registration and the electoral process. CNE is composed now of 17 members, headed by a president and two vice-presidents[15]. The 2014 EU EOM considered that CNE largely administered the election with professionalism and competence in accordance with the electoral calendar and with a clear intent to correct mistakes made in the past. However, the EU EOM observed a patent deterioration of the election process concerning the partial results tabulations phases at district and provincial levels. The public trust in the CNE dropped gradually from 72% in 2005/2006 to 48% in 2014/201516.

ii) **The Technical Secretariat for Election Administration -** *Secretariado Técnico de Administração Eleitoral* **(STAE)** is a public service institution created under the state administration and responsible for the implementation of all technical and administrative aspects of the election process. STAE is considered the technical arm of CNE and works under its direct supervision[17]. The 2014 EU EOM pointed out that STAE, facing logistical and geographical challenges during last elections, reacted to operational and logistics needs in an acceptable but sometimes slow manner throughout the process.

Mozambican **Civil Society Organisations (CSOs)** have a long history of involvement in the electoral processes in Mozambique, conducting civic and voter education and domestic observation. CSOs have demonstrated in the past their capacity to increase and monitor electoral participation. In 2015, the *EU-Mapping Study of Civil Society Organisations* (CSOs) in Mozambique described an evolving situation where CSOs' contribution to governance and accountability has been increasing but remains limited to the action of few Maputo-based organisations. Local CSOs remain weak and exposed to the political context characterised by challenges in terms of checks and balances and political tolerance. The unique CSO cluster "National Electoral Observatory" covering former elections was dissolved after the 2014 elections due to internal problems and financial misconduct. Currently, the main CSOs are organised around 3 clusters covering domestic observation and civic/voter education. Working through civil society will likely reinforce the confidence of citizens in the electoral processes.

Media landscape is quite diversified but with low penetration in the interior of the country, especially in the rural areas, despite a rapid extension of the mobile phone network. Coverage of previous elections, either public or private, was not considered as neutral allowing equal treatment to candidates and political parties[18].

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[15]   The CNE president, proposed by civil society organisations, is elected by the CNE members and sworn-in by the President of the Republic. The two parties with highest number of seats in the National Assembly (i.e. FRELIMO and RENAMO) indicate the vice-presidents. FRELIMO appoints 5 representatives, RENAMO 4, MDM 1 and 3 representatives are from civil society organisations (CSOs). The CNE is represented by non-permanent provincial and district offices throughout the country. President and members of FRELIMO will be re-appointed in early 2019 and representatives of RENAMO in early 2020.

[16]   Afrobarometer 2017, Boletim nº 139.

[17]   The Director General is recruited by the CNE through a public tender and nominated by its President.

[18]   As reported by the *European Union Election Observation Mission-Mozambique - Final report*, *2014*.

The Mozambican legal system recognises the equality of **women** and men in the Constitution and specifically in the legislation on family, land and trade but in reality, discriminatory stereotypes and cultural practices persist. Such stereotypes constitute serious obstacles to women´s educational and professional prospects and the enjoyment of their human rights, especially their protection against domestic violence. In rural and remote areas, where almost 70% of the population lives, the situation of women is characterised by poverty, illiteracy and a lack of participation in decision-making processes at community level. Women represent 40% of the members of the Parliament and elected at the municipal elections. In spite of being well represented at Parliament, women's role is just conditioned to represent the stereotype, above all, the set of arrangements produced in the private sphere and projected to the political field.

1.1.3   Priority areas for support/problem analysis

The EU has deployed until now six Election Observation Missions in Mozambique[19], offering recommendations aimed at improving the electoral process. Key main areas have been identified by the last EU EOM in 2014 as well as by other partners (EISA[20], Carter centre), Government and civil society. Several working groups were organised after the 2014 elections where representatives of the EMB, political parties, parliament and civil society defined a series of recommendations and problematic areas. They have been compiled and organised in the following categories:

- **Domestic observation**: with limitations in terms of coverage and observers' capacities and minor parallel voting tabulation; not harmonised observation tools; absence of coordination[21].

- **Voter/civic education**: ignorance of electoral procedures hindering participation and fostering lack of trust and violence; difficulties accessing the voter register; lack of provisions for media and scarce media programmes/debates; insignificant attention to the situation of women; misunderstanding of the complaint and appeals process inciting citizen apathy; increased level of abstention (+50%); low political commitment of youth and women and discredit of democratic processes (results are linked to patronage and citizens situation do not change) and greater lack of participation at rural areas.

- **Women participation and representation:** According to some organisations, during last elections, there was no real interest among the political class in considering women´s engagement and participation as a particular matter. Women were considered as unable to influence policies of political parties and parties did not see the need to give a prominent position to women's issues. Observers noted that no political party had parity in gender representation among their party agents represented at the polling stations[22]. Specific studies elaborated on abstention reveals that abstention is greater in women. According to the municipal by-election held in January 2017 only 39% of voters who cast ballots were women[23].

- **Legal framework**: it needs to be improved: weak restrictions to use public resources; lack of punishments to violations of the Electoral Law; inconsistencies and lack of clarity as regards the system of complaints and appeals; minor guarantees for gender equality; need to increase transparency and permanent publication of results per polling station; need to improve the process of accrediting party agents and observers. Besides, the peace agreement between

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19   Local elections (2003); general elections (1994, 1999, 2004, 2009, 2014).
20   Electoral Institute for Sustainable Democracy in Africa.
21   In the past, the Electoral Observatory (*Observatório Eleitoral*) was the largest domestic observer group, an umbrella institution of CSOs that managed to deploy around 2,000 observers, and carried out a parallel voting tabulation (PVT). It was dissolved due to financial misconduct. Currently three main clusters for domestic election observation and reporting are emerging.
22   In stations observed, women party agents represented: 33% of FRELIMO, 28% of MDM and 17% of RENAMO.
23   Statistics provided by EISA from domestic observation organised in all the

Renamo and the Government will require legal amendments that this programme could support[24].

- **Fraud, electoral conflict and violence**: some irregularities have been detected by international and domestic observers in the past, provoking several instances of violence during the electoral campaign, clashes with opposition party followers, allegedly illegal detention of opposition supporters and media, resulting in the non-acceptance of the election results by the opposition. The presence of domestic observers and support to "peace rooms" could contribute to reduce electoral fraud and electoral conflict.

- **Weaknesses of MPs and elected candidates:** MPs and provincial/local elected representatives do not have all the competences and resources to fulfil their role. Parliamentarians have insufficient research capacity and dialogue/interaction with civil society is limited.

- **Electoral administration and electoral process implementation**: weak institutional knowledge at low and decentralised levels; poor intra/public and timely communication affecting trust and processes transparency; lack of joint coordination with civil society and political parties as well as media; limited publication of the voter's lists; dysfunctions of the media monitoring organism, weak controls on campaign finance including monitoring of the use of public administration's means by parties/conflict of interest, as well as failures on the role of the security forces.

1.2   Other areas of assessment

N/A.

2   RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)*	Mitigating measures
Post-election political instability due to contested results	M	The programme will systematically seek engagement of all electoral stakeholders in identification of risk factors. Activities supported seek to avoid contested elections.
Instability at the North of the country	M	Political dialogue with Government will aim to ensure deployment of security and measures to prevent conflict. Specific studies or debates for potential solutions could be supported outside the programme.
Revision of electoral legislation does not reach a consensus among the parties	H	Before the revision, several activities have been designed to overpass inconsistencies and complexity of the current legislation. Technical support offered will organise inclusive debates and seminars to facilitate the consensus and the adoption. Furthermore, EU will reinforce the political dialogue through the Art.8 and its permanent bilateral dialogue with Government, Parliament and political parties.
Donor support to the elections enters into force too late	H	The programme foresees to apply for the retroactivity of the financing. Several organisations have already allocated funds to start the activities and will be able to start their

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[24]   Support to legal reforms in the context of decentralisation could be covered by the specific programme supporting the negotiation process.

		interventions before the approval of the Decision.
CSOs face difficulties in managing their activities	M	Grants will be given to CSOs with sound experience. In complementarity, the EU support programme to CSOs has a capacity building component and the entities benefiting from the proposed programme will be able to benefit. The implementing partner will deploy a permanent monitoring and support mechanism.
Widespread corruption affecting the implementation of the interventions	H	The programme reserves a significant amount to execute external audits. Besides, sub-contracts will include a specific clause requesting external expenditure verification reports for interim payments. The programme will also include related trainings and fraud mitigation measures will be deployed by the implementing partner.
Gender equality and mainstreaming is not fully endorsed	M	The programme will include gender equality requirements for the grants and activities financed. Training provided during the programme will reinforce the advocacy for ensuring gender perspective.
Stakeholders do not coordinate appropriately	M	The *Donors platform* will closely follow all the interventions and will promote CSOs complementarity and linkages with public institutions. Consortiums already created diminish the risk. The implementing partner will monitor stakeholders' coordination.

Assumptions
- Political context allows organising all the electoral processes and activities foreseen, the Peace agreement is maintained.
- Essential funding for all the electoral processes is provided.

* H-HIGH, M-MEDIUM, L-LOW.

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

The EU EOMs report covered different areas of assessment: legal and electoral framework, the electoral administration, voter registration, candidates and party registration and media. Over the past years, recommendations were partially implemented though many still require follow-up. Given the complexity levels of the legal reform, the programme will foresee activities to facilitate implementation of current legislation and will provide tools for the necessary reforms.

The EU (with UNDP) provided electoral support in the framework of the "Project in support of 2010-2012 electoral cycles in the PALOP-TL (EDF 2010/235-737)". Lessons learned from PALOP countries showed that the late implementation due to problems in settling a specific Management Unit is detrimental to results. It also considers that human resources must consider representation of women at all levels. A study conducted by WLSA[25] Mozambique[26] analysing men's and women's representation in the 2013 municipal elections also considers that is important to reflect on whether

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[25] Women and Law in Southern Africa.
[26] Eleições Autárquicas 2013, Participação e Representação de Homens e Mulheres, WLSA Moçambique 2014.

the relationship between representation and women´s political participation and the increase in the number of women in decision making positions is being translated into gender balance to avoid that the party quotas have the perverse effect of hiding violations of women rights in Mozambique.

Lessons learned from previous electoral processes in Mozambique[27] reflect that timely and adequate recruitment, training and deployment of sufficient numbers of observers from civil society and political parties, as well as the ability by political parties to follow electoral complaints and appeals procedures are crucial. Concerning parallel vote tabulation (PVT), it is considered a relatively expensive exercise but it has demonstrated its utility in certain municipalities where tight contests are anticipated. Specific criteria to select the municipalities covered should be defined and agreed with the stakeholders. Activities implemented by civil society within electoral processes in many countries have required large deployment of resources and persons in a limited time and pressure can jeopardize the respect of EU procedures. Closely monitoring and support must be provided.

Working with Parliament must be targeted, activities for permanent staff and members of parliament must be separated and it should be managed by third parties to avoid political influences, slowness in decision-making and complexity of the administrative circuits.

3.2 Complementarity, synergy and donor coordination

Development partners are planning several interventions in the same domain, indicatively:

- Irish Aid (EUR 0.15 million) has given technical support on electoral legislation.

- Netherlands (EUR 0.3 million) funds capacity building to the three political parties.

- Sweden is financing activities executed by EISA (EUR 3.9 million) to 1) build capacity of political parties; 2) strengthen Electoral Administration; and 3) establish and strengthen civil society observation.

- UNICEF gives support to parliamentarian commissions for Budget Oversight and Scrutiny.

- UNDP's main areas of intervention will be support to CNE/STAE: on civic education; training to polling staff and judges for the electoral courts and support to communications.

- USAID (USD 1.5 million) deploys activities to prevent electoral conflicts in some geographic areas. Activities could cover long term observation, civic education and support to media through CSOs.

- EU project to support Rule of Law (10 EDF, EUR 9 million), contains a specific component to reinforce Parliament's capacities, the project finishes in June 2018.

- EU project to support CSOs, PAANE II (11 EDF, EUR 22 million), started in 2018, provides institutional support to civil society in particular in the provinces of Tete, Niassa, Cabo Delgado, Inhambane e Sofala.

- EU IcSP project to support the peace negation process (EUR 1.2 million), finishing in December 2018, to facilitate progress in the negotiations and/or support activities related to commitments reached.

- EU CSO grants (thematic budget lines) promote participation and community engagement in specific districts/provinces.

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[27] Information provided by national institutions as MASC, CIP, FORCOM, EISA, IESE, CEDE, JOINT and reports elaborated after the elections were considered for the formulation of the programme. Besides, a specific mission was organised in January 2018 to contact all stakeholders and obtain their recommendations and lessons learnt. Donors present at the country were also associated to the formulation. Experience from GIZ, EU, UNDP, Westminster for Democracy Foundation, IMD, Portugal and Finland were also considered for the component related to newly-elected an their institutions

In order to coordinate donor's support foreseen on elections and closely follow the electoral cycle developments, a platform, the **Elections Working Group** (including the EU and all donors interested in elections) has been created allowing up to date accurate information. Currently it is led by USAID. CSOs and public entities are invited to the meetings. The platform aims to coordinate interventions and to avoid duplications.

3.3   Cross-cutting issues

The programme is designed so as to ensure that no-one is left behind, wherever people live and regardless of ethnicity, gender, age, disability, religion or beliefs, sexual orientation and gender identity, migration status or other factors. **Rights-based Approach working principles** will be included in all the contracts for programme implementation and in all the terms of reference defined for the actions. Accessible information at all levels and disaggregated data will be a key issue for the political dialogue and will be supported by the programme. Concerning **people with disabilities,** the programme will analyse actions to be deployed by the EMB and CSOs to allow them to enjoy their right to vote.

Activities will be implemented with a strong **gender focus**, looking for gender equality and women empowerment and eliminating discriminatory stereotypes that inhibit women to freely participate in electoral processes and politics. The lack of visibility of women as protagonists, as opposed to their great presence as cheerleaders of the electoral campaign, demonstrates that access to power by women and the occupation of relevant positions does not yet translate into a commitment to defend women's rights. The programme will reinforce women's participation when selecting participants for seminars and trainings and when selecting trainers and observers. Specific programmes aimed at women will be elaborated for voter education and foster women's participation and representation. Specific seminars will be addressed to political parties to consider women as candidates and to include specific interventions in their favour in their manifestos. Seminars for media will also convey the importance of women's political participation and gender sensitivity avoiding negative stereotypes. A thorough revision of the legislation and regulations will be done in order to identify elements that may hinder women's participation. The publication of disaggregated data will be assured. Training for elected representatives will be an opportunity to identify male champions on gender equity and women's empowerment who can also work on promoting gender equality, gender-sensitive legislation, awareness raising, etc.

Youth participation will be mainly tackled by civil society interventions. Rural areas will be covered by the interventions of the communitarian radios and the vast spectrum of facilitators deployed by civil society. The importance of considering **civil society** as an integral part of democracy is ensured by including this actor as a key partner and direct beneficiary of the interventions. Interventions to be deployed are not considered as strongly damaging the **environment.** Nevertheless, programme implementation will take into account alternatives to be used when printing documents, tool-kits, leaflets, etc. The programme will pay particular attention to measures related to the environment during the trainings and seminars foreseen. The programme will include awareness raising to political parties to include the environment problematic within their political programmes.

4   DESCRIPTION OF THE ACTION

4.1   Objectives/results

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 16: "Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels" but also promotes progress towards Goal 5: "Achieve gender equality and empower all women and girls". This does not imply a commitment by the Republic of Mozambique benefiting from this programme.

The **overall objective** is to contribute to the consolidation of democracy in Mozambique.

Specific objectives are:

1) Enlarged coverage of elections by domestic observers assuring equal participation of women observers (Domestic Observation);

2) Increased citizen's participation as voters and as candidates in the elections with an improved gender balance (Civic/voter education);

3) The package of amendments to electoral legislation, including the gender dimension is submitted to the Government (Electoral legal reforms);

4) The capacities of the newly elected representatives (including women) and democratic institutions are strengthened (Capacity building of newly elected representatives and their institutions/bodies);

5) Specific studies, technical expertise, seminars or exchanges and any other capacity building activities not covered by the work plan of the implementing partner but become necessary and justifiable (Horizontal Support Facility).

The **expected results** are:

Component 1- Domestic Observation

1.1.   Increased number of qualified election observers with improved gender balance

1.2.   Alternative mechanisms for domestic observation are established

1.3.   Increased number of qualified reporters and media

1.4.   Multi-stakeholders forums are facilitated

Component 2- Civic/voter education

2.1.   Raising awareness programmes and tools, gender-oriented, to foster democratic participation are developed

2.2.   Media and political parties are trained and equipped with a manual on elections, human and civil rights, including on the needs of the youth and vulnerable groups of electorate, and on gender mainstreaming

2.3.   Electoral management bodies are trained and provided with learning, methodological and public information and communication tools

2.4.   Youth are trained and supported with learning material

Component 3- Electoral legal reforms

3.1.   The public has access to the electoral legislation in force

3.2.   Inclusive round-tables and debates on the electoral legislation are supported

3.3.   Legal-comparative analysis is available

3.4.   Proposals for amendments and new regulations including gender-sensitive electoral legislation are available

Component 4 - Capacity building of newly elected representatives and their institutions/bodies

4.1.   Elected representatives (male and female) are trained on their role with specific attention to promotion of gender equality

4.2. Parliamentarian committees are trained and equipped with guides on monitoring of the government and reporting and support for monitoring missions is provided

4.3. National institutions are trained to give support to the elected representatives

4.4. A methodology and support for launching a continuous dialogue for consolidation of democracy, gender equality and interaction between the elected bodies, civil society organisations and media is promoted

Horizontal Support Facility Component

This component will be deployed to provide specific studies, technical expertise, seminars or exchanges and any other capacity building activities not covered by the work plan of the implementing partner but become necessary and justifiable.

4.2 Main activities

Component 1 – Domestic observation

- Reinforcement and deployment of local observers and coordinators/supervisors (male and female) with professional methodology and tools: definition of the observer's profile; gender-sensitive trainings, guides, toolkits, manuals, conduct and ethical codes.

- Support to parallel vote tabulation (PVT), recruiting specialists in PVT, training participants, providing the necessary equipment and human resources and facilitating dissemination of results.

- Support to media, including training for media monitoring and investigative journalism, support to communitarian radios. Provision for legal assistance and emergency protection could be provided.

- Support to "situation or peace rooms", aiming at preventing conflicts and violence and providing public, gender sensitive and timely information about the deployment of the electoral processes.

This group of activities will be supported from 2018 to 2019.

Component 2 - Civic/voter education

- Support to voter/civic education during the electoral processes: gender-sensitive programmes and campaigns including support to electoral management bodies, political parties, media and civil society activities. Activities to foster male and female participation and promote the right to vote and non-violent elections. Awareness campaigns, trainings and guides, media debates; creation of mechanisms to support electors (where and how to vote, how to introduce a complaint or appeal).

- Support to the Electoral Management Bodies to facilitate public information and to communicate timely to political parties, civil society and media at all the levels (central, provincial and local); support to specific mechanisms to provide civic/voter education and information.

- Deployment of a pilot initiative for long-term civic education specially addressed to youth and, within this, with a particular focus on women, to foster democratic values. Activities addressed to empower youth to play an active role and to encourage their involvement and commitment to the democratic system.

The two first groups of activities will be mainly supported from 2018 to 2019, the last one from 2019.

Component 3 – Legal electoral reforms

- Assistance to CNE/STAE to compile and make electoral legislation available to the general public.

- Support to national initiatives that enhance multi-stakeholder (CNE, STAE, political parties, civil society, academia, Members of Parliament[28]) and inclusive approach to obtain broadly agreement for the electoral reform: roundtables and debates; seminars, trainings, exchanges; comparative studies.

- Provision of technical assistance to EMB, Government, political parties: advice, studies, analysis, proposals, in order to amend the electoral legislation, taking into account a gender perspective.

- Support to activities to validate legislation once submitted to Parliament: hearings, national debates, technical assistance.

EU EOM recommendations will be integrated as a base for the electoral revision of the legislation as well as for the procedures adopted. Activities for the legal reform can be supported as from 2018, but for national elections would be mainly deployed in 2019 and from 2020.

Component 4 – Capacity building of newly-elected representatives and their institutions/bodies

- Support to elected representatives (at central, provincial and local level) (male and female) to enhance their capacities to bring them up to speed to effectively exercise their accountability, representation, oversight and outreach functions and to hold the state accountable: needs assessment surveys; trainings, gender sensitiveness; peer to peer exchanges; manuals, methodological guides; forums with civil society and media; publications, dissemination of information, technical assistance.

- Reinforcement of the institutions/bodies[29]: support to specific studies, gender-sensitive trainings and seminars, guides/manuals; databases; monitoring missions, study missions; public information, IT equipment, software; technical assistance.

- Contribution to strengthen the dialogue/interaction with media and civil society: training for media and civil society on the role of elected representatives and the legislative; activities fostering the inclusion of civil society for gender-oriented legislative reforms and planning at decentralised level.

These activities will be deployed after the elections of 2018 for the municipal level and after 2019 for the rest of the levels. Nevertheless, some activities targeting parliament could be deployed in 2019.

Horizontal Support Facility Component

Considering the length of the programme, this component will be deployed to provide specific studies, technical expertise, seminars or exchanges and any other capacity building activities not covered by the work plan of the implementing partner but become necessary and justifiable. This component will allow the Delegation and the Government a flexible response to specific requests, which is fundamental in the fluid context of the electoral cycle.

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[28] Specially from the parliamentarian commissions in charge of analyse the electoral legislation.
[29] Mainly Parliament's General Secretariat and the different directorates or special units, and support to the provincial assemblies, the National Association of the Mozambican Municipalities, the Ministry of State Administration and Public Function services and Provincial Governors institutions, if requested.

4.3 Intervention logic

The activities of the programme have been conceived taking into account the 2014 EU EOM recommendations and national assessments. The approach of the programme covers the electoral cycle. Activities aim at reinforcing trust on the electoral processes and on the state, tools as guides and trainings for domestic observers, national campaigns on civic and voter education, aim to encourage resilience and citizens feeling belonging to a society. The programme will include a long-term intervention focusing on youth to boost their involvement in democratic processes at all levels and in support to citizenship, combined with a gender mainstreaming approach. Activities specifically oriented to credible and acceptable elections will cover main weaknesses as low civic/voter education and the needed revision of the electoral legislation. Activities look for an inclusive process of legislative reform to avoid refusal from civil society and the different political forces. Activities such as trainings, guides, support to monitoring missions, addressed to elected representatives and their institutions, search to reinforce the trust of citizens in the democratic system and to avoid potential conflicts.

Fraud, lack of transparency and fair participation could incite violence and put all the efforts for peace on hold, destabilising the country and undermining development. The activities included in the programme will contribute to setting the ground for transparent, democratic and credible elections in 2018 and 2019 and will contribute to consolidate the democracy in Mozambique through the support to newly elected and their institutions. Stronger consolidation of the democracy in Mozambique will not be assured if the next elections are not credible and accepted by all the parties. The assumptions are that civil society organisations have the capacity to organise domestic observation and use the tools provided by the programme. Another assumption is that elected representatives integrates the methodology and tools developed by the programme in their functions. Considering municipals elections have been announced for October 2018, the programme has selected an experienced implementing partner which can rapidly start to implement the programme and retroactivity for the eligibility of funds is requested.

5 IMPLEMENTATION

5.1 Financing agreement

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

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is **60** months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

5.3 Implementation of the budget support component

N/A.

5.4 Implementation modalities

5.4.1. Procurement (direct management)

Subject in generic terms	Type (works, supplies, services)	Indicative number of contracts	Indicative trimester of launch of the procedure
Horizontal Support Facility	Services	4	2019-2021

5.4.2. Indirect management with an international organisation

A part of this action may be implemented in indirect management with the International Institute for Democracy and Electoral Assistance (International IDEA) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 17 of Regulation (EU) 2015/323.

This implementation entails the implementation of part of the activities described in section 4.2 in order to achieve the objectives and results indicated in section 4.1 with the exception of the Horizontal Support Facility Component activities.

This implementation is justified because of the grounds of their sound reputation and experience in the area of electoral support and consolidation of democracy related interventions. International IDEA works to support and strengthen democratic institutions and processes around the world to develop sustainable, effective and legitimate democracies. Experience obtained in other countries including in EU financed programmes (Nigeria, Zambia, Ghana, Paraguay, Myanmar, South Africa, etc.) will be an inestimable added value for successful programme implementation. International IDEA has specific experience in providing technical support to legal reforms and in working with CSOs and integrates a specific approach to gender issues in its studies and interventions. International IDEA also has an important network of experts that can contribute to project implementation facilitating knowledge sharing and comparative experience. International IDEA already has experience in Mozambique and will set up a local office in Maputo for the management of the programme. International IDEA has a memorandum of understanding with the Electoral Commissions Forum of the Southern African Development Community (ECF-SADC) to undertake a number of activities and has already organized trainings with Mozambican CNE/STAE members in Maputo and in the region.

The entrusted entity would carry out the following budget-implementation tasks: i) carrying out procurement and selecting the implementing partners (grant), and ii) awarding, signing and executing the resulting contracts, notably accepting deliverables, as well as carrying out payments and recovering funds unduly paid.

The EU Delegation in Mozambique and the National Authorising Officer (NAO) services will be involved in the implementation of the programme. International IDEA will manage, monitor and supervise the implementation of the activities carried out by the implementers and will act as Secretariat of the Steering Committee and the Technical Committee. International IDEA will alert the EU Delegation and the NAO whenever any problem could put the execution of the approved activities in danger, requesting the organisation of a Steering or Technical Committee. All activities and sub-delegations given will be gender-oriented and a gender sensitive monitoring and evaluation system will be put in place in order to ensure the respect of the gender-oriented approach and to collect sex-disaggregated data.

The Commission authorises that the costs incurred by the entrusted entity may be recognised as eligible as of **1 April 2018** because municipal elections have been announced for October 2018 and the start of the activities require their implementation prior to the adoption of this Decision.

5.5 Scope of geographical eligibility for procurement and grants

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

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

5.6 Indicative budget

Components	TOTAL of which € 800 000 from ADA through a transfer agreement to be signed
5.4.1 - Horizontal Support Facility Component - Direct management - Procurement	**1 000 000**
5.4.2. Indirect management with International IDEA out of which (indicative amounts)	**7 000 000**
Component 1- Domestic observation	*2 500 000*
Component 2 - Voter/Civic education	*1 000 000*
Component 3 – Legal electoral reforms	*500 000*
Component 4 – Capacity building of newly-elected representatives and their institutions/bodies	*3 000 000*
5.9 – Evaluation, 5.10 – Audit	**300 000**
5.11 – Communication and visibility	**200 000**
Contingencies	**244 000**
Administrative Costs Transfer Agreement	**56 000**
Totals	**8 800 000**

5.7 Organisational set-up and responsibilities

The programme will set up a <u>Steering Committee</u> co-chaired by the National Authorising Officer (NAO) and the European Union Delegation in Mozambique. The Steering Committee will be the policy decision-making body of the programme. It will assess the overall implementation of the programme and will approve the annual work plans, risk analysis and mitigation measures. Meetings will be organised yearly and when requested by one of the members or International IDEA. Representatives of the main beneficiary entities, including Electoral Management Bodies (CNE and STAE), Parliament, Ministry of Administrative State and Public Function, ANAMM and CSOs will be invited to join discussions in the Steering committee for the relevant matters of their responsibility.

A <u>Technical Committee</u> will be established in order to quarterly 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 or International IDEA.

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

5.8   Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner will establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (quarterly and annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and of the budget details for the action. The quarterly report will be provided in English and Portuguese and will be submitted at each meeting of the Technical Coordination Committee. The annual report will be submitted at the annual Steering Committee. The final report, narrative and financial, will cover the entire period of the action implementation. It will be provided in English and Portuguese.

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

5.9   Evaluation

Having regard to the importance of the action, a mid-term and a final evaluation will 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, learning purposes, in particular with respect to the activities implemented and the methodology applied for its implementation as well as with regard to stakeholders' participation. It could review the internal performance assessment and monitoring system and could revise the indicators of the logframe.

The 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 electoral processes are permanent and lessons learnt could be applied in next electoral processes. Besides, it will be necessary to evaluate the pilot action concerning long term youth civic education in order to orient future interventions.

The Commission shall inform the implementing partner at least 1 month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

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

Indicatively, two contracts for evaluation services shall be concluded under a framework contract in 2020 and 2022.

5.10 Audit

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

Indicatively, one contract for audit services shall be concluded under a framework contract in the third year of the programme.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

6 PRE-CONDITIONS

N/A.

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY) [30]

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	To contribute to the consolidation of democracy in Mozambique	Mozambique's score and ranking on different Index: 1.Worldwide Governance Indicators 1.1Voice and Accountability** (EU RF Level 1 #6) 1.2Government Effectiveness 2.V-DEM Indicators 2.1 Egalitarian democracy	1.WGI 1.1: 0.39 (EU RF Level 1 #6) 1.2: -0.85 2. V-DEM 2.1: 0.27; 2.2: 0.62 ;	1. Increase in the scores and rankings of the indexes 2. Increase in the scores and rankings of the indexes	1. World Bank Worldwide Governance Indicators (WGI) 2.V-Dem	

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

	2.2 Deliberative Democracy 2.3 Liberal Democracy 2.4 Electoral Democracy 2.5 Freedom of Expression 3. Opinion on the electoral process of political parties and CSOs	2.3: 0.30; 2.4: 0.47; 2.5: 0.81 3. Elections contested by 1 opposition party	3. Elections accepted	3. Political parties statements, CSOs reports, statements of observers	
Specific objectives: Outcomes	1) Enlarged coverage of elections by domestic observers assuring equal participation of women observers; (EU RF Level 2 #2 – only 2 times: the value = 2 for national and municipal elections).	1.1. Number of accredited observer's deployed, disaggregated by sex 1.2. Percentage of polling stations with domestic observers deployed, disaggregated by sex 1.3. Reflection on Domestic observation by political parties and media	1.1.Municipal 2013 = TBC 1.1.National 2014 = 9.411 1.2.Information not available 1.3. Information not available	1.1.Increase in number of observers being deployed 1.2.1.At least 50% of polling stations have accredited observers 1.2.2. At least 50% of the observers are women 1.3. Domestic observation is considered as credible by political parties and	1.1.CNE statistics 1.2.1. CNE statistics 1.2.2. CNE statistics 1.3. Political parties information, and media articles	Political context allows organising all the electoral processes and activities foreseen The Peace agreement is reached or at least the truce covers the elections

			media		period
					Essential funding for all the electoral processes is provided.
2) Increased citizen's participation as voters and as candidates in the elections with an improved gender balance.	2.1. Status of compliance of the voters' registry to the civil registry	2.1. Municipals 2013 = 85.04% Nationals 2014 = 89.11%	2.1. Increase in number of potential voters registered and no municipality with less than 50%	2.1. CNE statistics 2.1. Observers mission reports	
	2.2. % of participation disaggregated by sex in 2018 municipal elections	2.2. Municipals 2013 = 45.46%. Information disaggregated not available	2.2. Increase in percentage of voters - Publication of voters by sex available	2.2. CNE statistics	
	2.3. % of participation disaggregated by sex in 2019 general elections	2.3. Nationals 2014 = 48.5%. Information disaggregated not available	2.3. Increase in percentage of voters - Publication of voters by sex available	2.3 CNE statistics	
	2.4. Number of Women candidates and elected at local elections (SDG 5.5.1)	2.4. 2013 = 40% elected No information for candidates	2.4. Increase in women elected	2.4. CNE Statistics	

		2.5. Number of women elected at parliament (EURF Level 1)	2.5. 2014 = 40%	2.5. Increase in women elected	2.5. CNE Statistics
		2.6. Number of political manifestos including equality issues to be addressed by the political party	2.6. Information not available	2.6. At least all political parties represented in Parliament have included equality issues in their manifestos	2.6. Report from the programme on political parties manifestos
		2.7. % of invalid votes	2.7. Municipals= 3% Presidentials 2014 = 4.4%	2.7. Less than 3% of the votes are invalid	2.7. CNE statistics
	3) The package of amendments to electoral legislation, including the gender dimension is submitted to the Government.	3.1. Status of integration of EU EOM's 2014 recommendations referring to legal modifications in the draft legislation	3.1. 0 legal modifications recommended at the EU EOM 2014 report approved	3.1. At least 60% of EU EOM recommendations referring to legal modifications adopted	3.1. Project reports
		3.2. Status of new gender-sensitive electoral legislation or amendments prepared by all the parties	3.2. No legislation or amendments submitted by the Cabinet council	3.2. New gender-sensitive legislation approved by the Council of Ministers	3.2.Project reports
		3.3.Status of broadly accepted gender-sensitive new electoral legislation and amendments	3.3. No legislation or amendments of electoral legislation approved by Parliament since 2014	3.3. Legislation or amendments of gender-sensitive electoral legislation broadly accepted approved by Parliament	3.3. Project reports

4) The capacities of the newly elected representatives (including women) and democratic institutions are strengthened.	4.1. Number of reports by the parliamentary committees on the government functions 4.2. Status of gender oriented laws and amendments to legislation 4.3. Status of Municipal development plans (PESOD)	4.1. Information not available 4.2. Some laws pending of approval (against early marriage, amendments to family law, regulation for women pregnant attending the school, etc.) 4.3. Low participation of local actors in PESOD's elaboration	4.1. Parliamentarian commissions' reports are published 4.2. Specific gender-oriented amendments and laws are approved 4.3. At least 50% of the PESOD are elaborated with inclusive participation, including of women	4.1. Parliamentarian commissions' reports 4.2. Project reports 4.3. ANAMM reports 4.3. Ministry in charge of state administration (MAEFP) reports	
1.1. Gender balanced professional domestic observation and enhanced capacity of electoral observers	1.1.1. Number of observers equipped with a manual for observation 1.1.2. Number of observers financed by EU having signed the Ethic code of conduct 1.1.3. Number of observers accredited by CNE supported by EU with a training certificate	1.1.1. No previous domestic observation financed 1.1.2. No previous domestic observation financed 1.1.3. No previous measure of this indicator	1.1.1 100% of the observers have been given a manual for observation 1.1.2. 100% of the observers have signed the Ethic Code of Conduct 1.1.3. 90% of the observers have a training certificate	1.1.1. Statistics of the project 1.1.2. Statistics of associations deploying observers 1.1.3. Programme reports and lists	

Outputs	1.2. Alternative mechanisms for domestic observation are supported	1.2. Status of deployment of PVT for the municipal elections	1.2.1. PVT deployed at some districts during 2013 municipal elections >10% municipalities	1.2.1. 1 sample deployed for 2018 municipal elections covering >10% of municipalities	1.2.1. Programme statistics, reports from the associations 1.2.1. Press releases
Outputs	1.3. Electoral media coverage and monitoring is reinforced	1.3.1. Number of media and media representatives trained including gender-sensitive orientations 1.3.2. Number of journalists and civic activists receiving legal support 1.3.3. Media statements give professional information	1.3.1. 0 1.3.2. 2013-2014 electoral processes = 2 1.3.3. Data not available	1.3.1. At least 1 training organised in Maputo and specific trainings in 2 provinces 1.3.2. TBA 1.3.3. Media statements published by media having received training are consistent	1.3.1. Programme reports 1.3.2. Programme reports 1.3.3. Programme reports
Outputs	1.4. Multi-stakeholders forums aimed to prevent conflicts are strengthened	1.4.1. Status of establishment of a national "Situation/peace room" 1.4.2. Coverage of the conflicting districts with "Situation/peace rooms"	1.4.1. No settlement of this kind of mechanism in 2014 1.4.2.No settlement of this kind of	1.4.1. 1 national "Situation/peace room" established 1.4.2. At least 10 potential conflict districts have	1.4.1. Associations' Report 1.4.1. Press releases 1.4.2. Association's' Report

Outputs		are deployed	mechanism in 2014	established a "situation/peace room" for municipal and general elections	1.4.2. Press releases
	2.1. Culture of democracy, increasing citizen's electoral awareness and integrating gender-oriented programmes is promoted	2.1.1. Number of civic/voter tools for raising awareness including human rights and women/youth/people with disabilities produced	2.1.1. Information not available	2.1.1. At least 1 video and 5 media spots produced and disseminated to SCOs, media and EMB	2.1.1. Programme reports 2.1.1. SCOs reports 2.1.1. Products
		2.1.2. Number of tool gender-sensitive for raising awareness produced in the different languages	2.1.2. Information not available	2.1.2. At least 1 video and 5 media spots produced in all the languages	2.1.2. Programme reports
		2.1.3. Number of debates among candidates supported	2.1.3. 0	2.1.3.1. At least 30 Debates for the municipalities, provincial, legislatives elections 2.1.3.2. At least 1 debate for all Presidential candidates	2.1.3. Programme reports
		2.1.4. Number of community radios financed by the programme disseminating permanently electoral	2.1.4. At least 17 community radios (project financed by EU)	2.1.4. At least 40 community radios	2.1.4. CSO's reports

Outputs		information			
Outputs	2.2. Media and political parties' capacities related to elections, gender balance and gender-sensitive political programmes are reinforced	2.2.1. Number of trainings addressed to media including human rights and women/youth/people with disabilities and special needs	2.2.1. Information not available	2.2.1. At least 2 trainings organised, 1 at central level, other at decentralised level	2.2.1. Programme report 2.2.1 Media reports
		2.2.2. Number of trainings addressed to political parties including human rights and women/youth/people with disabilities/special needs	2.2.2. Information not available	2.2.2. At least 1 training organised with the 3 parties represented at Parliament	2.2.2. Programme report 2.2.2 Media reports 2.2.2. Political parties manifestos
		2.2.3. Status of a gender-sensitive guide produced for media and political parties	2.2.3. No guide available	2.2.3. 1 guide available	2.2.3. Guide
Outputs	2.3. Electoral management bodies capacities are enhanced	2.3.1. Status of a guide for EMB including human rights, women/youth and people with disabilities/ special needs	2.3.1. 0	2.3.1. The guide for the members of polling stations includes references to HR/women/youth and people with disabilities/special needs	2.3.1. Product
		2.3.2. Number of members of EMB	2.3.2. Information	2.3.2.At least 50	2.3.2.

		trained, including human rights, women/youth and people with disabilities special needs	not available	participants trained as trainers	Programme reports	
					2.3.2. Media reports	
		2.3.3. Status of communication mechanisms to enhanced public information about the electoral processes at national, provincial and district level	2.3.3. 0	2.3.3. At least 1 mechanism created at central, provincial level and 60% of the municipalities	2.3.3. Programme reports	
					2.3.3. Media reports	
		2.3.4. Number of multi-stakeholders meetings organised (EMB, political parties, civil society and media at the same time)	2.3.4. 0	2.3.4.1.At least, 45 meetings for the municipalities	2.3.4.1. Programme reports	
				2.3.4.2. At least 10 meetings at central level for all the elections	2.3.4.2. Media reports	
Outputs	2.4. Youth sensitiveness for democratic participation and gender equality is deployed	2.4.1. Number of gender-oriented training packages to enhance democratic participation addressed to youth	2.4.1. Information not available	2.4.1. 1 specific tool is elaborated to foster youth participation in democratic system	2.4.1. Training packages	
		2.4.2. Percentage of youth, having participated at training sessions considering participation in elections/democratic	2.4.2. Information not available	2.4.2. At least 80% considers important to participated and will vote in next elections	2.4.2. Programme survey	

		system, disaggregated by sex			
	3.1. Public compilation of applicable electoral legislation is sustained	3.1. Status of publication of Legislation in force for municipals and national elections in a central website	3.1. Information not published in a central website or document	3.1. Electoral legislation for the different elections compiled in a central website	3.1. Central Website
	3.2. Inclusive consultations with relevant stakeholders about the legal framework and the electoral processes are supported	3.2.1. Number of open debates/round tables about the electoral legislation (gender-oriented) organised, with participation of women, people with disabilities and youth	3.2.1. Round-tables were organised in 2014. TBC	3.2.1. Multi-stakeholder series of roundtables are organised after general elections	3.2.1. Programme report, media highlights
		3.2.2. Number of multi-stakeholders seminars/trainings on electoral models organised (gender-oriented), including women participation, people with disabilities and youth	3.2.2. Information not available	3.2.2.1. At least 1 seminar is organised before submission of the proposal to council of ministries 3.2.2.2. At least 1 seminar is organised during the analysis by Parliament	3.2.2.1. Programme report 3.2.2.1. Media reports 3.2.2.2. Programme report 3.2.2.2. Media reports
	3.3. Technical support to improve electoral	3.3.1. The status of analytic reports on the selected legal acts	3.3.1. 0	3.3.1. Expertise deployed during all the period of revision	3.3.1. Programme reports

	legislation is provided	3.3.2. Status of comparisons with other countries, conventions and best practices	3.3.2. 0	of the electoral legislation 3.3.2.Comparative research provided for EMBs, Government and Parliament	3.3.2. Programme reports	
	3.4. Proposals for amendments/ new regulations including gender-sensitive electoral legislation are available	3.4.1. Status of the draft package of amendments to the electoral legislation based on inclusive participation of civic activists, NGOs, Associations, lawyers and the CNE	3.4.1. A proposal is prepared by CNE but has not been transmitted to Government	3.4.1. Submitted to the Cabinet and Parliament	3.4.1. Record of submission 3.4.1. CSOs and political parties declarations	
		3.4.2.Number of legislative proposals or amendments including gender-sensitive aspects available	3.4.2.Information not available	3.4.2. New draft electoral legislation is gender-oriented	3.4.2. Reports from experts	
Outputs	4.1. Elected representatives (male & female) knowledge on their role with specific attention to promote gender equality is supported	4.1.1. Improved capacities of MPs/ elected representatives on the basics : knowledge of legislation, management, public consultations, etc. at local/provincial level, data disaggregated by sex	4.1.1. 0% (as action addressed to new elected)	4.1.1.1.100% of the new parliamentarian members have received a training on the basics and 75% have improved the results of the test-in 4.1.1.2. At least 50%	4.1.1.1.Statistics of the parliament 4.1.1.1. Programme reports 4.1.1.1. Evaluation test-in, test-out 4.1.1.2.Statistics	

				of the new elected representatives (not members of parliament) have received a training on the basics and (at least 75% are women) and 75% have improved the results of the test-in	of provincial assemblies and ANAMM 4.1.1.2. Reports of the programme 4.1.1.2. Evaluation test-in, test-out	
	4.1.2. Improved capacities of MPs members of the commission in charge of legislation, in drafting legislation, including on promoting gender equality	4.1.2. 0% (as action addressed to new elected)		4.1.2. 100% of the members of the legislative commission has participated in a specific training and 75% have improve the results of the test-in	4.1.2. Evaluation test-in, test-out	
Outputs	4.2. Parliamentarian oversight and legislative functions to promote domestic accountability are strengthened	4.2.1. Status of a Guide and a training programme for parliamentarian on the oversight over the Executive 4.2.2. Status of methodology for parliamentarian commissions monitoring missions (to oversight Government's responsibilities)	4.2.1. No guide available, each commission develop its terms of reference 4.2.2. No methodology	4.2.1. 1 common guide is produced and provided to parliamentarians through training seminars 4.2.2 Methodology is delivered and discussed with the committees	4.2.1. Committees sessions records 4.2.1. Programme reports 4.2.2. Programme reports	

Outputs	4.3. National institutions giving support to elected representatives are reinforced	4.3.1. Status of the methodology on how to conduct consultations and inter-institutional training at different institutions (Parliament, Provincial Assemblies, ANAMM	4.3.1. No structured cooperation and training	4.3.1. Parliament and ANAMM have a structured Cooperation and Training Plan and implement it	4.3.1. Institutions' reports 4.3.1. Programme report
Outputs	4.4. Continuous dialogue for consolidation of democracy, gender equality and interaction between the elected bodies, civil society organisations and media is promoted	4.4.1. Status of the methodology on how to include into parliamentarian hearings, academics, CSOs and experts associated to provide advice on legislative proposals (with a focus on women's rights / gender equality). 4.4.2. Status of the support to regular public meetings of the parliament, provincial assemblies and municipalities with civil society and media when discussing local/national development planning of strategies and monitoring of their implementation	4.4.1. Parliamentarian hearings including external members not systematic 4.4.2. Inclusive meetings not systematic	4.4.1. Civil society, academics and experts are associated in hearings/debates for new legislation. 4.4.2.1. At least 2 inclusive meetings are organised yearly at central parliament 4.4.2.2. At least 2 inclusive meetings are organised by year in 5 provinces	4.4.1. Reports of the Parliament 4.4.1. SCOs, academia, professional associations declarations 4.4.1. Programme reports 4.4.2.Reports of NGOs 4.4.2. Reports of the programme