



EN

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

**ANNEX 3**

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

**Action Document for Support to Governance Processes**

**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

<b>1. Title</b> <b>CRIS/OPSYS</b> <b>business reference</b> <b>Basic Act</b>	<b>Support to Governance Processes</b> OPSYS number: ACT-62688 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative</b>	No
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Zambia
<b>4. Programming document</b>	Multi-Annual Indicative Programme 2021-2027 between the Republic of Zambia and the European Union.
<b>5. Link with relevant MIP(s) objectives / expected results</b>	The action shall contribute to the Specific objective 1 of the Priority Area 3 of the MIP 2021-2027– “Promote human rights and improve the democratic space for citizens in Zambia” aiming at reinforcing democratic processes in Zambia (result 3.1).
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	150 - Government and civil society
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG (1 only): 16 – Peace, Justice and Strong Institutions Other significant SDGs (up to 9) and where appropriate, targets: 5 – Gender Equality
<b>8 a) DAC code(s)</b>	150 - Government and civil society – 100%
<b>8 b) Main Delivery Channel</b>	11004 - Other public entities in donor country 47000 - Other multilateral institutions

<b>9. Targets</b>	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance				
<b>10. Markers</b>  (from DAC form)	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>	
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Aid to environment @				
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>	
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
	<b>11. Internal markers and Tags:</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
		Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<div>             digital connectivity              digital governance              digital entrepreneurship              digital skills/literacy              digital services           </div>		<div>             YES  <input type="checkbox"/>  <input type="checkbox"/>  <input type="checkbox"/>  <input type="checkbox"/>  <input type="checkbox"/> </div>	<div>             NO  <input checked="" type="checkbox"/>  <input checked="" type="checkbox"/>  <input checked="" type="checkbox"/>  <input checked="" type="checkbox"/>  <input checked="" type="checkbox"/> </div>	<div></div>	
Connectivity @		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
<div>             digital connectivity              energy              transport              health           </div>		<div>             YES  <input type="checkbox"/>  <input type="checkbox"/>  <input type="checkbox"/>  <input type="checkbox"/> </div>	<div>             NO  <input checked="" type="checkbox"/>  <input checked="" type="checkbox"/>  <input checked="" type="checkbox"/>  <input checked="" type="checkbox"/> </div>	<div></div>	

	education and research			
	Migration @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>BUDGET INFORMATION</b>				
<b>12. Amounts concerned</b>	Budget line(s) (article, item): 14.020122 Total estimated cost: EUR 6 000 000 Total amount of EU budget contribution EUR 6 000 000			
<b>MANAGEMENT AND IMPLEMENTATION</b>				
<b>13. Type of financing</b>	<b>Indirect management</b> with the entity(ies) to be selected in accordance with the criteria set out in section 4.4.1.			

## 1.2 Summary of the Action

Zambia counts among the African countries with a stable democratic tradition, with more than 30 years of peaceful multi-party political transitions. The country's democratic systems remain nevertheless weak, with underlying corruption, and lack of key democratic instruments in terms of legislation, oversight and enforcement. The country's default on its debt in 2020 and the arrival, for the first time, of the United Party for National Development of Hakainde Hichilema to power (the so-called "New-Dawn Government") in 2021 has seen, sometimes contrary to the general expectation, a strong tendency in reinforcing the democratic systems, in terms of institutions, processes, policies and legislation. The debt restructuring discussions with the International Monetary Fund (IMF) have been critical to consolidate this tendency, with a number of governance-related conditions attached to the terms of negotiations. The action proposed translates the EU's commitment, alongside other cooperating partners, to support these democratic reforms and to ensure that the right ingredients are in place for the continuation of this tradition of democratic elections and peaceful transition of power.

The overall objective of the action is to improve democratic processes in Zambia. It will support both "demand" and "supply" side of democracy by addressing two specific objectives (outcomes): 1) improved access to information, and 2) Increased exercise of democratic mandates by rights holders and duty bearers.

The action will contribute to address Specific objective 1 of the Priority Area 3 of the MIP 2021-2027– "*Promote human rights and improve the democratic space for citizens in Zambia*" aiming at reinforcing democratic processes in Zambia (result 3.1). The action is designed in complementarity with/ building on the ongoing USAID *Democracy delivers* initiative and builds on past/ ongoing EU interventions (EU Election Observation Missions recommendations and projects) as well as and other like-minded efforts to create conducive conditions for all citizens to exercise their rights and to actively participate in societal and political reforms. The action will be complemented by new a media/ civic education programme under Human Rights and Democracy budget line.

The Action will bring support to the 2030 agenda and sustainable development goals 5, 10, 16, the Addis Ababa agenda, the New European Consensus on Development<sup>1</sup>, the Gender Action Plan III<sup>2</sup> and EU Human Rights and Democracy Country Strategy for Zambia, developed on the basis of the EU Action Plan on Human Rights and Democracy 2020-2024<sup>3</sup>.

<sup>1</sup>[https://international-partnerships.ec.europa.eu/document/download/6134a7a4-3fcf-46c2-b43a-664459e08f51\\_en?filename=european-consensus-on-development-final-20170626\\_en.pdf](https://international-partnerships.ec.europa.eu/document/download/6134a7a4-3fcf-46c2-b43a-664459e08f51_en?filename=european-consensus-on-development-final-20170626_en.pdf)

<sup>2</sup> [https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final\\_en.pdf](https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final_en.pdf)

<sup>3</sup> [https://www.eeas.europa.eu/sites/default/files/eu\\_action\\_plan\\_on\\_human\\_rights\\_and\\_democracy\\_2020-2024.pdf](https://www.eeas.europa.eu/sites/default/files/eu_action_plan_on_human_rights_and_democracy_2020-2024.pdf)

### 1.3 Zone benefitting from the Action

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

## 2 RATIONALE

### 2.1 Context

During the last years, the scope of EU support to democratic institutions has been enlarged, actively and positively engaging with all 3 branches of the government: executive, judicial and, recently, with the legislative. The Action will complement/ build on ongoing/ planned initiatives (notably Democracy Strengthening in Zambia, (*DSZ*), the EU- Germany funded Enabling Access to Justice, Civil Society Participation and Transparency (*EnAct*) and Parliaments in Partnership – (*Inter – Pares*).

#### Access to Information (ATI)

ATI is a basic human right that guarantees everyone the equal access to information and documents related to the management of public affairs. For over 20 years there have been attempts to introduce such a law in Zambia. A window of opportunity opened with the arrival of the New Dawn government – ATI being one of its priorities – as well as with the ATI enactment becoming a condition under the IMF programme. After over 2 years of intensive works, on the 22nd of December 2023, the Parliament of Zambia enacted the ATI Act, prescribing its effective implementation within two years of its commencement. The law designated the Human Rights Commission (HRC) as the national oversight institution on matters relating to access to information and the Ministry of Information as responsible for monitoring and reporting to the HRC on compliance by information holders with respect to their obligations under the Act. In order to meaningfully play its oversight role, the HRC needs to redefine its mandate and structure, to put in place the right mechanisms and build capacities of internal and external stakeholders. Also the Ministry of Information needs to develop the right structures and procedures to comply with the law. However, provided the law passed after the 2024 budgetary sitting (September 2023), no financial envelope was provided for its implementation in 2024. The government requested the support of cooperating partners. USAID programme “Open Spaces” stepped in, working mainly with the Ministry of Information, while the support from EU will focus predominantly on the HRC. Depending on the speed of these internal changes, the preference for piloting the implementation of ATI would be a Ministry/ Agency within the area of Critical Raw Materials (CRM).

#### Exercise of democratic mandates by rights holders and duty bearers

Previous EU Election Observation Missions (EU EOM)<sup>4</sup> offered a number of recommendations to improve electoral and more largely democratic processes, landscapes and institutions. Some of the recommended reforms have a long-term character, beyond one electoral cycle, requiring regular political dialogue and building adequate readiness for change – both political and institutional (eg. Electoral reforms, profound statutory body reforms of political party bills). Numerous state actors play a role in the process (the Electoral Commission (ECZ), National Assembly (NAZ), Judiciary, line ministries, including Justice and Home Affairs, etc.). Willingness and action to change may sparkle directly from the concerned institutions, but may also be a result of public advocacy campaigns of local CSOs. CSOs play a pivotal role in the electoral/democratic processes being an effective and efficient counter-balance for any non-democratic tendencies. Strong domestic observation and CSOs post-electoral follow-up remain crucial to ensure a good conduct and legitimacy of the electoral process before, during and after elections.

#### *Duty bearers*

Currently, with the financial support of the DSZ project (finishing in December 2024), preparations for some electoral reforms are ongoing within ECZ. Although the initial declarative timelines for reforms were targeting the end of 2024, it seems the process may take longer (with a risk of politisation). Also, at this stage, the full scope of the reforms is not clear. The ECZ is a very important but not the only actor concerned – some other reforms are

<sup>4</sup> EU has been sending EU Election Observation Missions to Zambia since 2006 General Elections

under other statutory bodies/ Ministries. Legislative reform processes pass through the Ministry of Justice, before reaching the Cabinet and the Parliament. Depending on many factors, any reform can be put on-hold. In addition, the current government has been vocal about keeping certain reforms (notably constitutional ones) for a potential second mandate, after the 2026 general elections.

Since the 4<sup>th</sup> quarter of 2023 a partnership between NAZ and EU Member States parliaments has been established, in the framework of Inter Pares Project (Parliaments in Partnership – EU Global Project to Strengthen the Capacity of Parliaments). 4 priority areas were identified: 1) Parliament's role in the budgetary process, 2) strategic development capacities, 3) representation and Citizen Engagement, 4) legislative scrutiny including gender-sensitive oversight. Activities will start in September/ October 2024 and will be implemented within a year. The action will consolidate the work of Inter Pares for priority 2-4 while for the priority 1 a new twinning project in under preparation.

#### *Right holders*

Since the August 2021 General Elections, the general support to the current government seems to be declining. Many factors are contributing to this, but most visible are the increasing cost of life and limited job opportunities for young people. In addition, the political landscape and the public perception seem to be more and more impacted by various government measures against the opposition (arresting opposition leaders, etc.). The recent management of the cholera epidemic (which started in November 2023 and still ongoing) and lack of preparation for the severe drought that is affecting the country contribute to a general decrease in the government's popularity. As a consequence, actions against the ongoing draught might be used by the government for regaining political capital. Although the situation may evolve, CSOs play a pivotal role as a watchdog and advocates for change. Furthermore, still persistant barriers hinder full participation and representation of the vulnerable groups (especially woman and people with disabilities) in the democratic processes. Some of these barriers are mentioned in the National Gender Policy<sup>5</sup>, but much yet is to be done also at the level of the political parties's culture, regulations (currently non-existent) and internal process, including primaries.

## 2.2 Problem Analysis

Regardless promises of major democratic reforms expressed in the UPND manifesto/ political declarations, and initial efforts following August 2021 general elections, the improvement of the democratic space seems slow. If the current progress were to be put on hold, it would reversely affect other sectors, slowing down economic progress and decreasing trust in democratic institutions/ electoral process.

The enforcement of the ATI Act and the EU EOM recommendations/ governance reforms are highly placed on EU political agenda being part of political dialogue with the government of Zambia. This project's engagements will leverage those dialogues.

The support under outcome 1 will pave the way for increased and effective access to information and will impact all sectors of the EU support. In particular, it will correlate with the PFM reforms and the actions under the CRM sector, as equal access to information is an essential tool in the fight against corruption, by increasing democratic accountability and transparency.

Under outcome 2, the Action will allow accompanying state institutions in reforms (pre and post electoral) which they will be open to implement, and strengthen the demand side of democracy. It will also contribute to peacefulness and legitimacy of the next general elections in August 2026, follow – up and engagement in the reforms.

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

1) National authorities, as duty bearers, may include:

<sup>5</sup> <https://www.gender.gov.zm/?p=6634>

- The Human Rights Commission is a statutory body designated by the ATI act as the national oversight institution on matters relating to equal access to information. Execution of this new function of the HRC requires redefining its mandate and structure, to put in place the right mechanisms and build capacities of internal and external stakeholders. HRC has a limited capacities to do it on its own
  - The Electoral Commission of Zambia is mandated to direct, supervise and control elections in a fair and impartial manner. The main initiator of electoral reforms. Depending on the evolution of the political priorities, it may undergo itself further reforms following 2026 election
  - The Ministry of Justice is charged with the responsibility of facilitating the administration of justice and promoting the observance of the rule of law. The Legislative Drafting and Law Revision Department specialises in preparing all government bills in accordance with current best practices in the field.
  - The National Assembly of Zambia is in charge of executing the legislative, oversight, representative and budgetary functions for enhanced democratic governance
  - The Zambia Law Development Commission (ZLDC) is semi-autonomous statutory body conducting research into areas of law for the purpose of making recommendations to Government, to enable the Government to make informed decisions about law development and reform.
  - The Cabinet and Vice - President Office – effective decision makers at the highest level. Essential for policy engagement, not directly targeted by the action
  - The Action may also support Judiciary and other state institutions ensuring engagement with the Gender Division and the Zambia Agency For Persons With Disabilities.
- 2) CSOs and Domestic Monitors groups including:
- The Christian Churches Monitoring Group (CCMG) is a consortium of 4 church mothers bodies organisations launched to monitor 2015 presidential elections. The group focuses on long-term electoral observation, follow-up and advocacy for reforms, parallel voter tabulation for the presidential elections and civic education. CCMG is the strongest and perceived the most independent domestic observation group. While in the process of diversifying its funding sources, for conducting its activities, remain dependant to external donors. Specialised technical support is also needed.
  - Other CSOs, including those representing the rights of women, in all their diversity, and those people living in more vulnerable situations (youth, people with disabilities, etc...)
  - The Action may also support/ engage with Political Parties and aspirants
- 3) Cooperating Partners/ Projects
- EU MS and like-minded partners, mainly US/ USAID, UK/ FCDO, UN system. The action is designed in complementarity with/ building on the ongoing USAID *Democracy delivers* initiative (Open spaces, NDI – IFES support). The outcome 1 of the Action will be implemented by topping EU- Germany supported project *EnAct*. As regards outcome 2, many CPs are currently in the process of programming their democratic support. EU remains very open for a possibility of topping up the project and creating a common basket fund

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The Overall Objective of this action is to improve democratic processes in Zambia.

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

1. Increase use of access to information mechanisms by CSOs and citizens with special focus on women and persons with disabilities .
2. Increase exercise of democratic mandates by rights holders and duty bearers.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives are:  
contributing to Outcome 1 (or Specific Objective 1)



- 1.1 Duty bearers' capacity to implement Access to information Act is reinforced
- 1.2 CSO's capacity to demand access to information is enhanced, with specific focus on women and persons with disabilities

contributing to Outcome 2 (or Specific Objective 2)

- 2.1 Duty bearers' capacities to conduct reforms are strengthened
- 2.2 CSO's capacities to engage in electoral/political processes are reinforced, with specific focus on women and persons with disabilities

## 3.2 Indicative Activities

The activities will be defined in respective contribution agreements. They may include:

Activities relating to Output 1.1:

- Technical support to Human Rights Commission (HRC) and any other relevant government body (training, development/improvement of procedures and systems), including by strengthening their capacities on gender equality and women's rights as well as inclusion of people living in vulnerable situations such as people with disabilities.

Activities relating to Output 1.2:

- Training of CSOs, advocacy for Access to Information (ATI) including those organisations representing the rights of women, in all their diversity, as well as youth or people with disabilities, among others)

Activities relating to Output 2.1:

- Technical support (legal drafting, improvement of procedures, consultations, training) with a gender and disability-inclusive approaches.

Activities relating to Output 2.2:

- Training, observation of the electoral cycle including Process and Results Verification for Transparency (PRVT), follow-up on recommendations and reforms, studies (including from a gender and disability-inclusive approach).

## 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 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 the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that gender is a significant objective and is mainstreamed throughout. In line with the GAP III Country Level Implementing Plan (CLIP) for Zambia, in particular GAP III Thematic area "Promoting equal participation and leadership", objectives will directly contribute to ensuring that women and girls, in all their diversity, have improved participation in democratic processes and changes/ policies introduced by institutions are gender mainstreamed. It will also contribute to a more transformative change by challenging discriminatory social norms and gender stereotypes about women's and girls' participation and leadership.

Currently women are over-represented as voters in Zambia. However, political party culture, lack of formalisation of Political Parties (PP) including lack of gender policies inside PP and opaque primaries impact a limited number of elected women in Zambia. Therefore the action will give special attention to support a political party bill. In addition, the action may also support female aspirants and observe PP primaries and will pay attention to violence against women in politics.

### **Human Rights**

This action applies Human Rights - Based Approach as outlined in the 2021 European Commission's updated Toolbox. In particular, its working principles will be taken into consideration by applying all human rights for all; promoting meaningful and inclusive participation and access to decision-making, non-discrimination and equality; accountability and rule of law for all; and transparency and access to information supported by disaggregated data. It also focuses on enhancing Civic and Political Rights space. The Action brings support to EU Human Rights and Democracy Country Strategy for Zambia.

### **Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that the action targets persons with disabilities, and mainstreams disability through its activities by building the capacities of those organisations representing their rights, encouraging their participation and ensuring accessibility. The Action will be in line with the EU Strategy for the Rights of Persons with Disabilities 2021-2030, and the EU Guidance Note Disability inclusion in EU external action.

### **Reduction of inequalities**

Zambia's Gini Coefficient Index is estimated to be at 0.54 in 2024, making it one of the most unequal countries in the world. Economic growth has been slow in recent years with real GDP growth averaging 2.5 per cent per year between 2015 and 2021, compared to 7.4 per cent between 2004- 2014. The country's poverty rate is estimated to be at 62 per cent and has increased from 58.7 per cent in 2015. Although the Action does not directly target reduction of economic inequalities, support to increased access to information would impact transparency and accountability and potential better redistribution of state resources.

### **Democracy**

The Overall objective of this Action is to improve democratic processes in Zambia.

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

The Action operates within a highly sensitive political context and a conflict-sensitive approach is one of the main pre-requisites of its success – understanding and analysing the context, adapting activities and managing interactions and leveraging opportunities for sustaining peace and strengthening democracy. Better delivering institutions and domestic observation play a primordial role in peaceful elections.

### **Disaster Risk Reduction**

Specific shock-sensitive solutions, including application of pre-defined DRR/resilience standards may be defined under the implementation contracts, wherever necessary and feasible.



### 3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
1. External environment	Risk 1  Change of political will, driven a decrease of popularity of the present government due to focus on economic development/ draught. This could switch in priorities from long term democratic and economic reforms to short term, more populist measures	<b>M</b>	<b>M</b>	The action will apply a conflict sensitive approach.  Deadline for operationalisation of ATI is legally bounding.  Political dialogue  For outcome 2, the project design will permit implementation before and after the elections.  Approx. 2/5 of funding foreseen to CSOs  Project has a wider scope, not limited to electoral, but more largely governance reforms
1. External environment	Risk 2  Change or government priorities after 2026	<b>M</b>	<b>M</b>	The action will apply a conflict sensitive approach.  Deadline for operationalisation of ATI is legally bounding.  Political dialogue  For outcome 2, the project design will permit implementation before and after the elections.  Approx. 2/5 of funding foreseen to CSOs  Project has a wider scope, not limited to electoral, but more largely governance reforms
1. External environment	Risk 3  Continued lack of full independence, lack of means and lack of reforms at the level of oversight institutions	<b>M</b>	<b>M</b>	The action will apply a conflict sensitive approach.  Political dialogue  Policy dialogue around budgetary allocations

2. Planning, processes and systems	Risk 4 Operational and financial inefficiency in project management	<b>L</b>	<b>M</b>	<p>Outcome 1 will be implemented by existing project EnACT</p> <p>Outcome 2 will be implemented by a pillar assessed organisation – IDEA Int.</p> <p>Supports under both outcomes are under discussions with IPs.</p> <p>Organisational set – up, responsibilities and monitoring should permit the right implementation. In addition, delegation will remain in close contact with the HQ, closing collaborating with the HQ of the implementing partner.</p>
------------------------------------	--	----------	----------	--

#### **Lessons Learnt:**

- Importance of flexibility in the design and execution of the Action (conflict sensitive approach)
- Primordial role of Political/ policy dialogues, including discussions about budgetary allocations
- Common positions and coordinated dialogue/ project approach of like-minded partners
- Clarification of the role of stakeholders in the project management mechanism (Steering Committee, Technical Committee)
- Important to look for synergies between cross- sectorial projects and best practices.

### 3.5 The Intervention Logic

The underlying intervention logic for this action is that

#### Activities - Outputs

IF relevant state institutions (Human Rights Commission, ECZ, Ministries, NAZ, Gender Division and the Zambia Agency For Persons With Disabilities, CSOs and citizens with special focus on women and persons with disabilities receive adequate technical assistance related to their mandates;

AND there is an institutional commitment to improve;

THEN the state institutions' and CSOs' capacities to execute their mandates will improve;

#### Outputs - outcomes

IF the capacities of state institutions and CSOs are improved;

AND the democratic space does not significantly deteriorate, AND there is a political will to keep up with democratic standards and reforms, AND there are adequate state resources available, AND the political/ policy dialogues around democratic progress continues;

THEN the use of access to information mechanisms by CSOs and citizens, with special focus on women and persons with disabilities will increase and more generally right holders and duty bears will increase exercise of democratic mandates. More specifically it will translate into increased provision of information by duty bearers (pro-active and requested disclosure) and increased effective demand for information by CSOs on one hand, and better mandate delivery of state institutions (notably ECZ, Justice, NAZ) and CSOs conducting credible electoral observation, following up on recommendations and gender responsive and disability-inclusive reforms on another hand. These outcomes should result in improved inclusive democratic process, including transparency and accountability of the government.

### 3.6 Logical Framework Matrix

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
<b>Impact</b>	To improve democratic processes in Zambia	1 Freedom house' political rights score  2 Perception of democracy index  3 Corruption perception index	1 54 (partly free) (2024)  2 TBC in the inception phase  3 38 (2024)	1. TBC in the inception phase  2. TBC in the inception phase  3. TBC in the inception phase	1 <a href="https://freedomhouse.org/countries/freedom-world/scores">https://freedomhouse.org/countries/freedom-world/scores</a>  2 <a href="#">Baseline and endline studies</a>  3 <a href="https://www.transparency.org/en/cpi/2023">https://www.transparency.org/en/cpi/2023</a>	<i>Not applicable</i>
<b>Outcome 1</b>	1 To increase use of access to information mechanisms by CSOs and citizens, with special focus on women and persons with disabilities	1.1 Status of operationalisation of Human Rights Commission to execute its access to information mandate  1.2 Number of access to information requests attended by government bodies  1.3 Number of state institutions with pro-active disclosure of info  1.4 Number of access to information requests by CSOs	1.1 non operational  1.2 TBC in the inception phase  1.3 TBC in the inception phase  1.4 TBC in the inception phase	1.1 operational by Dec 2025  1.2 TBC in the inception phase  1.3 TBC in the inception phase  1.4 TBC in the inception phase	1.1 Progress reports for the EU-funded intervention  1.2 project reports/ reports of targeted institutions  1.3 project reports  1.4 project reports/ reports of targeted institutions	By 2026 Available budgetary allocation for implementation of ATI, political will, democratic situation does not deteriorate, political dialogue ongoing

<b>Outcome 2</b>	2 To increase exercise of democratic mandates by rights holders and duty bearers	2.1 Number of laws passed / policies adopted	2.1 0 (2024)	2.1 TBC in the inception phase	2.1 project report/ reports of targeted institutions	By 2026 Available budgetary allocation for implementation of ATI, political will, democratic situation does not deteriorate, political dialogue ongoing
		2.2 Level of credibility of Process and Results Verification for Transparency (PRTV) application for 2026 elections	2.2 no existent (2024)	2.2 fully credible (2026)	2.2 expert's opinion	
		2.3 Number of democratic initiatives undertaken by CSOs 2.3 Number of democratic initiatives undertaken by CSOs	2.3 0 (2024)	2.3 TBC in the inception phase	2.3 project report	
		2.4 Number of countries supported by the EU to conduct elections and/or improve their electoral process (GERF 2.26)	2.4 TBC in the inception phase	2.4 TBC in the inception phase	2.4 Opsys/ EU reports	
<b>Output 1 relating to Outcome 1</b>	1.1 Duty bearers' capacity to implement Access to information Act is reinforced	1.1.1 Number of procedures/ policies for implementation of access to information law that were developed with support of the EU-funded intervention	1.1.1 0 (2024)	1.1.1 TBC in the inception phase	1.1.1 internal reports of the concened institutions/ project report	Institutional commitment to improve
		1.1.2 Extent to which EU-funded intervention contributed to the Access to Information Unit establishment	1.1.2 none (2024)	1.1.2 TBC in the inception phase	1.1.2 project report	
		1.1.3 Number of HRC staff trained by the EU-funded intervention with improved knowledge and/or skills on access to information implementation (disaggregated by sex, age and disability status)	1.1.3 0 (2024)	1.1.3 TBC in the inception phase	1.1.3 Pre- and post-training test reports	

<b>Output 2 relating to Outcome 1</b>	1.2 CSOs' capacity to demand access to information enhanced, with specific focus on women and persons with disabilities	1.2.1 Number of CSO members trained by the EU-funded intervention with improved knowledge and/or skills on access to information (disaggregated by sex, age and disability status)	1.2.1 0 (2024)	1.2.1 TBC in the inception phase	1.2.1 Pre- and post-training test reports	Institutional commitment to improve
<b>Output 1 relating to Outcome 2</b>	2.1 Duty bearers' capacities to conduct reforms are strengthened	2.1.1 Number of duty bearers' staff trained by the EU-funded intervention with improved knowledge and/or skills on democratic processes (disaggregated by sexgender, age and disability status)	2.1.1 0 (2024)	2.1.1 TBC in the inception phase	2.1.1 Pre- and post-training test reports	Institutional commitment to improve
		2.1.2 Number of procedures/ policies on democratic process drafted with support of the EU-funded intervention	2.1.2 0 (2024)	2.1.2 TBC in the inception phase	2.1.2 internal reports of the concened institutions/ project report	
<b>Output 2 relating to Outcome 2</b>	2.2 CSO's capacities to engage in electoral/ political processes are reinforced, with specific focus on women and persons with disabilities	2.2.1 Number of CSOs members trained by the EU-funded intervention with increased knowledge and/or skills in electoral/ political processes (disaggregated by sex, age and disability status)  2.2.2 Number of observers deployed with support of the EU-funded intervention (disaggregated by sexgender, age and disability status)	2.2.1 0 (2024)  2.2.2 0 (2024)	2.2.1 TBC in the inception phase  2.2.2 TBC in the inception phase	2.2.1 Pre- and post-training test reports  2.2.2 project report	Institutional commitment to improve

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner country.

### 4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3.2 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision.

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

NA

### 4.4 Implementation Modalities

The Commission will ensure that the EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>6</sup>.

#### 4.4.1 Indirect Management with an entrusted entity

The whole action may be implemented in indirect management with a pillar - assessed entity, which will be selected by the Commission's services using the following criteria: i) strong understanding of the Zambian context; ii) specialised experience and capacities in the proposed areas of intervention; iii) positive experience in implementing EU projects; iv) understanding and alignment with EU priorities; v) efficient service delivery. The implementation by these entities entail contributing to achieving Outcomes 1 and 2 of the action.

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

If due to exceptional circumstances outside of the Commission's control, the activities foreseen under indirect management with an entrusted entity cannot be implemented, the management mode can be changed to direct management mode, through grants for the implementation of Outcome 1 and / or Outcome 2.

The type of applicants targeted will be civil society organisations. The recipient organisation will be selected using the following criteria: i) strong understanding of the Zambian context; ii) specialised experience and capacities in the proposed areas of intervention; iii) positive experience in implementing EU projects; iv) understanding and alignment with EU priorities; v) efficient service delivery.

<sup>6</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu). Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.



#### 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)
<b>Objective 1</b> <i>Increase use of access to information mechanisms by CSOs and citizens with special focus on women and persons with disabilities</i> / <b>Output 1 and 2</b>	
Indirect management with entrusted entity	1 000 000
<b>Objective 2</b> , <i>Increase exercise of democratic mandates by rights holders and duty bearers</i> / <b>Outputs 1 and 2</b>	
Indirect management with entrusted entity	5 000 000
<b>Evaluation</b> – cf. section 5.2 <b>Audit</b> – cf. section 5.3	amount to be covered by another decision
<b>Totals</b>	<b>6 000 000</b>

#### 4.7 Organisational Set-up and Responsibilities

Provided the multi-sectorial character of the programme, coordination at various levels is essential for its successful implementation and for strengthening accountability mechanisms

The day-to-day technical and financial management and administration of the project will be responsibility of the implementing partner. A project Steering Committee will be responsible for the overall guidance of the project and review/approved the Annual Work Plans. The Steering Committee will be assisted by a Technical Committee. The governance mechanism will be outlined in the contribution agreement.

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).

The implementing partners will be responsible for data collection (including data disaggregated by gender, age and disability), analysis, and monitoring. The action is fully harmonised with regards to data collection with the implementation partners systems. Project-specific logframes will be defined in the respective contributions agreements and during the inception phases, in a way that will allow as much as possible for aggregation of results of the Action globally.

At the beginning of implementation of the project, the implementing partner(s) will conduct baseline studies and develop comprehensive M&E systems that include comprehensive results-based monitoring systems which assigns clear responsibilities for data collection and reporting and ensures that all relevant data to report on the indicators in the log frame is collected on a regular basis. Implementing partner will use primary and secondary data. If needed, implementing partners will strengthen monitoring frameworks to ensure quality data and to address inequality-reduction.

In addition, the implementing partner will be required to contribute to the regular and structured monitoring of the results achieved by EU-funded actions through OPSYS. This responsibility will include encoding of the log-frame and regularly update indicator values in OPSYS. Within 6 month following the end the project the implementing partners will determine the endline. The cost of the baseline/ endline will be covered from the project resources.

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, age and disability status.

## 5.2 Evaluation

Having regard to the importance of the action, a final evaluation may be carried out for this action or its components via independent consultants.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that project modality (mainly direct implementation) would be different from previous supports modalities (to a large extent national implementation).

Evaluation shall also 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.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

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.

The financing of the evaluation may be covered by another measure constituting a Financing Decision or by an implementing partner.

### 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 both agreements.

## 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

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

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

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

## Appendix 1 REPORTING IN OPSYS

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

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

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

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

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

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

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

<b>Contract level</b>		
<input checked="" type="checkbox"/>	Single Contract 1	Contract with a pillar-assessed entity
<input checked="" type="checkbox"/>	Single Contract 2	Contract with a pillar-assessed entity