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ANNEX 3

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

Action Document for the Malawi Democratic Governance Programme - Boma Lathu (Our Government)

ANNUAL PLAN

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan in the sense of Article 23.2 of NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Malawi Democratic Governance Programme - Boma Lathu (Our Government) CRIS number: NDICI AFRICA/2021/43368 OPSYS ref.: ACT-60674 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	Yes; Good Governance for Malawi
3. Zone benefiting from the action	The Action shall be carried out in Malawi
4. Programming document	Multi-annual Indicative Programme for Malawi 2021 – 2027
5. Link with relevant MIP(s) objectives / expected results	The Action contributes to: <u>Specific objective 1</u> : advancing democracy, human rights and the rule of law. <u>Expected result 2.1.1</u> : Inclusive, transparent and credible electoral processes and a pluralist democratic system promoted; <u>Expected result 2.1.2</u> : Universal values of human rights for all, in particular women and girls' rights, including tools for the effective exercise of human rights such as civil registration and civic education, promoted.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	MIP Priority Area 2: Democratic and Economic Governance Government & civil society-general (151)
7. Sustainable Development Goals (SDGs)	Main SDG: <ul style="list-style-type: none"> SDG 16 (Peace, Justice and Strong Institutions) Other significant SDGs:

	<ul style="list-style-type: none"> • SDG 5 (Gender Equality and women empowerment) • SDG 10 (Reduced Inequalities) 			
8 a) DAC code(s)	150 GOVERNMENT AND CIVIL SOCIETY 15150- Democratic participation and civil society (25 %) 15151- Elections (22 %) 15152- Legislatures and political parties (3 %) 15160- Human Rights (11 %) 15170- Women's rights and organisations and movement (18 %) 15110 – National and Civil Registration (21 %)			
8 b) Main Delivery Channel @	<ul style="list-style-type: none"> • Non-Governmental Organisations (NGOs) and Civil Society - 20000 • United Nations Development Programme – 41114 • Private Sector Institutions - 60000 			
9. Involvement of multilateral partners	No			
9. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
11. Internal markers and Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @ Tags: digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Connectivity @ Tags: transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Migration @ (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	BUDGET INFORMATION			
	12. Amounts concerned	Budget line(s) (article, item): BGUE-B2021-14.020122-C1-INTPA Total estimated cost: EUR 17 000 000		
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Direct management through Grants and Procurement in accordance with criteria set out in sections 4.4.2, 4.4.3, 4.4.4 Indirect management with an International Organisation in accordance with the criteria set out in sections 4.4.1 and 4.4.5			

1.2 Summary of the Action

In Malawi, the mostly rural population, women, youth and disadvantaged groups are still insufficiently associated to decision-making, and mechanisms ensuring transparency, accountability and rule of law remain to be strengthened. This has contributed to a certain degree of disillusionment, a low level of citizen participation, disengagement and lack of ownership of civil affairs, resulting in stagnated socio-economic development and multi-dimensional poverty.

The overall objective of the Action is to contribute to strengthening democratic governance and the social contract in Malawi. Through this Action, and across all its results, the EU and the Government of Malawi aim to influence positive change in the outlook of democracy in the country, while strengthening the social contract.

The Action entails these intertwined enablers: 1) To strengthen efficiency and effectiveness of civil registration services, while safeguarding human rights and data privacy; 2) To increase participation, in particular of women, youth and disadvantaged groups, in democratic processes and 3) To enhance credibility, transparency and management of electoral processes.

The Action includes a significant CSO component working across the three enablers, specifically targeting women, youth and disadvantaged groups increasing participation, uptake and involvement.

The strengthening of civil registration will build on the achievements of the National Registration Bureau (NRB) to develop and roll out the first national civil registration system. The NRB, with support from development partners, has registered 10 million adults for the first time, and provided them with a national ID, empowering them not only with a right of identity but also facilitating access to enjoyment of other rights. This Action will then support NRB in furthering the registration efforts while developing strategic options for the National ID to increasingly become a feature for enhancing e-governance, improving public service delivery and ultimately increasing accountability and transparency across administrative processes in the public sector.

Broad support to civic education and increasing public participation (Enabler 2) will complement the efforts towards an increasingly transparent and accountable public sector. The Action will provide technical support to the Ministry of National Unity (MoNU) to fulfil its mandate as policy holder in this field and specifically in the development and implementation of adequate frameworks for citizens' participation to thrive and develop. The technical support provided to the MoNU will also include the coordination of the work the Action intends to implement on the demand-side.

The Action will in fact also provide support to the National Initiative for Civic Education (NICE) to deliver on its core mandate. NICE is a public trust, mandated by the Government for the implementation of all actions concerning national civic education. NICE will be supported to deliver at community level on those key priorities of the MoNU strategic plan that are relevant to the Action. These include voter education, accountability strengthening, human rights enjoyment, mobilisation for citizen participation in decision-making and national development.

Similarly, the technical support hosted by the MoNU will also ensure coherence between the activities implemented by NICE and the work the Action intends to promote, through CSOs, on increased participation of vulnerable categories, focusing in particular on women and youth. Considering that over the past two decades various initiatives have targeted the national level but yielded low return, the Action will focus not only on raising awareness, understanding and support for the target groups to venture into the governance space, but also on the existing contextual and legislative barriers that are impeding their involvement seeking partnerships with local authorities, local sections of political parties and civil society at large. Priority will be given to those districts where lack of participation is more pronounced.

Finally, building on the work conducted under the two other enablers, the Action will support credible, transparent and well-managed electoral processes in preparation to the national election scheduled for September 2025. GoM and the relevant Development Partners (DPs) in the sector have agreed to continue the support provided over the last two electoral cycles via a UN led Basket Fund, building also on the recommendations of a the evaluation of past support, of the EOM 2019 and of a recent UN Needs Assessment mission.

The Action contributes to MIP Priority Area 2: Democratic and Economic Governance. Specific Objective 1, advancing democracy, human rights and the rule of law. Expected result 2.1.1: Inclusive, transparent and credible electoral processes and a pluralist democratic system promoted. The Action aligns to Team Europe Initiative 2 - "Good governance for Malawi".

This Action is also aligned to SDG 16 – Promotion of Peace, Justice and Strong Institutions and SDG 5 – promotion of gender equality and SDG 10 – reduced inequalities. It is consistent with the European Consensus for Development, particularly under the themes, Peaceful and inclusive societies, Democracy, Effective and Accountable Institutions, Rule of Law and Human Rights for all. The programme responds to the Human Rights and Democracy Strategy (2021 -2024), Gender

Action Plan – Country Level Implementation Plan (GAP CLIP III), EU- Civil Society Roadmap (2021-2024) and recommendations of the EU Elections Observation Mission (EU EOM 2019).

The Action is a significant component of the Team Europe Initiative (TEI) “Good Governance for Malawi”. Overall this TEI aims at strengthening participatory, transparent and effective governance systems, focusing in particular on empowering citizens and civil society, supporting the electoral cycle, promoting the enjoyment of human rights, improving access to justice, and supporting public finance management reform and the fight against corruption. This action contributes then to the strands of action on empowering citizens, electoral cycle assistance and promoting the enjoyment of human rights. Cooperation of Germany and Ireland will also be contributing to the different components of the TEI.

2 RATIONALE

2.1 Context

Malawi ranks 174th out of 189 countries¹ on the 2020 Human Development Index. A large majority of the estimated 18.6² million people reside in rural areas and are predominantly reliant on rain-fed smallholder agriculture. The country's development has stagnated for the past 20 years, with only minimal and precarious improvements in health and education indicators. Despite advances in gender equality over the last decade, Malawi still ranks 142nd out of 162 countries³ on the 2020 Gender Inequality Index (GII), reflecting high levels of inequality in women's empowerment and economic activity with government acknowledging a failure to meet Millennium Development Goals 1, 2, 3 and 5, all of which have a gender component.

In 2020, the High Court annulled the 2019 Presidential elections due to a significant number of irregularities that mostly arose during vote tabulation. Aided by concerted civil society led efforts advocating for change, a new administration came to power under a coalition of several opposition parties. During its first year, the new administration has shown commitment to the rule of law, transparency and human rights and its drive on anti-corruption is reflected in the increased budget allocations for the governance institutions. Government has also championed a transformative long-term development plan, Malawi 2063, aiming for Malawi to become an inclusive and self-reliant middle-income nation. In order to achieve this, the agenda is driven by the need for effective governance mechanisms, processes and structures in keeping with the rule of law and social justice. Government commits to ensuring that it provides an environment and space for citizens to articulate their interests, claim and exercise their rights, meet their obligations and mediate their differences.

Despite these efforts, democracy and governance in general still lack a solid framework for enforcement of accountability amongst duty bearers in all branches of government. In addition, citizens, women in particular, have still insufficient capacity to claim and enforce their rights and to participate in public life and in decisions that affect them. Consequently, Afrobarometer surveys in the past decade, have shown a constant low demand for democracy, affecting around half of the population. Similarly, while the country holds regular general elections, voter turnout has declined from over 90% in 1994 and 1999, to 64% at the 2020 fresh election⁴. Similarly, the Mo Ibrahim Index points to general stagnation in the area of governance over the past 12 years. The 2019 report showed that Malawi is 18th on 54 African countries. Key shortfalls were on transparency and accountability, a crucial category measuring key features such as access to public and legislative information, access to records of state-owned companies, accountability of government and public employees, sanctions for abuse of office, absence of corruption in government branches and public sector⁵.

¹ <http://hdr.undp.org/en/content/latest-human-development-index-ranking>

² <https://www.worldbank.org/en/country/malawi/overview>

³ <http://hdr.undp.org/en/content/gender-inequality-index-gii>

⁴ <https://www.electionguide.org/countries/id/130/>

⁵ <https://afrobarometer.org/>

At present, the enthusiasm at the start of the new Government expected to bring positive change, is fading. A downturn in economic conditions resulting from the COVID pandemic and high debt-stock is pushing citizens to further disillusionment and a declining trust in the governance system.

2.2 Problem Analysis

Short problem analysis: Several studies assessing progress achieved since the transition from one-party rule to multi-party democratic governance in 1994⁶ find that in the past two decades Malawi has undergone transition without transformation. While it is formally a multiparty democracy, its political settlement, understood as how power is acquired, organised, distributed and exercised, has remained intact as it was in the one-party state. The country's political settlement has difficulty losing its features of prevalence of patronage, clientelism, opportunism and corruption, centralising tendencies of the executive, relative weakness of the citizenry and civil society vis-à-vis the state, narrowness of the public sphere, deference to hierarchy and gender discrimination⁷.

An issues paper on the state of the Democratic Governance Sector⁸ highlights the following five main bottlenecks hindering democratic transformation;

- (a) A low sense of belonging to the nation and a lack of enjoyment or actualisation of fundamental rights;
- (b) Flawed electoral processes and limited knowledge of democratic values among the citizenry;
- (c) Limited access to information and transparency and accountability, driven by low literacy levels, few information outlets and limited capacity for information uptake among vulnerable and marginalised groups such as the poor, women, youth and persons with disabilities;
- (d) Low participation of the citizenry in governance, driven by a misunderstanding of democracy, an erosion of the spirit of self-reliance, a culture of politically driven hand-outs and a detachment of citizens from civil space; and
- (e) A limited and protected political system that favours wealth, patronage and patriarchy.

Cumulatively, these factors contributed to a fading belief in the values of democracy and exacerbated the low level of socio-economic development and high poverty rate that the country continues to face. Though this state of affairs resembles much of the thirty years of autocratic rule in Malawi (1964 – 1994), 30% of society still believes that the centralised governance system prior to 1994 was better than the current status of democracy⁹.

Women, youth and disadvantaged groups in particular remain largely excluded from decision-making and are hindered in the exercise of their rights. Mechanisms they can use to demand transparency, accountability and improved service delivery remain weak. At the last general election in 2019, though women and youth¹⁰ are the majority of the electorate, parliament counts only 44 women and 5 young MPs, on a total of 193. Similarly, on a total of 462 district councillors only 67 are women and 26 are under 35. This weak representation of women and youth affects their inclusion and representation in other settings of influence. In the current Cabinet, appointed in late 2020, only 30% are women, the majority of whom (7 out of 11) are deputy ministers, with limited influence or authority in national policy making and agenda setting.

⁶ Studies include Chirwa, 1998; Booth, et al., 2006; Cammack, 2010; O'Neil, et al., 2014; Bridges, 2016; Chinsinga, 2018; World Bank, 2018; and Prowse and Grassin, 2020

⁷ Political Economy Analysis and Exit Strategy for the Chilungamo Programme: The Democratic Governance Component

⁸ The Democratic Governance Sector in Malawi – a critical review. An issues paper for the Development of the Democratic Governance Sector Policy Framework Paper (draft version), February 2021

⁹ https://afrobarometer.org/sites/default/files/publications/Summary%20of%20results/malawi-afrobarometer_r8_summary_of_results-10may20_fin.pdf

¹⁰ defined by the National Youth Policy as those between 10 - 35

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

This Action aims to address these problems from both a demand and supply side through strategic interventions of beneficiary institutions including the National Registration Bureau (NRB), the Malawi Electoral Commission (MEC), the Ministry of National Unity and the National Initiative for Civic Education (NICE), as well as civil society organisations.

(a) NRB/NRIS

The National Registration Bureau (NRB) is a department under the Ministry of Homeland Security, mandated to undertake legal registration and identification of all citizens. Prior to 2016, Malawi lacked a functional national registry and identification system, undermining citizens' ability to claim their rights and access services. In addition, the ensuing absence of population data affected Government's capacity for efficient service delivery, evidence-based policy development and decision-making. Through a joint effort of several development partners, including the EU, the National Registration and Identification Support (NRIS) programme has registered all of the 10 million adults and provided them with an ID. The NRIS is also developing a number of public service linkages for efficient, effective and transparent service delivery. As such, the National ID has been used as a basis for voter identification in 2019 and 2020. Apart from the cost savings, it has been key in establishing a credible and transparent voter roll. Presently NRB is lacking technical capacity to take over the entire management and maintenance of the system.

(b) MEC

The Malawi Electoral Commission (MEC) is a constitutional body mandated to periodically deliver credible elections that are free, fair, transparent, inclusive, efficient and cost-effective to entrench democratic values. Over the past decade, the EU through a UNDP managed basket fund, has delivered technical and material support to MEC to enable it to deliver on its mandate. The basket fund has proved vital in providing coordinated and systematic support to Government and in strengthening the role of MEC to better manage the electoral process over the past few years. This support has paid due dividend, with the 2019 EU EOM Report concluding that, *"having monitored three prior elections before 2019, it was clear that a significant number of positive changes were instituted by MEC allowing for fundamental rights and freedoms necessary for the conduct of democratic elections to prevail."* Though this election was later overturned on account of irregularities, MEC was able to deliver a free, fair and credible election within a court mandated limited time period of 150 days. The fresh election was conducted with limited external support, demonstrating the growth of MEC from the years of support. Building onto this, the Action aims to provide technical support to MEC to ensure it stays on this path and has capacity to deliver credible, transparent and well-managed electoral process in preparation to the national election scheduled in 2025 via the basket fund arrangement.

(c) NICE

NICE, was established to specifically focus on democracy and voter education. The institution has become a Public Trust in 2012. NICE falls under the relatively new Ministry of Civic Education and National Unity and operates through a network of over 9,000 grassroots volunteers to deliver civic education on behalf of Government agencies. The growth of NICE within the public sector has diluted the focus on mobilisation and engagement on democracy and governance related topics. While the awareness on these topics has improved over the years, the current governance challenges demonstrate the need for continued targeted engagement. To complement Government's plans, this Action may be focused exclusively on interventions in the NICE strategic plan that address democratic governance related topics. This concerns two of the four strategic pillars of the NICE 2021 – 2026 Strategic Plan: (1) creation of citizen demand for governance and contribution to the national building process through areas of electoral engagement and (2) peaceful existence and active participation in decision-making.

(d) Ministry of National Unity

The Ministry of National Unity¹¹ was created in July 2020 with the mandate spearhead the creation of an empowered, informed, patriotic and united Malawi citizenry. The Ministry is the policy holder and coordinator of civic education that intends to lay the foundation for civic engagement and enhancement of national unity as a way of promoting mind-set change and transformative development of the nation. In this first year of existence, the Ministry has concentrated on creation of a functioning framework to enable it to operate and deliver on its mandate. This includes the drafting of legislation to mandate its operations and the adoption of a national civic education policy. These frameworks will allow the Ministry to serve as the national focal point to integrate and harmonise civic education messages from public agencies and ensuring they are widely disseminated through NICE. This Action aims to provide the Ministry with technical assistance to build capacity and knowledge in the field.

(e) Civil Society Organisations

A significant component of this Action will be delivered through Civil Society Organisations (CSOs), representing a diverse and vibrant group that plays a key role in facilitating policy making and service delivery, as well as for organisation and mobilisation at the grassroots level and flexibly reaching out to citizens across social and economic divides. The CSO component within the Action is designed to work across all three enablers, particularly focusing on increasing women and youth involvement and uptake through a bottom-up approach. In doing so the Action also aims at strengthening the role of civil society at local level while enhancing the civil society space.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The Overall Objective (Impact) of this Action is to contribute to strengthening democratic governance and the social contract in Malawi.

The Specific Objectives (Outcomes) of this Action are:

1. To strengthen efficiency and effectiveness of civil registration services, while safeguarding human rights and data privacy.
2. To increase participation, in particular of women, youth and disadvantaged groups, in democratic processes.
3. To enhance credibility, transparency and management of electoral processes.

The Outputs of this Action contributing to the corresponding Specific Objectives are:

- 1.1 Contributing to Objective 1 – Enhanced capacity of local institutions to use and sustainably manage existing civil registration system.
- 1.2 Contributing to Objective 1 – Strengthened capacity of Government Ministries, Departments and Agencies to integrate and adopt the use of National IDs.
- 2.1 Contributing to Objective 2 – National Civic Education framework and guiding policy (ies) are developed and better implemented.
- 2.2 Contributing to Objective 2 – Citizens’ awareness of fundamental rights and responsibilities of duty bearers are enhanced.
- 2.3 Contributing to Objective 2 – Strengthened capacities of women, youth and representatives from disadvantaged groups to take part in public life and public decision-making.
- 3.1 Contribution to Objective 3 – Knowledge, skills and technical abilities of key electoral related duty bearers are improved

¹¹ Formerly known as Ministry of Civic Education and National Unity.

- 3.2 Contribution to Objective 3 –Electoral policies and legislation are revised/developed and better implemented in line with the framework of the on-going electoral reform.

3.2 Indicative Activities

Activities related to Output 1.1 - Enhanced capacity of local institutions to use and sustainably manage existing civil registration system:

- (a) Technical assistance to NRB to maintain a continuous and sustainable civil registration system that is cost-efficient, transparent and guarantees data protection.
- (b) Improve the effectiveness of the civil registration process to safeguard the integrity, image and importance of the National ID as an integral part of fulfilling civil and fundamental rights

Activities related to Output 1.2 - Strengthened capacity of Government Ministries, Departments and Agencies to integrate and adopt the use of National IDs:

- (a) Technical support to NRB in developing a long-term vision and strategy for creation and maintenance of public service linkages
- (b) Facilitation of initiatives aimed at increasing public awareness and demand for civil registration and utilisation of the National ID as a basis for public sector planning, development and implementation

Activities related to Output 2.1 – National Civic Education framework and guiding policy (ies) are developed and better implemented:

- (a) Technical Support to the Ministry of National Unity to develop/review/ and roll out a legal and operational framework for civic education
- (b) Facilitation of activities aimed at strengthening inclusion and coordination of CSOs and other actor in the development/ review of relevant national civic education framework

Activities related to Output 2.2 - Citizens' awareness of fundamental rights and responsibilities of duty bearers are enhanced:

- (a) Capacity development to the Ministry of National Unity, NICE and CSOs to strengthen the delivery of civic education and awareness raising messages
- (b) Support to NICE and CSOs to facilitate regular community level engagements and maintain channels that enable citizens to hold duty bearers accountable

Activities related to Output 2.3 - Strengthened capacities of women, youth and representatives from disadvantaged groups to take part in public life and public decision-making:

- (a) Support to NICE, CSOs and relevant stakeholders to conduct voter education and empowerment related activities tailored to women, youth and other vulnerable groups.
- (b) Facilitation of CSO engagement with national and local leaders to challenge existing cultural barriers and stereotypes and influence conducive, all-inclusive political spaces.
- (c) Promotion of political engagements and dialogue with political party leaders to encourage inclusive meaningful participation of women and youths
- (d) Facilitation of the development of local/international mentorship schemes, capacity building programmes and exchange of ideas between experienced and non-experienced women and youth

Activities related to Output 3.1 – Knowledge, skills and technical abilities of key electoral related duty bearers are improved:

- (a) Support to the institutional development of MEC in line with the recommendations of the 2019 EU EOM

- (b) Support to CSOs, Media, Security Agencies and other relevant stakeholders to build their capacity to formulate strategies and policies that contribute to effective electoral oversight.

Activities related to Output 3.2 - Electoral policies and legislation are revised/developed and better implemented in line with the framework of the on-going electoral reform:

- (a) Support to the MEC to review and update electoral related legislation and practices that align to 2019 EU EOM recommendations on best practices for democratic elections
- (b) Facilitation of CSO and other actors' participation and coordination in the electoral reforms processes

The commitment of the EU's contribution to the Team Europe Initiative to which this action refers, will be complemented by other contributions from Team Europe members. It is subject to the formal confirmation of each respective member's meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise, the EU action may continue outside a TEI framework.

3.3 Mainstreaming

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this Action is labelled as G1. This implies that, women will benefit from this Action, as it will create avenues to allow them to penetrate into political spaces and enable their significant involvement in the decision-making arena. Across its three objectives, the Action aims to ensure that all women are given equal opportunities to enjoy and fulfil their fundamental rights, particularly civil and political rights. The Action addresses practical, legal and structural barriers that have so far hindered their engagement. Initiatives to address this will include, empowering women with a national ID to strengthen their right of identity, increased civic education and awareness raising on rights and responsibilities, a review of discriminatory electoral laws and support to challenge cultural stereotypes that have driven women to the side-lines of decision-making

Human Rights

The proposed Action will be implemented following the rights-based approach working principles (all rights, participation, non-discrimination, accountability and transparency). The proposed Action will develop the capacities of the stakeholders as 'rights-holders' to claim their rights and 'duty-bearers' to meet their obligations

Democracy

The overall objective of this Action is to deepen democracy in Malawi. It line with SDG goal number 16 of creating peaceful and inclusive societies that guarantee access to justice for all along with effective, accountable and transparent public institutions at all levels of government, the Action will work on building capacities of three key state agencies responsible for protection of civil registration, civic education and national elections. The work with these agencies will increase OECD public sector values of transparency, integrity, accountability and participation that are recognised as central towards creation of a functioning democracy in which all citizens can thrive.

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood	Impact	Mitigating measures
Risks related to the Planning, Processes and Systems	Political interference and potential manipulation of operations of the MEC and the NRB	Medium	Medium	Clear political dialogue, institutional capacity building and coordination facilitation will address this issue of external influence. Improving the conditions for stronger demand for accountability will also mitigate these risks.

Risks related to people and the organisation	Civil society fragmentation and lack of technical expertise and capacity to provide adequate oversight and demand for accountability and transparency	Medium	Medium	A significant part of this Action may be implemented through CSOs that will be identified through a Call for Proposals. Continuous capacity development and technical support shall be provided to CSOs. Further, efforts will be made to pair local and international organisations to deliver jointly, as well as to strengthen M&E systems.
Risks related to people and the organisation	Challenging political economy, resistance to change by those benefiting from the current system, and weak enforcement of rules and regulations could jeopardise/slow down reform efforts	Medium	Medium	Develop joint policy dialogue for reforms and provide related technical support to key public agencies. Regular political economy analysis in areas of most likely resistance, e.g. electoral reform. Promote greater engagement from key non-state actors, in particular CSOs and the wider citizenry.
<p>Lessons Learnt:</p> <p>After two decades of support to governance in Malawi, a key lesson from all EU programmes, is that success is tied to the level of political will for Government to deliver in the area. Extensive consultations have to be made prior to the development of an Action, to agree on areas of engagement, on shared responsibilities and to have a clear sustainability plan. There is also need to frequently assess, review and determine each beneficiary institution's capacity and motivation to deliver. The current Government has demonstrated willingness and support towards improving democratic governance and shown commitment towards sustainability of existing initiatives. Crucially, high level political will has been displayed ensuring that the key institutions of MEC and NRB operate independently, are well staffed and given the room to operate.</p> <p>Through EU engagement in the democratic governance sector, it is clear that there is a need to ensure an adequate balance in delivering from both a demand and supply side. There is concern that after many years of progress, the CSO landscape appears to become increasingly fragmented with lesser capacity and ability to deliver on its role. This creates significant challenges for the country's democracy. CSOs play a significant role in mobilising citizen participation, holding government to account and providing overall demand for good governance. CSOs and other relevant non-state actors, need to be strengthened and supported to collectively deliver on their mandate.</p> <p>Lastly, drawing on experiences of the existing elections and NRIS basket funds, enhanced coordination, collaboration and cooperation amongst DPs presents significant wins. This harmonised approach allows for collective reasoning, efficient use of resources and presents a united stance and positive engagement for reform.</p>				

3.5 The Intervention Logic

The overall objective of this Action is to contribute to strengthening democratic governance and the social contract in Malawi. The Action aims to address a declining state of satisfaction with democracy, which is affected by but also further reinforces limited citizen awareness, interest, understanding and participation in public activities and an ineffective accountability and transparency mechanism that would enable effective public service delivery. The underlying intervention logic for the Action is to address these challenges through the following intertwined enablers:

- 1) To strengthen efficiency and effectiveness of civil registration services, while safeguarding human rights and data privacy;

- 2) To increase participation, in particular of women, youth and disadvantaged groups, in democratic processes and;
- 3) To enhance credibility, transparency and management of electoral processes.

Under the assumption that Government will continue to follow good governance principles and its path towards civil registry system reforms, the Action will provide technical support to the NRB and wider Government machinery to use and sustainably manage the existing civil registration system and further integrate and adopt the use of National IDs in planning and delivery of efficient public services. It is recognised that, civil registration systems form the basis of continued legitimacy of the National ID, whose importance to fulfilling the right to identity and setting the foundation for democracy, good governance and enforcing a social contract cannot be over-emphasised. On one hand, the ID provides Government with a channel for enhanced delivery of public services, through targeted planning, evidence-based policy formulation and informed decision-making. This is crucial for improved transparency, accountability and cost efficiency in government systems thus ensuring greater citizen's awareness, understanding and acceptance of state actions. On the other hand, the ID is central to building a sense of positive nationalism and pride for Malawians, in-effect, fostering a greater connection and willingness among citizens to partake in national and local affairs and raising demand for improved public policy making and service delivery. The action will among other activities, support Government to ensure the effectiveness of the civil registration process to safeguard the integrity, image and importance of the National ID as an integral part of fulfilling civil and fundamental rights and also facilitate initiatives aimed at increasing public awareness and demand for civil registration and utilisation of the National ID.

These efforts shall be complemented by broader work relating to nationwide civic education and increased participation particularly of women, youth and disadvantaged groups. Building on the assumption that civic education will continue to be a key element of the Government strategy toward the promotion of the mind-set change required for the achievement of Malawi long term development objectives as per Malawi 2063 and its implementation plans. Civic education and awareness raising is essential, not only to give meaning and importance of the ID, but on a wider scale to also close the information and knowledge gap that many citizens still possess regarding their fundamental rights and responsibilities. Working through NICE and CSOs, the Action aims to ensure that a National Civic Education framework and related guiding policies are developed and better implemented. Further to this, emphasis will be placed on those activities and topics that strengthen capacities of women, youth and representatives from disadvantaged groups to take active participation in democratic spaces and decision -making. These include topics aimed at voter education and challenging cultural barriers and existing stereotypes that are a hindrance to an all-inclusive political space as well as engagement and dialogue with community and political party leaders to encourage equal participation and opportunities.

Taking cognisance of the fact that women, youth and other marginalised groups have been particularly disadvantaged and systematically excluded with the current state of democracy, the Action will entail a specific CSO component that will focus solely on facilitating involvement of these groups to get into these public activities and take a significant role in decision-making. The Action employs a long-term vision that women and youth can only make significant strides in this sector, by addressing bottlenecks that are prevalent at the grassroots, local level as opposed to smaller gains that can be made with efforts concentrated solely at the national level. The Action will therefore entail among others, activities that challenge stereotypes and norms that enforce the view that women and youth cannot be leaders and should remain on the side-lines. It will also promote dialogue with community and political party leaders and seek ways for policy and legislative change to open platforms for inclusive participation. Women and youth will also benefit from mentorship and capacity building for women and youth to harness their potential to actively pursue active participation and leadership.

Lastly, to build on the work of the other two enablers and on the expectation that Government's commitment toward the implementation of the electoral reform will be sustained, the Action will provide support to MEC to ensure it manages credible, transparent and well-managed electoral

process in preparation for the next general election scheduled for 2025. This will be done by continuous enhancement of the knowledge, skills and technical abilities of key electoral related duty bearers and also ensuring that electoral policies and legislation is revised/developed and better implemented in line with the framework of on-going electoral reforms. While elections *per se* are not equal to democracy, elections endorsed as free, fair and credible by all key stakeholders go along to create supportive conditions for a resilient democratic dispensation that favours accountability, transparency, rule of law and responsiveness of elected officials to their citizen's needs. To this effect, the maintenance of a functional national registration system will be essential as it can be linked to the voter registration system to ensure credibility while also promoting cost-savings for the Government. So too will the dedicated civic education efforts, to enable all Malawians the opportunity to equitably and freely participate in all the electoral processes. Over the past two elections, MEC has demonstrated an increase in technical capabilities to ably undertake its role. The Action aims to provide continuous support in this area, so as not to maintain the momentum rather than regress. Further guidance will be given to facilitate the revision of various electoral laws that as identified in the EOM 2019 report hinder active citizen participation and pose as obstacles to a wholly free, fair, competitive process.

3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

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

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

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

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

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
Impact	To contribute to strengthening democratic governance and the social contract in Malawi.	1. Overall Governance 2. Levels of voice and accountability 3. Levels of Participation, Rights and Inclusion	1. Overall Governance Mo Ibrahim Index- 51.5% (2020) 2 Voice and Accountability Monitor – World Bank 45.4% (2019) 3 Participation, rights and inclusion- Mo Ibrahim Index 47.5 % (2020)	1. Overall Governance – Mo Ibrahim Index- 55% (2025) 2. Voice and Accountability Monitor – World Bank - 48% (2025) 3. Participation, rights and inclusion – Mo Ibrahim Index - 50% (2025)	1 Mo Ibrahim Index 2. Word Bank Governance index 3. Mo Ibrahim Index	<i>Not applicable</i>

Outcome 1	<p>To strengthen efficiency and effectiveness of civil registration services, while safeguarding human rights and data privacy.</p>	<p>1.1 Number of people registered and in possession of a National ID</p> <p>1.2 Number of public services with improved efficiency and effectiveness in service delivery due to a partnership with NRB.</p> <p>1.3 Total amount of annual Government revenue in MKW generated by NRB via enhanced partnerships and increase reliance by private and public agencies on the National ID</p> <p>1.4 Number of people supported by the EU with enhanced access to digital government services GEF 2.12</p>	<p>1.1 10 million people registered and in possession of an ID – UNDP/ NRB Reports (2021)</p> <p>1.2 TBD (2021)</p> <p>1.3 TBD (2021)</p> <p>1.4 TBD (2021)</p>	<p>1.1 14 million people registered and in possession of an ID – UNDP/ NRB Reports (2025)</p> <p>1.2 TBD (2025)</p> <p>1.3 TBD (2025)</p> <p>1.4 TBD (2025)</p>	<p>1.1 UNDP/ NRB Progress Reports related to the EU Intervention</p> <p>1.2 UNDP/ NRB Progress Reports related to the EU Intervention</p> <p>1.3 UNDP/ NRB Progress Reports related to the EU Intervention</p> <p>1.4 UNDP/ NRB Progress Reports related to the EU Intervention</p>	<p>The Government continues to follow good governance principles and its path towards civil registry system reform</p> <p>Political situation in Malawi remains stable.</p> <p>No major disasters/crises occurs and the current government's priorities will remain constant</p>
Outcome 2	<p>To increase participation, in particular of women, youth and disadvantaged groups, in democratic processes</p>	<p>2.1 Number of civic education frameworks and policies adopted that promote efficient and effective civic awareness and education</p> <p>2.2 Number of requests from the public/ media/civil society to access official information per year</p>	<p>2.1 TBD (2021)</p> <p>2.2 TBD (2021)</p> <p>2.3 TBD (2021)</p>	<p>2.1 TBD (2025)</p> <p>2.2 TBD (2025)</p> <p>2.3 TBD (2025)</p>	<p>2.1 NICE/ Ministry of National Unity reports related to the EU Intervention</p> <p>2.2 NICE/ Ministry of National Unity Reports related to the EU Intervention</p> <p>2.3 NICE/ Ministry of National Unity</p>	<p>Citizens are interested to learn about their rights and understand the information made available to them.</p> <p>Government continues to prioritise civic education and</p>

		2.3 Number of women, youth and members of underrepresented groups in public leadership (local government or political parties) and decision-making positions in target districts			Reports related to the EU intervention	maintains the existence of the Ministry of Civic Education and National Unity.
Outcome 3	To enhance credibility, transparency and management of electoral processes	<p>1.1 Number of EOM 2019 recommendations adopted and implemented</p> <p>1.2 Number of legitimate complaints received by MEC regarding an electoral process</p> <p>1.3 Number of electoral reform bills passed in Parliament</p>	<p>3.1 3 out of 24 EOM recommendations adopted and implemented (2021)</p> <p>3.2 Number of legitimate complaints received by MEC regarding the Electoral process - TBD (2019)</p> <p>3.3 4 laws proposed to Parliament (2021)</p>	<p>3.1 7 out of 24 recommendations adopted and implemented (2025)</p> <p>3.2 Number of legitimate complaints received by MEC regarding the Electoral process – TBD- (2025)</p> <p>3.3 4 laws passed in Parliament (2025)</p>	<p>3.1 MEC/UNDP Reports related to the EU Intervention</p> <p>3.2 MEC Reports</p> <p>3.3 Parliament/ UNDP Reports</p>	<p>Willingness of MEC and CSOs to prioritise electoral reforms.</p> <p>Willingness of Parliament to deliberate and pass electoral reform legislation.</p>
Output 1 related to Outcome 1	1.1 Enhanced capacity of local institutions to use and sustainably manage	1.1.1 Level of accuracy and comprehensiveness of civil registration database	1.1.1 TBD (2021)	1.1.1 TBD (2025)	1.1.1 NRB/UNDP Reports related to	Willingness and ability of government to make provision

	existing civil registration system.				the EU Funded intervention	for core operation funds for the NRB
Output 2 related to Outcome 1	1.2 Strengthened capacity of Government Ministries, Departments and Agencies to integrate and adopt the use of National IDs.	1.2.1 Number of sustainable public service linkages created	1.2.1 0 Sustainable Public Service linkages created (2021)	1.2.1 5 Sustainable Public Service Linkages Create (2025)	1.2.1 NRB/UNDP reports related to the EU Funded Intervention	Institutions are interested in integrating national IDs in their strategies, work plans and policies.
Output 1 related to Outcome 2	2.1 National Civic Education framework and guiding policy (ies) are developed and better implemented.	2.1.1 Extent to which EU-funded intervention contributed to development of Legislation to support coordination and implementation of civic education 2.1.2 Extent to which EU-funded intervention contributed to Development and enforcement of guidelines for the development and delivery of civic education materials.	2.1.1 No legislation in place (2021) 2.1.2 No Guidelines in place (2021)	2.1.1 1 Act of Parliament relating to civic education drafted (2025) 2.1.2 An effective mechanism and guidelines to vet and standardise civic education materials developed and enforced (2025)	2.1.1 Parliament/ Ministry of National Unity reports 2.1.2 Ministry of National Unity Reports	Government maintains the establishment of the Ministry of Civic Education and National Unity in the public sector establishment
Output 2 related to Outcome 2	2.2 Citizens' awareness of fundamental rights and responsibilities of duty bearers are enhanced.	2.2.1 Number of people reached with messages on fundamental rights and responsibilities, transparency and accountability	2.2.1 TBD (2021)	2.2.1 TBD (2025)	2.2.1 NICE/CSO reports related to EU Funded Intervention	People are interested to learn about their rights. Government maintains an open space for CSOs to operate

Output 3 Related to Outcome 2	2.3 Strengthened capacities of women, youth and representatives from disadvantaged groups to take part in public life and public decision-making.	2.3 1 Number of women and youth contesting for key decision-making and leadership roles in select district with support of the EU-funded intervention	2.3.1 TBD (2021)	2.3.1 TBD (2025)	2.3.1 CSO/MEC Reports related to the EU Funded Intervention	Women and Youth are willing to participate in elections for public office
Output 1 Related to Outcome 3	3.1 Knowledge, skills and technical abilities of key electoral related duty bearers are improved	<p>3.1.1 Number of MEC staff trained by the EU-funded intervention with increased knowledge and/or skills in electoral management</p> <p>3.1.2 Number of MEC internal procedures and practices upgraded in line with EOM 2019 recommendations with support of the EU-funded intervention</p> <p>3.1.3. Number of CSO groups supported on domestic electoral support</p> <p>3.1.4 Number of CSO staff trained by the EU-funded intervention with increased knowledge and/or skills in electoral support</p>	<p>3.1.1 0</p> <p>3.1.2 0</p> <p>3.1.3 0</p> <p>3.1.4 0</p>	<p>3.1.1 TBD</p> <p>3.1.2 TBD</p> <p>3.1.3 TBD</p> <p>3.1.4 TBD</p>	<p>3.1.1 UNDP Pre- and post-training reports for the EU funded intervention (2025)</p> <p>3.1.2 MEC/ UNDP Reports (2025)</p> <p>3.1.3 CSO/MEC/UNDP Reports (2025)</p> <p>3.1.4CSO/MEC/UN DP Pre- and post-training reports for the EU funded Intervention (2025)</p>	<p>Government continues providing resources to MEC</p> <p>CSO provide staff for election observation activities</p> <p>NRB and MEC are interested in working together on registration</p>
Output 2 Related to Outcome 3	3.2 Electoral policies and legislation are revised/developed and better implemented in line	3.2.1 Number of electoral reform issues deliberated by the National Taskforce on Electoral Reforms	3.2.1 0	3.2.1 TBD (2025)	3.2.1 UNDP Progress Reports for the EU Funded Intervention	The National Taskforce on Electoral Reforms, comprised of

	with the framework of the on-going electoral reform.	(NTER) with support of the EU-funded intervention				CSOs and MEC continues to exist and mutually corporate
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¹² ***An endline and baseline survey are to be undertaken by the TA to set the values for all missing indicators in log frame. TA will be responsible for overall Monitoring and Evaluation Framework

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this Action, it is envisaged to conclude a financing agreement with the Government of Malawi.

4.2 Indicative Implementation Period

The indicative operational implementation period of this Action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of where a financing agreement is concluded.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation of the Budget Support Component

n/a

4.4 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the Action with EU restrictive measures¹³.

4.4.1 Direct Management – Grant to NICE

The grant will contribute to achieve Strategic Objective 2: To support delivery of nationwide civic education and increase participation, in particular of women youth and disadvantaged groups, in democratic processes. More particularly, it will support the activities related to outputs:

- 2.1 Increased awareness of civil and political rights and responsibilities of the general population
- 2.2 Increased demand for transparency and accountability of duty bearers
- 2.3 Increased number of women, youth and disadvantaged groups taking part in public decision-making
- 2.4 National Civic Education framework and guiding policy (ies) produced/revised and popularised

Under the responsibility of the Commission's authorising officer responsible, a grant may be awarded without a call for proposals to the National Initiative for Civic Education (NICE). In line with Article 195 (c) of the Financial Regulation, a direct grant is justified because NICE is the only Government mandated entity, capable of undertaking nationwide civic education and awareness raising in line with the specific objective and outputs above. NICE has a long history with the EU in the field, dating back to 1999, when it was established as an EU fully funded project tasked with the responsibility of filling the civic knowledge gap created in the wake of 30 years of one-party rule in Malawi. Now operating as a Public Trust, NICE is partly subverted by the Government and has the legal backing to receive funds from other partners, both local and international for specific engagements.

4.4.2 Direct Management – Grants: call for proposals “Increasing participation of women, youth and disabled persons in political and civil life”

(a) Purpose of the grant

With reference to specific objective 2 - To support delivery of nationwide civic education and increase participation, in particular of women youth and disadvantaged groups, in democratic processes, a single call for proposals may be launched. The call will be aimed at identifying CSO (s)

¹³ 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.

that can complement the actions of NICE and the Ministry of National Unity, particularly in engaging and empowering women, youth and disabled persons in at the local level. CSOs may work in few target districts that will be identified after thorough analysis, during the preparation of the call for proposals.

(b) Type of Applicants targeted

The potential applicants for funding shall be a civil society organisation (s) with demonstrated in-depth knowledge and expertise in the field. With regard to essential characteristics, the applicant shall be a legal person or an entity without legal personality, and established in one of the EU member states or eligible countries defined by the basic act.

4.4.3 Direct Management (Procurement)

Under the responsibility of the Commission's responsible authorising officer, a service contract to provide technical assistance to manage the implementation of all activities related to NICE, Ministry of National Unity and CSOs above may be contracted and directly managed by the Commission. The contractor will be responsible for providing the long and short-term TAs and overall management and monitoring of the programme.

This call has been launched on 01/04/2022 under a suspensive clause prior to the adoption of this Decision. This is justified because of the overarching coordinating role the TA will play in the implementation of the action. From here the need to have the recruitment of the TA processed with urgency to minimize the gap from the starting date of the 2 UNDP basket funds that are expected to be operational by mid-2022.

4.4.4 Indirect Management with an International Organisation – UNDP

A part of this Action may be implemented in indirect management with the United Nations Development Programme (UNDP). This implementation entails:

- a) **Support to the National Registration Bureau (NRB)** to meet specific objective 1: to strengthen efficiency and effectiveness of civil registration services, while safeguarding human rights and data privacy.

In relation to National Registration, the current UNDP National Registration and Identification System (NRIS) project has supported NRB to establish the existing national civil registration system and is currently anchoring its maintenance. Over the past five years that the project has been in existence, UNDP has gained (i) pertinent experience in the country, (ii) specific expertise in implementing similar actions; and (iii) demonstrated optimisation of donor funds and coordination. The NRIS project is set to end in early 2022, though discussions are underway between Government, DPs and the UN on a follow-up project that will encompass a continuation of activities currently underway and capitalisation of progress to achieve optimal results, especially with regard to increased civil registration and creation of public sector linkages.

- b) **Support to the Malawi Electoral Commission (MEC)** to meet specific objective 2: to enhance credibility, transparency and management of electoral processes.

The current Malawi Electoral Cycle Support Programme (MECS), supporting the electoral cycle up to the fresh elections of June 2020 and related electoral reform process, was supported through a basket fund managed by UNDP. For the implementation of this Action, the same modality is proposed, which is justified because assistance to the electoral cycle, including but not limited to the holding of elections, is the cornerstone of democratic governance. The responsible institutions have over time increased their technical and financial capacities though gaps remain requiring development partners' (DP) support. UNDP has managed similar basket funds in the past, harmonising and coordinating the cooperation of several DPs. UNDP would carry out the following operational implementation tasks: support to MEC to build capacity of staff, including of new commissioners, to strengthen management of electoral processes and to review electoral laws, in line with international best practice, including recommendations of the EU Election

Observation Mission. UNDP would also carry out the following budget-implementation tasks: recruitment of consultants and procurement.

Exception to the non-retroactivity of costs

The Commission authorises that the costs incurred under the Elections Programme may be recognised as eligible as of 1 June 2022, because the proposed project may start in early 2022 so as to ensure consistency in the implementation of activities related to electoral cycle support.

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

	EU contribution (in EUR)
Specific Objective 1: To strengthen civil registration	3 000 000
<i>Indirect management with UNDP (NRB/NRIS) – cf. section 4.4.4</i>	<i>3 000 000</i>
Specific Objective 2: To support delivery of nationwide civic education and increase participation	10 000 000
<i>Grant (direct management) to the National Initiative for Civic Education (NICE) – cf. section 4.4</i>	<i>3 500 000</i>
<i>Grants (direct management) Call for Proposals – CSO led gender, youth and marginalised groups component – cf. section 4.4.2</i>	<i>3 500 000</i>
<i>Procurement Technical Assistance for the Action (Including support to the Ministry of National Unity) – cf. section 4.4.3</i>	<i>3 000 000</i>
Specific Objective 3 To enhance institutions' capacities to deliver credible, transparent and well-managed electoral processes.	3 500 000
<i>Indirect management with UNDP (MEC / elections) – cf. section 4.4 4</i>	<i>3 500 000</i>
Evaluation and Audit – cf. sections 5.2, 5.3	300 000
Contingencies	200 000
TOTAL	17 000 000

4.7 Organisational Set-up and Responsibilities

As regards Specific Objectives 1 and 3, the specific organisational structure will be set up in consultation with the other contributing development partners, UNDP and the relevant Government departments. On that basis, UNDP will establish separate Project Steering and Technical Committees for the governance of the Civil Registration Project and the Electoral Assistance Project.

In relation to civil registration, the two Committees will tentatively consist of officials at a political and technical level from the Ministry of Homeland Security, Ministry of Finance, NRB, UN agencies, Development Partners and relevant CSOs active in the related field and representing the interests of women, youth and marginalised groups. In regards to Electoral Assistance, the Committees shall tentatively consist of officials from the Ministry of Justice, Ministry of Finance, MEC, UNDP, DPs and relevant CSO representatives. The corresponding Steering Committees will meet at least twice a year and provide overall policy and budgetary guidance on the implementation of the projects. The Technical Committee's shall meet at least once every quarter, to provide in-depth technical knowledge and guidance for the practical implementation of the projects.

The main components relating to Specific Objective 2, will be housed in the Ministry of National Unity. Responsibility for the implementation, coordination, monitoring and evaluation of the corresponding activities will be vested in a Programme Steering Committee (PSC), meeting at least twice a year, and consisting of, as a minimum:

- The Principal Secretary for National Unity (Chair).
- A representative of NICE and of the selected CSO in accordance with section 4.4.2
- A representative of the EUD
- Representatives from NRB and MEC

A service contract related to procuring the **Technical Assistance** for the implementation of all aspects of Specific Objective 2 will be contracted and paid by the Commission. To increase flexibility and ensure that the programme is able to respond to an evolving environment, an expert facility is included. This facility will form part of the service contract and be available to the above mentioned institutions based on needs. The contractor will be responsible for establishing a Secretariat that will report directly to the PSC and that will consist of at least:

- A long-term Democratic Governance Expert.
- Finance Manager.
- Relevant support staff including Procurement and M&E Experts

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 relevant Implementing Partner's responsibilities with support and guidance from the Technical Assistant. To this aim, each 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.

The Technical Assistance will be required to manage the overall Monitoring and Evaluation Framework in relation to the delivery of the Action. To support this, the TA is required to undertake a baseline survey prior to commencement of the Action and an endline survey that will complement

the final independent evaluation. Funding for both surveys actions shall be drawn from the TA budget subject to confirmation by the Commission.

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

Roles and responsibilities for data collection, analysis and monitoring:

Implementing partners will be responsible for data collection, analysis and monitoring. Whenever possible the project will harmonise its data collection with national partners systems. The Technical Assistance will set up a comprehensive results-based monitoring system 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. The project will consider both quantitative and qualitative data to measure achievement or to reflect the changes connected to stated outcomes.

The project will adopt gender sensitive monitoring and evaluation system and processes, ensuring that in all data collection and analysis processes assess at how things impact people differently because of their gender (i.e. through gender disaggregated data, gender analysis, etc.).

5.2 Evaluation

Having regard to the nature of the Action, mid-term and final evaluations will be carried out for this Action or its components via independent consultants contracted by the Commission. The mid-term evaluation will be carried out for problem solving and realignment of activities to address any changes that have occurred. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision) and to consider the possibilities of further interactions.

The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the monitoring and/or 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 programme. Indicatively, two contracts for evaluation services shall be concluded under a framework contract.

5.3 Audit and Verifications

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

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

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

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions

concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

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

Appendix 1 REPORTING IN OPSYS

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

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

The present Action identifies as

Action level		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
Group of actions level		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Delegation Agreement (EUR 3 000 000) with International Organisation (UNDP)
<input checked="" type="checkbox"/>	Single Contract 2	Grant contract (EUR 3 500 000) with National Initiative for Civic Education
<input checked="" type="checkbox"/>	Single Contract 3	Grant contract (EUR 3 500 000) with Civil Society Organisation
<input checked="" type="checkbox"/>	Single Contract 4	Service Contract (EUR 3 000 000) with Technical Assistance
<input checked="" type="checkbox"/>	Single Contract 5	Delegation Agreement (EUR 3 500 000) with International Organisation (UNDP)
<input checked="" type="checkbox"/>	Single Contract 6	Service contract (EUR 300 000) for audit and evaluation
	Group of contracts 1	