

EN

ANNEX

Neighbourhood, Development and International Cooperation Instrument (NDICI) – Global Europe

Exceptional Assistance Measure regarding Mozambique

1. IDENTIFICATION

Action: Contributing to the promotion and protection of children's rights in armed conflict

Action Reference: NDICI CR 2021 / 30

Cost: EUR 3 000 000 (European Union contribution).

Budget Line: 14 02 03 10

Duration: Maximum 18 months. The authorising officer responsible may decide to extend this period twice by a further period of up to six months, up to a total maximum duration of 30 months, under the conditions laid down in Article 23(4) of Regulation (EU) No 2021/947.

Lead service: FPI

2. ACTION SUMMARY

The conflict situation in Cabo Delgado Province and surrounding areas in Northern Mozambique continues to deteriorate. More than 650 attacks by the armed group 'Al Shabaab', now claiming affiliation with the Islamic State, have resulted in around 2 500 fatalities among civilians and security forces and over 750 000 internally displaced persons. Media reports and data tracking conflict-related violent incidents in 2020 and 2021 show an intensification of violence against children. This has led to displacement and heightened protection risks, especially for children and adolescents in the province.

This action aims to strengthen the protection of children, adolescents and young people in Northern Mozambique. It will support the development of a child rights monitoring, reporting and response mechanism for serious violations; establish referral mechanisms and suggest strategic advocacy. The action will also aim to prevent recruitment and use of children by armed groups and forces, notably through alternative learning, the organisation of peace building activities, the provision of basic services and psycho-social support for children, adolescents and young people. Particular attention will be paid to the capacity building of local stakeholders, such as local government and civil society on the return and reintegration of children associated with armed groups and forces.

3. BACKGROUND AND RATIONALE

3.1 BACKGROUND

Since 2017, the armed insurgency group locally known as al-Shabab has been terrorising local communities in the Cabo Delgado Province of Mozambique, including with attacks on government institutions. The group has not made any political demands and its motivations remain unclear; some of its statements refer to the centralisation of power in Maputo and the social and economic exclusion of the people of Cabo Delgado. Over the past year, the organisation and capacity of the insurgent group has strengthened, and more serious incursions have occurred. While the group does not *per se* control significant territory, their ability to disrupt trade, major transport routes, and to cause fear has resulted in the significant suffering and displacement of people.

Since 2017, at least 2 500 people were killed and according to IOM over 750 000, of which 46% are children, have been forced to flee their homes. The situation in the province and in surrounding areas continues to deteriorate. Violence against civilians has intensified over the last twelve months and the number of internally displaced persons (IDP) has quadrupled in the past nine months with the attacks on Palma in late March 2021 alone resulting in the displacement of over 75 000 people.

The violence and ensuing displacements have heightened protection risks especially for children, including adolescents. Recent reports indicate that the abduction of children has become a new and alarming tactic by insurgent groups. Between September 2020 and April 2021, the International Committee of the Red Cross (ICRC) registered more than 2 600 appeals in Mozambique from people who had lost family members, most of whom are young adults and children. At least 51 children—mostly girls—were reportedly abducted over the period January 2020-January 2021. However, there is no verifiable data on the number of children held by insurgency groups. Alleged violations against children include killing and maiming, rape and other forms of sexual violence; forced recruitment and use of children as soldiers, porters, cooks, etc; and attacks on education and health services.

The government's response to the situation was initially heavy-handed, security-focussed and did not result in improvement. Following the significant increase of violence there are signs that the Government is reconsidering its approach in Cabo Delgado. During the 1 July EU-Mozambique Political Dialogue in Maputo, the Government acknowledged the security crisis and strongly welcomed EU support which encourages a human-rights based approach, favouring the protection of civilians, including children.

3.2 RATIONALE FOR CRISIS RESPONSE ACTIONS UNDER THE RAPID RESPONSE PILLAR OF THE NEIGHBOURHOOD, DEVELOPMENT AND INTERNATIONAL COOPERATION INSTRUMENT

The rise of the violence and growing instability in the Cabo Delgado province, including reports of serious human rights violations constitute an exceptional and unforeseen situation in the sense of Article 4(4) of the NDICI Regulation. An adequate response cannot be provided under any other European Union instrument due to the urgency with which the funds are required and due to available resources already being firmly committed.

Annex IV, paragraph 1, points (a), (l), (m), (n) and (p) of Regulation (EU) No 2021/947 specifically provides for the use of the NDICI rapid response pillar to: (a) support through the provision of technical and logistical assistance, for the efforts undertaken by international, regional and local organisations and by State and civil society actors in promoting confidence-building, mediation, dialogue and reconciliation, transitional justice, women’s and youth empowerment, in particular with regards to community tensions and protracted conflicts; (l) support for measures to ensure that the specific needs of women and children in crisis and conflict situations, including preventing their exposure to gender-based violence, are adequately met; (m) support for the rehabilitation and reintegration of the victims of armed conflict, including measures to address the specific needs of women and children; (n) support for measures to promote and defend respect for human rights and fundamental freedoms, democracy and the rule of law, and the related international instruments; (p) support for measures to address the potential impact of sudden population movements with relevance to the political and security situation, including measures addressing the needs of host communities.

3.3 RISKS AND ASSUMPTIONS

Risks	High, medium, low	Mitigation
Restrictions imposed by authorities on access to the targeted areas, including related to COVID-19.	Medium	Implementation will be designed to be flexible and quickly adapted to increased restriction to minimise the impact of additional measures.
Activities may be affected by onset of renewed and increased violence occurring in Cabo Delgado and surrounding areas.	Medium/High	Ensure security of staff by abiding to security guidelines. Work through local field structures with tailored protocols. Revise project locations if required.
Current national commitment to end grave child rights violations may not be sustained.	Medium	Advocacy and policy dialogue at local and national level are conducted and technical expertise is provided to enhance national and local authorities’ commitment.
Children in Armed Forces and Armed Groups prevention and reintegration could meet with resistance from armed groups and pose danger to partners and communities.	Medium/High	Continous process of nurturing relationships and trust with Government of Mozambique (GoM) civilian and military authorities.

Security situation in Cabo Delgado deteriorates and the Mozambican security forces are unable to hold secured areas putting at risk project programme and staff	Medium/High	Implementing partners to establish focal points for monitoring the situation in the targeted districts and adjust the programme accordingly.
---	-------------	--

The implementation of this action will take into account the findings and recommendations of the conflict analysis conducted by the EU in Mozambique.

4. OBJECTIVES

4.1 OVERALL OBJECTIVE

Promoting the protection of children, adolescents and young people in northern Mozambique.

4.2 SPECIFIC OBJECTIVES

4.2.1 Child protection coordination mechanisms are established and functional at national and local level - including Child Rights Monitoring.

4.2.2 At-risk children, adolescents and young people have access to social services and offered alternative opportunities for learning and engagement through strengthened Children in Armed Forces and Armed Groups prevention and response activities.

5. ACTION COMPONENTS AND EXPECTED RESULTS

The main expected results/outcomes include:

With reference to the specific objective 4.2.1:

Expected Result (1): A functioning Child Rights Monitoring, Reporting and Response Mechanism is established bringing coordinated and harmonised action for at-risk children, adolescents and young people in Cabo Delgado and surrounding areas.

Activities (indicative):

5.1.1 International organisations and non-governmental organisations (NGOs) form working groups at sub-national (technical) and national (high level) levels, develop a confidential monitoring mechanism, report verified data for advocacy, and coordinate with clusters for programmatic response.

5.1.2 Partners from the child protection, gender-based violence, education and protection clusters receive training and follow-up workshops in understanding the multi-sector needs of grave violations survivors and other children, adolescents and young people at risk.

5.1.3 Mapping of existing child protection and education services and community engagement platforms for conflict-affected children, adolescents and young people.

5.1.4. Technical trainings and workshops are facilitated to building capacities of a network of field-level child rights monitors, communities, and other relevant stakeholders.

Expected Result (2): Authorities of Mozambique and other actors (with influence or leverage with the authorities) are engaged in data-informed discussions on how to stop violations against children, adolescents and young people in armed conflict.

Activities (indicative):

5.2.1 Verified data on reported incidents of grave violations is reported quarterly by the sub-national working group.

5.2.2 Working Group members use/apply data within developed advocacy strategies according to each organisation's complementarity.

With reference to specific objective 4.2.2 above

Expected Result (3) Children, adolescents and young people benefit from community-level access to social services, referrals and psychosocial support, and capacity building for community-level reintegration and services.

Activities (indicative):

5.3.1 Conduct assessments to determine social and behavioural drivers and determinants among at-risk adolescents to inform broader prevention initiatives and promote re-integration and to dissuade children, adolescents and young people from joining armed forces/groups.

5.3.2 Implement community engagement activities and create adolescent friendly spaces that provide basic psychosocial support services to address psychosocial distress and referrals to social services and specialised mental health services.

5.3.3. Ensure referral mechanisms are in place and utilised appropriately (particularly for survivors of grave violations).

5.3.4 Promote dialogues in IDP and host communities to dissuade children, adolescents and young people from joining armed forces/groups and offer alternative options for livelihoods.

Expected Result (4) Children, adolescents and young people are empowered and equipped with viable skills through alternative learning and vocational training.

Activities (indicative):

5.4.1 Conduct labour market research on the alternative learning and vocational/income-generating skills needed in the areas of intervention.

5.4.2 Provide alternative learning opportunities focusing on literacy, numeracy, livelihood or job-readiness.

6. IMPLEMENTATION

6.1 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 measures¹.

6.1.1 Indirect management with an international organisation

This action may be implemented in indirect management with an entity which will be selected by the Commission's services using the following criteria: the financial and operational capacity of the organisation; presence on the ground; good working relations with and access to all relevant stakeholders, including the authorities at central and local levels; demonstrated capacity to deliver work in a conflict sensitive manner.

The implementation by this entity entails achieving the objectives and results as set out in sections 4 and 5 of this annex.

6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 3 000 000**. A breakdown among components is provided hereunder, and is indicative.

Indicative budget breakdown

Components	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
Contributing to the promotion and protection of children's rights in armed conflict		
6.1.1 – Indirect management with an international organisation	3 000 000	N.A.

6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under indirect management. It will be devolved and sub-delegated to the **European Union Delegation**, with the support of the Commission for the conclusion of the contracts implementing the action.

6.4 PERFORMANCE AND RESULTS 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

¹ 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.

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 outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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).

6.5 EVALUATION

Having regard to the nature of the action, evaluations will not be carried out for this action or its components.

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 financing of the evaluation shall be covered by another measure constituting a financing decision.

6.6 AUDIT

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

The financing of the audit shall be covered by another measure constituting a financing decision.

6.7 COMMUNICATION AND VISIBILITY

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

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

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

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP

The action will complement five ongoing programmes funded under the Instrument Contributing to Stability and Peace (IcSP) in the province. They aim to promote social cohesion, peace and stabilisation in Cabo Delgado and surrounding areas by providing more inclusive,

youth-responsive local initiatives and by increasing confidence between the government, including the police, and local communities.

Opportunities to enhance complementarity will also be sought with relevant European Development Fund (EDF) actions particularly in Cabo Delgado focused on youth and job creation. For this last component, it is important to consider a large project focused on Technical and Vocational Education and Training (TVET) linked to the gas sector that was launched in November 2020 in cooperation with European gas companies.

Synergies will be enhanced with the existing EDF support programme to non-state actors in Mozambique - participation for inclusive growth (PAANE II) that has a specific component on advocacy for a more inclusive natural resources management, particularly on land issues and fair economic benefits for the local communities.

As most of the proposed actions are to be implemented close to conflict zones from which many internally displaced people (IDPs) are fleeing, synergies will also be sought with the European Civil Protection and Humanitarian Aid Operations Directorate that supports IDPs in the region.

Coordination will be ensured with the extensive support by EU Member States active in the region which encompasses humanitarian, social, development, peace and security and institutional support both to national institutions and to civil society in Cabo Delgado.

Finally, the action will be closely coordinated with the United Nations Peacebuilding Fund funded actions supporting IDPs in the Province.