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### ANNEX

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

### **Exceptional Assistance Measure regarding Mozambique**

#### **1. IDENTIFICATION**

Action:	Support to Stability and Peace in the Northern Provinces of Cabo Delgado, Niassa and Nampula.
Action Reference:	NDICI CR 2022/10
Cost:	EUR 6 000 000 (European Union (EU) 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(6) of Regulation (EU) 2021/947.
Lead service:	FPI

#### **2. ACTION SUMMARY**

Mozambique continues to face a significant humanitarian and security crisis in the northern parts of the country. Despite progress in stabilising the security situation in the province of Cabo Delgado, security incidents have continued to take place as the armed groups have dispersed and changed tactics, creating further internal displacements, with the armed conflict appearing to have spread to the neighbouring Niassa and Nampula provinces.

This action aims to support stability and peace in the northern provinces of Cabo Delgado, Niassa and Nampula. It will support the Mozambican criminal justice authorities, including the Office of the Attorney General's Public Prosecution service, to better respond to the rapidly escalating security and humanitarian challenges facing the northern part of the country. This will be pursued by building knowledge, skills and institutional capacity with a view to bring violent actors to justice based on the rule of law and in an accountable, transparent and human rights-compliant manner. The action will also focus on enhancing social cohesion and engagement between communities and authorities in instability-affected districts in Cabo Delgado, Nampula and Niassa. The focus will be on strengthening civil society organisations in their efforts to respond to key local development and humanitarian challenges, and creating an enabling environment for meaningful dialogue between stakeholders seeking to promote peace and social cohesion in the region. Finally, the action will address the need for real-time,

high-quality data and analysis on political violence and armed conflict in the region by sustaining and improving the Mozambican conflict observatory.

### **3. BACKGROUND AND RATIONALE**

#### **3.1 BACKGROUND**

Since 2017, the armed conflict, mainly in the Cabo Delgado province of Mozambique, has resulted in over 3 700 deaths, around 800 000 internally displaced people and an estimated minimum of 1.5 million people needing lifesaving and life-sustaining humanitarian assistance and protection in 2022. There has been some progress in stabilising the security situation in the province, also with a significant contribution from the Rwanda and the Southern African Development Community Mission in Mozambique (SAMIM) forces, operational in Cabo Delgado. Nevertheless, security incidents have continued to take place as the armed groups have dispersed and changed tactics. The armed conflict appears to have spread to neighbouring Niassa province where a number of attacks targeting civilians have taken place since December 2021 and there are ongoing recruitment activities in the other neighbouring province Nampula. Internally displaced persons are also changing community demographics in Cabo Delgado and the demographic shift has created tensions both between communities and resettlement sites, as well as tensions between people within resettlement sites.

Cabo Delgado remains, therefore, the scene of significant human rights abuses and violations of international humanitarian law committed by the armed actors. These violations include beheadings, kidnappings, rapes, forced marriages and destruction of private and public property. This has affected local communities, including in particular women and children. Large parts of the population continue to mistrust the security forces and this is aggravated by the lack of security, rule of law, law enforcement and the generally perceived absence of the State and public services.

The Mozambican authorities, despite significant international assistance, still do not have the necessary tools and policies in place to address the current challenges.

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

The significant humanitarian and security crisis in the northern parts of Mozambique, including reports of serious human rights violations, constitute an exceptional and unforeseen situation, in the sense of Article 4(4) (a) 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, second paragraph, points (a), (d), (l), (n) and (p) of Regulation (EU) 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 regard to community tensions and protracted conflicts; (d) support for the development of democratic, pluralistic state institutions, including measures

to enhance the role of women in such institutions, effective civilian administration and civilian oversight over the security system, as well as measures to strengthen the capacity of law-enforcement and judicial authorities involved in the fight against terrorism, organised crime and all forms of illicit trafficking; (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; (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, and (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 adaptable to increased restrictions to minimise the impact of additional measures.
Activities may be affected by onset of renewed and increased violence occurring in Cabo Delgado, Niassa and Nampula.	Medium/High	Ensure security of staff by abiding to security guidelines. Work through local field structures with tailored protocols. Revise project locations if required.
Security situation in Cabo Delgado, Niassa and Nampula deteriorates and the security forces are unable to hold secured areas putting at risk project and staff.	Medium/High	Implementing partners to establish focal points for monitoring the situation in the targeted districts and adjust the project accordingly.
Political space becomes more constrained for civil society and media to engage around and report on democracy and accountability issues.	Medium/High	EU and Member States to advocate in political and policy dialogue towards freedom of press.
Natural disasters may disrupt community systems and slow down intervention.	Medium	Implementing partners to monitor warning systems and work through local facilitators across districts.

The implementation of this action will take into account the findings and recommendations of the political framework for crisis approach (PFCA) conducted by the EU in Mozambique.

## **4. OBJECTIVES**

### **4.1 OVERALL OBJECTIVE**

The overall objective of the action is to support stability and peace in the northern provinces of Cabo Delgado, Niassa and Nampula.

### **4.2 SPECIFIC OBJECTIVES**

- 4.2.1 Support the Mozambican criminal justice authorities, in particular the Office of the Attorney General, to increase their knowledge, skills and institutional capacity to bring violent actors to justice in an accountable, transparent, rule-of-law and human rights-compliant manner.
- 4.2.2 Increase social cohesion and resilience to radicalisation in instability-affected districts in northern Mozambique.
- 4.2.3 Address the need for timely, high-quality locally informed data and analysis on political violence and armed conflict in northern Mozambique.

## **5. ACTION COMPONENTS AND EXPECTED RESULTS**

**The main expected results/outcomes include:**

**Expected Result (1):** Mozambican criminal justice authorities increase their knowledge, skills and institutional capacity to bring violent actors to justice in an accountable, transparent, rule-of-law and human rights-compliant manner, thereby countering a further escalation of the violence.

Activities (indicative):

- 5.1.1 Support the development of a counter-terrorism strategy, including a prevention of violent extremism;
- 5.1.2 Support Mozambican criminal justice agencies to develop gender-sensitive and human rights compliant strategies for prosecution, rehabilitation and reintegration of persons associated with terrorism;
- 5.1.3 Build capacity of prosecutors and judges to effectively prosecute and adjudicate terrorism cases with respect of the rule-of-law and taking into account gender considerations;
- 5.1.4 Build capacity of prosecutors, investigators and first responders on collecting and preserving evidence collected at terrorism crime scenes in conformity with human rights and rule-of-law;
- 5.1.5 Provision of equipment and systems to support evidence exploitation and to strengthen prosecutorial capacity.

**Expected Result (2):** Social cohesion and resilience among the most vulnerable population to radicalisation of northern Mozambique is increased.

Activities (indicative):

- 5.2.1 Promote inclusive development within communities, responsive to the needs of youth, women and internally displaced persons through the establishment of village development organisations and the design of participatory planning processes and inclusive development initiatives;
- 5.2.2 Improve engagement of internally displaced persons (particularly youth and women) in stabilisation efforts, through the establishment of internally displaced persons committees in resettlement sites and training in core capacity strengthening modules;
- 5.2.3 Design participatory planning processes and stabilisation initiatives for internally displaced persons committees;
- 5.2.4 Organise interactions at local level between communities and external actors, through training on respectively external stakeholder engagement and advocacy skills and on community consultation and participatory local development.

**Expected Result (3):** High-quality, locally-informed data and robust, timely and policy relevant analysis on political violence and protest in Mozambique are collected, produced and published and reach international, regional and local policymakers, stakeholders and conflict-affected individuals.

Activities (indicative):

- 5.3.1 Collect and publish high-quality and locally-informed data on political violence and protest in Mozambique;
- 5.3.2 Produce and publish robust, timely and policy-relevant analysis on political violence and protest on Mozambique through weekly summaries and monthly reports;
- 5.3.3 Inform key stakeholders on trends and dynamics related to political violence and protest through direct engagements and meetings;
- 5.3.4 Produce podcast episodes about current conflict and political violence trends in local languages and partner with local radio stations to inform local conflict-affected communities.

## **6. IMPLEMENTATION**

### **6.1 IMPLEMENTATION MODALITIES**

The Commission will ensure that the appropriate EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>1</sup>.

#### **6.1.1 Grant: direct award (direct management)**

##### **(a) Purpose of the grant**

The grant will contribute to achieving the Expected Result 2 related to Specific Objective 4.2.2.

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<sup>1</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website, it is the OJ version that prevails.

(b) Type of applicants targeted

The type of applicants targeted for this direct award is a Non-Governmental Organisation.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis management aid as referred to in Article 195(a) and as defined in Article 2(21) of the Financial Regulation** at the date of the Financing Decision.

### **6.1.2 Grant: direct award (direct management)**

(a) Purpose of the grant

The grant will contribute to achieving the Expected Result 3 related to Specific Objective 4.2.3.

(b) Type of applicants targeted

The type of applicants targeted for this direct award is a Non-Governmental Organisation.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis management aid as referred to in Article 195(a) and as defined in Article 2(21) of the Financial Regulation** at the date of the Financing Decision.

### **6.1.3 Indirect management with a pillar assessed entity**

A part of this action may be implemented in indirect management with an entity which will be selected by the Commission's services using the following criteria: solid presence in the field, strong operational capacity in terms of technical competences and previous experience in the country on specialised counter-terrorism and criminal justice assistance to criminal justice actors. The implementation by this entity entails support the Mozambican criminal justice authorities to increase their knowledge, skills and institutional capacity to bring terrorists to justice in an accountable, transparent, rule of law and human rights compliant manner (Expected Result 1 related to Specific Objective 4.2.1).

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria.

## **6.2 INDICATIVE BUDGET**

The total European Union contribution under this Financing Decision **will not exceed EUR 6 000 000**. 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
Component 1: Strengthen criminal justice responses to terrorism, including capacities for collecting, preserving and sharing of evidence in line with human rights standards		
6.1.3 – Indirect management with an international organisation	2 000 000	n/a
Component 2: Strengthening social cohesion and resilience to radicalisation in northern Mozambique		
6.1.1 – Direct grant (direct management)	3 000 000	n/a
Component 3: Supporting reliable conflict data through the Mozambique Conflict Observatory (Cabo Ligado)		
6.1.2 – Direct grant (direct management)	1 000 000	n/a
Total	6 000 000	n/a

### **6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES**

The action shall be implemented under direct management for objective/components 2 and 3 and indirect management for objective/component 1. It will be devolved and sub-delegated to the **European Union Delegation in Mozambique**, 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 report. Each 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, evaluation 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 build upon and complement ongoing projects funded under the Instrument Contributing to Stability and Peace (IcSP) and the Rapid Response Pillar of the Neighbourhood, Development and International Cooperation Instrument – Global Europe (NDICI) 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.

The action will be complementary to other EU peacebuilding, humanitarian, development and security initiatives in the northern provinces implemented under the EU integrated approach. Coordination will be ensured with the relevant ongoing European development actions in Cabo Delgado and with the proposed 2022 package under the geographical pillar of NDICI-GE to support the northern provinces, notably in the areas of stabilisation, social cohesion and education. Synergies will also be sought with the European Civil Protection and Humanitarian Aid Operations Directorate that supports the conflict-affected population, including those



internally displaced as well as host communities. Opportunities to enhance complementary will be sought with the EU Military training mission in Mozambique (EUTM Mozambique).

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 internally displaced persons in the Province.