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ANNEX 3

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of the Republic of Mozambique for 2024-2025

Action Document for Stabilization for the North

MULTIANNUAL ACTION PLAN

This document constitutes the multiannual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Stabilization for the North OPSYS number: ACT-62579 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)/ Overseas Association Decision/European Instrument for International Nuclear Safety Cooperation Regulation
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in the northern provinces of Mozambique (Cabo Delgado, Niassa and Nampula)
4. Programming document	Multi-annual Indicative Programme 2021-2027 for Mozambique
5. Link with relevant MIP(s) objectives / expected results	<p>MIP Objective:</p> <p><u>Specific Objective 1</u>: Strengthened democratic system (transparency, accountability and the rule of law) and economic governance frameworks for a more inclusive and just society in Mozambique</p> <p>Expected Results: Enhanced efficiency and accessibility of the justice system, with legal and institutional frameworks focusing on anti-corruption measures</p> <p><u>Specific Objective 2</u>: To enhance social cohesion and to reinforce peace and stability through the humanitarian-development-peace nexus</p> <p>Expected Results: i) Reinforced capacity of the Government to provide shock-responsive social protection to conflict-affected people, particularly Internally displaced persons (IDPs) and host communities, and promote social cohesion; ii) Enhanced capacity of criminal justice chain, especially with regards to evidence collection, prosecution and detention in full respect of international human rights standards, and increased capacities of law enforcement authorities to protect and engage with communities; iii) Conflict-affected communities are involved in political processes (including peaceful resolution initiatives), local governance, and benefit from socio-economic development to prevent radicalisation.</p>
PRIORITY AREAS AND SECTOR INFORMATION	

6. Priority Area(s), sectors	Priority area 3: Governance, Peace and Just Society			
7. Sustainable Development Goals (SDGs)	Main SDG: 16 – Peace, Justice and Strong Institutions. Other significant SDGs: 1 - No poverty 4 - Quality Education; 5 - Gender Equality; 6 - Clean water and sanitation; 10 - Reduced Inequalities.			
8 a) DAC code(s)	15220 - Civilian peace building, conflict prevention and resolutions (15%) 16050 - Multisector aid for basic social services (30%) 73010 - Reconstruction, relief and rehabilitation (25%) 15131 - Justice, law and order policy, planning and administration (15%) 14030 – Basic drinking water supply and basic sanitation (15%)			
8 b) Main Delivery Channel	United Nations agency, fund or commission (UN) - 41000 Non-Governmental Organisations (NGOs) And Civil Society - 20000			
9. Targets	this action is contributing to: <input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input 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"/>
	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 @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity energy transport health education and research	YES <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	NO <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	
	Migration @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities1 @	<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: 14.020122 Total estimated cost: EUR 30 000 000 Total amount of EU budget contribution EUR 30 000 000 The contribution is for an amount of EUR 20 000 000 from the general budget of the European Union for N and for an amount of EUR 10 000 000 from the general budget of the European Union for N+1, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget, or as provided for in the system of provisional twelfths.			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing	Direct management through grants Indirect management with the entities to be selected in accordance with the criteria set out in section 4.4.2, 4.4.3 and 4.4.4			

1.2 Summary of the Action

Mozambique, with a population of around 33 million, faces increasing inequality and provincial disparities, ranking among the world's least developed countries. Thus, it ranked 185 of 191 countries in the 2021 Human Development Index, 106 of 116 in the 2021 Global Hunger Index, and 136 of 170 in the 2021 Gender Inequality Index². Poverty disproportionately affects the northern provinces, particularly Cabo Delgado, which has been afflicted by armed insurgency since 2017, resulting in over 6,500 casualties, the displacement of over 1 million

² Country Brief, WFP Mozambique, January 2024

people and the destruction of public and private infrastructures. Women constitute 65% of the displaced population³. Despite efforts to improve security with the deployment of international forces, conflict persists and the renewed intensification of attacks at the beginning of 2024, fuelled concerns of a potential spillover of the conflict in the neighboring provinces of Niassa and Nampula, that experience poverty and structural challenges, similar to Cabo Delgado. Prior to the conflict, the region faced challenges with already limited access to social services. The conflict worsened the already fragile situation creating a dire humanitarian crisis, further disrupting essential services. Displacements put a strain on host communities, deepening poverty and weakening social cohesion. Displaced population - especially women and children - run risks associated with sexual and reproductive health due to adaptation mechanisms that tend to include transactional sex, sexual work and early marriage, as well as sexual and physical violence⁴. Furthermore, according to Mozambique's latest population census in 2017, it was estimated that 2.6 percent of the population live with a disability. Particularly concerning are the vulnerabilities faced by women, girls and children with disabilities due to significant gaps in accessing basic necessities and services.

The intertwining of conflict with pre-existing vulnerabilities, fosters an environment conducive to criminality, with corruption posing additional challenges on economic stability and security of the region. Furthermore, the ability of insurgent groups to operate points to a lack of cooperation between first responders, law enforcement, international forces and criminal justice institutions.

The action will support Mozambique in improving the availability, quality, and accessibility of essential services, with a specific emphasis on water and education in Cabo Delgado and the northern provinces of Niassa and Nampula, focusing on districts most affected by the conflict and the displacement crisis, integrating a gender perspective, a human rights-based approach (HRBA) and the inclusion of persons with disabilities. Priority will be given to districts where stabilization efforts rehabilitated public buildings and that, due to large numbers of IDPs, had to stretch an already weak service system. Additionally, it will address intertwined security challenges such as terrorism, organized crime, corruption, and illicit financial flows. It will focus on enhancing law enforcement and criminal justice responses by strengthening institutional capacities; by aligning national frameworks with international standards; and by fostering inter-agency cooperation.

The Action - Stabilization for the North – will contribute to the Multi Annual Indicative Programme (MIP) 2021-2027, priority area 3 ‘Governance, Peace and Just Society’ and its specific objectives of “Strengthen democratic system (transparency, accountability and the rule of law) and economic governance frameworks for a more inclusive and just society in Mozambique” and “enhance social cohesion and to reinforce peace and stability through the humanitarian-development-peace nexus”. The Action aims to support the short and medium term development strategies of the Government of Mozambique in an integrated manner encompassing humanitarian, development and peace aspects.

The proposed Action builds on the ResiNorte program approved in 2022 and the current support from the Commission in the northern provinces of Mozambique, which in turn aligns with the “Resilience and Integrated Development Program for the North” of the Government (PREDIN). It will benefit from synergies with several ongoing projects including i) AguaNorte programme, which aims at increasing access to water and sanitation services in the North, ii) SER – Support to Education Reform, iii) NutriNorte programme aiming at improving nutritional status of children under five years, adolescent, pregnant and lactating women and will be built on humanitarian and short-term EU financed actions, as well as actions implemented in the framework of the EU civil society programme.

This Action will contribute to SDG 1 (no poverty), SDG 4 (quality education), SDG 5 (Gender Equality), SDG 6 (clean water and sanitation), SDG 10 (Reduced inequalities) and SDG 16 (Peace, justice and strong institutions).

1.3 Zone benefitting from the Action

The Action shall be carried out in Mozambique, country included in the list of ODA recipients.

³ Gender Equality Profile Mozambique, Ministry of Gender, Children and Social Action, Maputo, August 2022

⁴ Country Level Implementation Plan (CLIP) Mozambique | Gender Action Plan (GAP) III, 2021-2025, EUD to Mozambique

2 RATIONALE

2.1 Context

Mozambique, with a population of around 33 million, witnesses increasing inequality and substantial provincial disparities, remaining among the last 10 developed countries globally⁵. Around 60 percent of the population resides in rural areas, with an average age of 17 years (2023). Despite significant economic growth over the past decade, the hidden debt crisis and macroeconomic instability led to a substantial slowdown in GDP growth. Outside the provincial capitals, infrastructures are very limited.

The country's vulnerability to climate change and weather-related disasters, compounded by the impact of powerful cyclones, exacerbates its fragility. According to the 2021 Climate Change Vulnerability Index, Mozambique ranks as the fifth most at risk of climate change globally⁶. The COVID-19 pandemic further worsened the situation, bringing the poverty rate at 62.8 percent⁷.

Poverty disproportionately affects the northern provinces, particularly Cabo Delgado, which faces a multifaceted crisis encompassing humanitarian, development, and peace aspects. Since October 2017, armed groups have launched a violent insurgency, resulting in over 6 500 casualties, the displacement of over 1 million people and the destruction of public and private infrastructures.

Northern Mozambique and Cabo Delgado's fragility is deeply rooted and longstanding. The 2021 Recovery and Peace Building Assessment (RPBA), co-led by the European Union, identified several root causes of underdevelopment and disenfranchisement, especially among young generations. Socio-economic grievances, pressure on livelihoods and limited confidence in the state's ability to protect citizens and deliver justice, worsened over last decade due to the perception of exclusion from the benefits arising from natural resources exploitation.

After the escalation of violence in 2021, the deployment of security forces from Rwanda (RDF) and the Southern African Development Community (SADC) contributed to significant progress in the security situation in Cabo Delgado. Throughout 2023, there was a notable decrease in attacks and a shift in the geographic concentration of violent incidents. This improvement enabled the return of over 570 000 displaced individuals to their areas of origin by August 2023. Nevertheless, despite efforts to reclaim territory from insurgent control, the conflict persists. Attacks have intensified in certain areas, leading to renewed fear among returnees and further displacement. The volatility is expected to continue, especially with the planned withdrawal of SADC troops by July 2024, the deployment of additional RDF troops in substitution of the SADC contingent as well as upcoming presidential elections in October 2024.

Challenges persist for IDPs who have resettled in hosting localities and for returnees who are back to their districts of origin, but not yet to their own villages. Access to essential needs such as food, livelihood opportunities, clean drinking water, education, and basic healthcare remains a significant concern. Climate vulnerability further exacerbates the situation, with droughts, floods, and tropical cyclones resulting in further loss of life, destruction of livelihoods and infrastructure, food insecurity and erosion of social cohesion.

The intertwining of conflict with pre-existing vulnerabilities, fosters an environment conducive to criminality. Furthermore, the ability of insurgent groups to operate points to a lack of cooperation between first responders, law enforcement and criminal justice institutions, indicating the need for a more robust and coordinated response. Corruption is also deeply entrenched in Mozambique. Concerns about the link between corruption and other forms of crime, including organized crime and financial crime, and terrorism financing continues to grow.

The EU Member States endorsed the "EU Political Framework for Crisis Approach (PFCA)" for Cabo Delgado in March 2021, supporting an integrated and comprehensive approach focusing on security, humanitarian aid, economic development, and governance reforms to address these challenges.

Since the beginning of 2023 the European Union, together with Germany, the Netherlands and Japan, support the stabilization and recovery effort of the UNDP Stabilization Programme in Cabo Delgado. This emerged as a critical initiative, aiming at ensuring immediate investments in pacified districts, contributing to the return of displaced

⁵ Ranked 185 (out of 191) in the 2021-2022 Human Development Report

⁶ Gender Equality Profile Mozambique, Ministry of Gender, Children and Social Action, Maputo, August 2022

⁷ "Poverty Reduction Setback in Times of Compounding Shocks" - Mozambique Poverty Assessment, World Bank, June 2023

population through the restoration of basic services, including those related to security, health, education, and justice.

The Action will contribute to Priority 3 ‘Governance, Peace and Just Society’ of the MIP 2021-2027 for Mozambique. It will contribute to its two objectives of “strengthening democratic system and economic governance frameworks for a more inclusive and just society in Mozambique” and “enhancing social cohesion and to reinforcing peace and stability through the humanitarian-development-peace nexus”.

Furthermore, the Action will be aligned with the Mozambique’s National Action Plan (NAP) n° 1325 for Women, Peace and Security, 2018-2022.. The overarching objective is to ensure that a gender perspective is integrated into all initiatives and strategies related to conflict prevention and resolution, while also enhancing efforts to ensure the safety, physical and mental well-being, and dignity of women and girls⁸.

Finally, the Action will also contribute to the Gender Action Plan (GAP) III 2021-2025, particularly to its key thematic area of engagement ‘Integrating the women, peace and security agenda’⁹.

2.2 Problem Analysis

Component 1 – Supported stabilization efforts and enhancement of essential services and livelihood opportunities in the northern provinces mostly affected by conflict-related displacement crises.

The conflict in Cabo Delgado, with its ripple effects extending to the neighboring provinces of Nampula and Niassa, has plunged the region into a state of dire humanitarian crisis. Insurgents attacks in Cabo Delgado caused extensive damage to both public and private infrastructure and severely disrupted essential services such as education, water and sanitation, health and justice. This exacerbated existing deficits prior to the conflict.

Prior to the conflict, Cabo Delgado already struggled with limited WASH (Water, Sanitation, and Hygiene) infrastructure, with water supply covering only 45%, sanitation 21%, and hygiene services 56% of the population by 2023¹⁰. Schools in the province faced substantial deficits, with 85% lacking adequate WASH facilities, thus affecting children's learning and wellbeing and posing health risks to school staff and surrounding communities. In addition to infrastructure challenges, schools have become targets of violence, resulting in the destruction of educational infrastructures and displacement of students and teachers. With over 450,000 displaced children across the three northern provinces, many children are unable to attend school due to safety concerns or the unavailability of educational facilities. Displaced teachers struggle to continue their work and children are deprived of their right to education, exacerbating the risk of a lost generation and potentially fuelling youth recruitment by insurgents. Moreover, even in operational schools, disparities persist, with lower enrolment rates for girls and children with disabilities. Various reasons such as child marriages, early pregnancies, and domestic responsibilities continue preventing children from attending school. Food insecurity further compounds the issue, impacting children's ability to attend school and fuelling the mentioned negative coping mechanisms.

It is important to consider that the massive population displacements only worsened the conditions for both residents and IDPs - particularly for women and children¹¹-, putting additional pressure on the already fragile infrastructures of host communities, pushing them deeper into poverty and undermining an already weak social cohesion.

As of early 2024, the three provinces host 580 000 IDPs, 55% hosted by local communities and the rest residing in 190 displacement sites. The districts of Pemba, Metuge, and Macomia (Cabo Delgado province) are the top three hosting areas. Additionally, there are 601,866 returnees in Cabo Delgado (particularly in Mocimboa da Praia, Palma and Mueda), which still suffer from extreme vulnerability.

Since August 2023, the number of IDPs decreased by 17%, while returnees increased by 11%. A significant portion of IDPs (26%) returned to their districts of origin, with 60% settling near district capitals. However, the conflict persists, and early 2024 witnessed a renewed surge in attacks by NSAGs (Non-State Armed Groups), particularly

⁸ National Action Plan on Women, Peace and Security (2018-2022), Republic of Mozambique, May 2018

⁹https://international-partnerships.ec.europa.eu/system/files/2021-01/join-2020-17-final_en.pdf

¹⁰ Mozambique Humanitarian Needs and Response Plan 2024 (December 2023)

¹¹ Gender Equality Profile Mozambique, Ministry of Gender, Children and Social Action, Maputo, August 2022

targeting southern districts of Cabo Delgado such as Chiure and Mecufi as well as northern districts in Nampula such as Erati and Memba. This has resulted in further displacement and hindered access to affected populations.

Component 2 – Enhanced criminal justice response to terrorism, organized crime and corruption.

There seems to be a relationship between terrorism and organized crime in Mozambique. Along with the insurgency, organised crime activities and illicit trafficking are on the rise in Mozambique (from drugs coming from the heroine southern route and the cocaine coming from Latin America and synthetic drugs from other routes, to wild life and natural resources smuggling, cybercrime or human and organs trafficking). The fragility of the country's institutions, its geographical location with access to South Africa and various landlock countries, the fact that it has more than 2,500 kilometres without effective supervision and the widespread poverty, makes it a perfect ground for its expansion. The insurgency has international connections and tries to buy local population support with narratives focusing on the lack of public investments from the Government, extremist religious arguments, but also offering in kind or financial resources, which are often generated from illicit activities. Corruption also fosters an environment conducive to the expansion of illicit activities. Despite the introduction of some legislation and institutional frameworks, challenges persist in the implementation of anti-corruption measures and in the coordination among the responsible entities. Effective counterterrorism efforts must address the financing of terrorism, dismantling illicit financial networks and holding individuals to account. On the other hand, violent extremism/radicalisation increases amongst inmates and organised crime rule in overcrowded prisons is becoming a major issue. No programs to deal with this issue, including in regards to the reintegration/rehabilitation of complex prisoners are in place at the moment. Mozambican stakeholders (duty-bearers) are not sufficiently trained nor equipped to successfully carry out their functions. There are limited number of legislative or normative arrangements to tackle this new phenomena and the existing ones are very recent and not known or fully understood and applied by those in charge of using them. And each institution tends to operate in isolation disrupting or affecting the effectiveness of the criminal justice chain. The limited technical capacities, equipment and cooperation mechanisms and standards among first responders (e.g. Investigative Police/SERNIC with the Police of the Republic of Mozambique/PRM and with the Armed Forces/FADM) hinders investigations, limiting the ability to collect evidence for successful prosecution of the cases. There are some integrity issues in some of the responsible entities. To ensure that investigation is backed by proper protocols and technical evidences, equipments and expertise support are required.

This action builds on the ongoing FPI project 'Assisting Mozambique to strengthen criminal justice responses to terrorism' implemented by UNODC and its follow-up project under preparation (bridge with the NDICI project) ensuring continuous and coherent support to the criminal justice chain actors without temporal gaps. The intervention is also articulated with the EU anti-corruption project focused on the justice sector implemented by the AECID (to finish in 2026) and other regional and global EU interventions (like the support to the FATF AML-CFT process provided by the FPI EU AML-CFT Global Facility).

The Stakeholders to be involved in the Action are numerous and operate at many levels

Government counterparts: Government authorities will be involved in the project at the appropriate levels, within a fragmented framework, especially at provincial level. The elected Provincial Governments have an important representative role and are seen as potential agents for more responsive, inclusive governance. Provincial Secretaries of State cover issues of national and sovereign interest at local level and are endowed with significant budgetary and administrative authority. Security issues, for example, are managed directly by them. Any action that may be taken in the districts affected by the conflict must be brought to the attention of the provincial Secretary of State. Government line ministries exert power over subnational governments through sector policies and programmes, key personnel appointments, and both formal and informal hierarchies. Provincial directorates guarantee local level coordination within various thematic areas related to the provinces. The Agency for Integrated Development of the North (ADIN), established in 2020, is mandated to coordinate all development and humanitarian activities in the northern region of the country and mobilise funds. ADIN is also responsible for liaising with line Ministries in respect to activities related to their mandate.

Given the multi-sectoral and integrated nature of this action, several key line ministries/provincial directorates and institutions will be involved in the implementation, especially: Economy and Finance, Public Works, Housing and Water Resources, Gender, Education and Human Development, Defence and armed forces, Interior (and the PRM)

as well as the Ministry of Justice, Constitutional and Religious Affairs (especially the Juridical and Judicial Training Centre), and autonomous institutions within the Judiciary, like the Attorney General's Office, General Attorney's office (Anti-corruption office, GCCC, the office in charge of combating organised and transnational crime, GCCCOT, etc), Judicial police SERNIC, The Supreme Court (and the courts attached to it).

District and municipal services of the areas covered by the action will be directly and actively involved in the planning and implementation of all activities.

Civil Society Organisations (CSO): CSO in Mozambique still have a number of limitations, but they have become more organised, coordinated and influential in certain areas. Their role on general accountability and on cross-cutting issues such as human rights-based approaches and evidence-based advocacy/due diligence in natural resources issues, including extractive industries, is increasingly visible. They have focused on activities of the extractive sector, land rights issues and more generally on human rights and received support from donors seeking to keep investors and companies in check while not directly opposing business interests. Women's rights organisations and organisations of persons with disabilities will be also involved in the action. CSOs also play an important role in supporting local communities to develop sustainable livelihoods opportunities and in conflict management, aligned with the priorities of the 2021-2027 EU Roadmap for Engagement with Civil Society in Mozambique. Additionally, the involvement of young people and activists, including their inclusion as local advisory groups or even agents of local change, is crucial to make the stabilization of the north more inclusive. Professional associations like the Bar Association, Association of Mozambique Judges might also play a role in relation to advocating and better implementing component 2.

Local communities: In conflict areas, local communities are striving to ensure that their basic needs are met, including food and other human security requirements. Displaced and resettled population as a consequence of conflict and/or natural resources' exploitation deserve specific attention. Community-based organisations can be a frontline in the defence against the insurgency, natural hazards and other crises, adopting a gender, HRBA and inclusive perspective.

Development partners: UN agencies, multilateral and bilateral donors play a fundamental role in crisis response and in the humanitarian-development-peace nexus.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The Overall Objective of this action is to strengthen resilience and security of communities in Cabo Delgado and the Northern provinces.

The Specific Objectives of this action are to

1. Support stabilization efforts and the enhancement of essential services and livelihood opportunities in the northern provinces most affected by conflict-related displacement.
2. Enhance effectiveness of the criminal justice institutions in preventing and combating terrorism, organized crime and corruption.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives are

Contributing to Outcome 1 (or Specific Objective 1)

- 1.1 Increased stability in Cabo Delgado districts most affected by the conflict
- 1.2 Reactivated basic services, particularly in education and WASH sectors, and enhanced capacities of local authorities, in districts most affected by displacement
- 1.3 Strengthened livelihoods and income generation opportunities for people affected by conflict

Contributing to Outcome 2 (or Specific Objective 2)

- 2.1 Enhanced capacity and intra/inter-institutional cooperation of law enforcement and criminal justice officials to prosecute terrorism and terrorist financing cases, and to address organised crime and corruption.
- 2.2 Enhanced capacity of institutions to develop criminal justice legislation fit for purpose and in line with international standards

3.2 Indicative Activities

Activities relating to Output 1.1: Increased stability in Cabo Delgado districts most affected by the conflict

- 1.1.1 Rehabilitate essential public service infrastructure damaged by the conflict (education, WASH, administrative, health, judicial facilities and road repairing).
- 1.1.2 Strengthening community-level security mechanisms and supporting the establishment of early warning systems
- 1.1.3 Provision of employment opportunities with a gender, inclusive, and conflict sensitive approach.
- 1.1.4 Provision of short-term vocational training to expand employment and income generation opportunities and provision of productive or business assets.
- 1.1.5 Capacity building of communities in the area of human rights, peace, and social cohesion.
- 1.1.6 Training of civil society or social activists in conflict resolution skills and the establishment of social security (practical training for community members, community leaders, associations, youth, aiming to empower them to deal with conflicts in a constructive and peaceful manner.)

Activities relating to Output 1.2: Reactivated basic services, particularly in education and WASH sectors, and enhanced capacities of local authorities in districts most affected by displacement

- 1.2.1 Conduct a comprehensive needs assessment to identify gaps in existing critical services considering factors such as loss of skills and capacity resulting from conflict as well as demographic changes due to population movements (taking into account the gender and persons with disabilities dimension).
- 1.2.2 Support the re-establishment of essential public services with a inclusivity, gender and conflict sensitive approach.
- 1.2.3 Training in participatory planning to local government officials to improve inclusive access to quality local service delivery based on local community needs
- 1.2.4 Empower community members- from a gender and inclusive perspective- to take ownership of infrastructure by involving them in the construction process, maintenance activities and establishing community-based management systems.
- 1.2.5 Offer capacity-building programs and training to enhance the skills and capacity of technical and management human resources responsible for provision of WASH services.
- 1.2.6 Offer capacity-building programs to enhance the skills of educators and health workers in promoting hygiene practices and utilizing water and sanitation facilities effectively.
- 1.2.7 Provision of essential equipment and learning materials for all capacity-building initiatives.
- 1.2.8 Equip teachers with knowledge and skills to create inclusive learning environments that accommodate the needs of students with diverse backgrounds, learning paths, and abilities.

Activities relating to Output 1.3: Strengthened livelihoods and income generation opportunities, for people affected by conflict

- 1.3.1 Conduct labour market assessments, beneficiaries' (rights-holders) labour preference surveys (disaggregated by sex and persons with disabilities) and mapping of formal/informal vocational training programmes to identify suitable market-driven skills development and income generating opportunities for target beneficiaries.
- 1.3.2 Provide when not available - or support access to when available - vocational training and skills development schemes including community-based apprenticeships, tailored to the local context, market-driven and suitable to meet individual beneficiaries' (rights-holders) preferences.

- 1.3.3 Provide training and continuous mentorship to targeted individuals – or group of individuals – on basic principles of business development and business management, integrating a gender, HRBA, and inclusive perspective.
- 1.3.4 Support community-based Saving Groups in the framework of income generating activities.
- 1.3.5 Provide start-up capitals for small businesses
- 1.3.6 Conduct training sessions on conflict sensitivity for program staff and beneficiaries to ensure broad, equal and vulnerability-based participation into the programme by all affected populations (e.g. host communities, IDPs, returnees) thus promoting an understanding of conflict dynamics and mitigating risks of stretching social cohesion.

Activities relating to Output 2.1: Enhanced capacity and intra/inter-institutional cooperation of law enforcement and criminal justice officials to prosecute terrorism and terrorist financing cases, and to address organized crime and corruption.

- 2.1.1 Conduct capacity development activities and mentoring for prosecutors and investigators (and other relevant stakeholders so that they can i) effectively prosecute and adjudicate terrorism, organised crime and corruption offences, ii) disrupt illicit financial flows, and iii) manage rehabilitation and reintegration of complex prisoners;
- 2.1.2 Conduct capacity development activities on financial investigations, forensics, terrorist financing and information analysis and sharing for law enforcement, criminal justice institutions, intelligence services and the Financial Intelligence Unit;
- 2.1.3 Conduct inter-agency simulation exercises to put into practice knowledge and tools in different real life situations (eg. terrorist attacks, drug-controlled deliveries, etc);
- 2.1.4 Provision of essential equipment to conduct investigations, trainings and mentoring.

Activities relating to Output 2.2: Enhanced capacity of institutions to develop criminal justice legislation fit for purpose and in line with international standards

- 2.2.1 Conduct reviews of the existing legislation against the international frameworks (and provision of advice as required).

3.3 Mainstreaming

Environmental Protection & Climate Change

The Northern provinces are particularly exposed to extreme weather events caused by climate change. On top of the ongoing conflict, the devastating impact of tropical storms and cyclones events contributed significantly to the deterioration of public services, exacerbating the situation of local communities. Recognizing the urgent need for intervention, the Action aims to support the restoration of public services through a 'Building-Back Better' approach. This entails ensuring that all investments, whether in infrastructure or livelihood opportunities, will be climate-change resilient. By integrating climate change considerations into the reconstruction efforts, the Action seeks to fortify the region against future environmental shocks and enhance its adaptive capacity. Additionally, environmental protection emerges as a critical aspect of the Action. Activities related to basic livelihood opportunities and access to water are sensitive to the quality of ecosystem services and their implementation shall plan appropriate management with a view to reverse the observed degradations of the local environment, with the participation of the intended beneficiaries.

Outcomes of the SEA screening n/a

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project). The EIA (Environment Impact Assessment) screening classified the action as Category B (not requiring an EIA, but for which environment aspects will be addressed during design)

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project). The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled G1. This implies that gender equality and women's empowerment is a significant objective. Gender mainstreaming is integrated throughout the program, acknowledging the severe and pervasive gender inequalities in the Northern provinces. Without proactive efforts to identify, mitigate, and monitor these disparities, program initiatives risk exacerbating them, hindering development outcomes and potentially causing harm. Women and girls, disproportionately affected by conflict, face additional vulnerabilities. The program ensures women's inclusion in planning, decision-making, and implementation processes, alongside monitoring their participation in community structures and cash-based interventions. Gender awareness is also integrated into training for security providers, emphasizing civilian protection.

Furthermore, interventions in WASH and education carry a strong gender component, given the link between inadequate WASH facilities and girls' dropout rates, along with low retention rates for female teachers. Addressing these challenges is essential for promoting gender equality and advancing women's empowerment.

In the context of countering terrorism and organized crime, mainstreaming gender will strengthen both the way that the criminal justice system deals with terrorism and organized crime cases, and respect for women's rights and gender equality which contributes to the Promotion of gender equality and empowerment priority of the 2021-2027 EU Roadmap for Engagement with Civil Society in Mozambique on what relates to initiatives promoting Women, Peace and Security (WPS), including for relief and recovery programmes.

Human Rights

The program is grounded in a human rights-based approach, recognizing the responsibility of state actors to provide equally essential services to communities, internally displaced persons (IDPs), and returnees and of civil society to perform an oversight role guaranteeing the respect of human rights. Supporting the establishment of the basis for voluntary return and integration of previously displaced populations is a fundamental principle of the action.

Moreover, the program is guided by five core human rights-based principles throughout all phases of implementation: respect for all human rights, non-discrimination, participation, transparency, and accountability. This ensures that the rights of individuals are upheld, discrimination is actively addressed, stakeholders are engaged in decision-making processes, operations are conducted with transparency, and mechanisms for accountability are established.

Respect for human rights is essential to promoting a fair and effective criminal justice system, particularly in the fight against terrorism, organized crime and corruption. By integrating human rights perspectives into criminal justice measures, the program aims to promote justice, fairness and accountability within the system. The Action will strengthen the capacity of relevant institutions to address terrorism and organised crime while respecting human rights (including those of terrorism suspects, victims and witnesses) and the rule of law.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that the rights and inclusion of persons with disabilities is a significant objective.

Mozambique ratified in 2012 the UN Convention on the Rights of Persons with Disabilities (CRPD)¹². In the country, persons with disabilities are among the most left behind people, facing significant obstacles in accessing essential services such as education, healthcare, other public services and employment due to inaccessible infrastructure and persistent stigma and discrimination. The ongoing conflict in Cabo Delgado exacerbates these challenges, further straining already limited resources and overstretched systems. Addressing these disparities requires comprehensive efforts, including improving access to services, infrastructure, and economic opportunities tailored to their specific needs. The project prioritizes the inclusion and participation of persons with disabilities to enhance their well-being, promote diversity, and strengthen community resilience. Services and infrastructure rehabilitation will be designed to be inclusive and accessible to persons with disabilities. Through inclusive practices and policies, the project aims to empower persons with disabilities, enabling them become active contributors to their communities' resilience and development. When addressing disability aspects, the action will actively seek partners with specific technical skills in disability and inclusion.

Reduction of inequalities

¹² Mozambique Disability and Inclusion Survey, IOM, November 2022

In the context of a program aimed at strengthening the resilience of individuals in conflict-affected areas of Cabo Delgado and the neighboring provinces, conflict-sensitivity and reducing inequality become crucial. By addressing the root causes of disparity and ensuring equitable access to essential services and opportunities, the program aims at bridging the gap between different social strata, particularly in education and livelihood opportunities. Efforts may include providing marginalized groups, such as women, youth, persons with disabilities, and other groups at risk of exclusion with tailored support to enhance their participation and access to essential services. Through these measures, the program aims to mitigate the effects of inequality and promote a more equitable and sustainable societies.

Democracy

The program underscores the fundamental importance of democracy as a cross-cutting issue, recognizing its pivotal role in fostering stability, justice, and security. Through enhanced capacity-building initiatives for law enforcement and criminal justice officials, the program aims to uphold democratic principles by ensuring the effective prosecution of terrorism, terrorist financing, organized crime, and corruption cases. Moreover, by fostering improved intra and inter-institutional cooperation at various levels, including national, regional, and international, the program seeks to strengthen democratic institutions and participatory mechanisms. These efforts are integral to promoting transparency, accountability, and the rule of law, essential pillars of real and inclusive democracy.

Conflict sensitivity, peace and resilience

Conflict sensitivity is crucial in ensuring that interventions do not inadvertently exacerbate tensions or contribute to conflict dynamics within communities affected by conflict or crisis. Building on the findings of the Resilience and Peace Building Assessment conducted in 2021 and the Conflict Analysis of Mozambique prepared by the EU in 2021, the program adopts an inclusive approach to address local perceptions and realities. The Action will ensure vulnerability-based targeting across all population groups rather than adopting a status-based prioritization (e.g. IDPs, returnees, host communities, etc.). By prioritizing vulnerability-based targeting, the program aims to strengthen social cohesion and inclusivity within districts affected by conflict. Additionally, the program ensures community engagement in the design and implementation of activities through participatory mechanisms. Consultative committees at the district level will drive participatory planning and decision-making processes. Key conflict sensitivity indicators will be incorporated into regular monitoring activities, allowing for the timely detection and addressing of exacerbating tensions and trends. Furthermore, all populations in the districts (host communities, returnees and IDPs) require development investment to foster resilience and addresses some of the poverty-linked root causes of the conflict. The twin-track approach proposed by the Action will contribute to it by continuing the rehabilitation of public infrastructures, while supporting the re-activation of quality services to meet long-term development needs which is in line with the Peace building priority of the 2021-2027 EU Roadmap for Engagement with Civil Society in Mozambique on what relates to initiatives seeking peaceful resolution of conflict and socioeconomic development to prevent radicalisation.

Disaster Risk Reduction

The northern provinces are highly exposed to extreme weather events caused by climate change. On top of the ongoing conflict, the devastating impact of recent cyclones contributed significantly to the deterioration of public services. Given the area's high exposure and vulnerability, the Action intends to support the re-activation of public services by Building-Back Better and ensuring all investment – including infrastructures – will be climate-change resilient.

Specific shock-sensitive solutions, such as crisis modifiers, may be defined under the implementation contracts, wherever considered feasible and suitable. This will enable early action and rapid response to new humanitarian needs that could occur in the project areas during the implementation phase.

Other considerations if relevant

N/A

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
External environment (security)	Increased attacks by non-state armed groups negatively impacting programme implementation	H	H	<p>Continuously assess risks and conflict sensitivity throughout the project cycle, evaluating potential impacts and promptly revising interventions as needed.</p> <p>Ensure close civil-military coordination in target areas.</p> <p>Ensure the effectiveness of early warning systems and enhance community security measures and structures.</p> <p>Collaborate with community-based organizations, religious, and traditional leaders to foster community dialogue, inclusiveness, reinforce social cohesion, and counter violent narratives.</p> <p>Engage with local media, especially radio, to broaden information outreach on conflict prevention, generate counter narratives, and combat disinformation, integrating a gender, HRBA, and inclusive perspective.</p>
Operational	Conflict between host and displaced communities; including related to the distribution of benefits and resources.	M	H	<p>Ensure the adoption of vulnerability-based targeting in order to address fairly the needs of most vulnerable populations (i.e. women and persons with disabilities).</p> <p>Adequately involve community leaders and community-based/civil society organisations, including women groups – in the definition of enrolment criteria for target beneficiaries.</p> <p>Adopt sound and context appropriate age/gender/disability sensitive Complaint and Feedback Mechanisms to timely identify, address and monitor grievances by the affected populations.</p> <p>Put social cohesion and conflict sensitivity concerns at the centre of the Action, including indicators and monitoring provisions.</p>
Operational	Structural changes within the criminal justice entities cause limited participation and/or frequent turnover of	M	H	<p>Seeking political engagement of the involved institutions so that they commit to collaborate with implementing partners to designate or identify appropriate staff members to actively engage in project activities</p>

	officials, undermining commitment, continuity, and performance of officials in project activities.			and facilitate feedback mechanisms for measuring project impact and results
External Environment	Low level of engagement by Government at national and local level and lack of political will to put in place or implement required strategies	L	M	The Action is developed in collaboration with the authorities and in alignment with Government strategies. Continued engagement with the Government of Mozambique to ensure political buy-in
External environment	Occurrence of new weather-related disasters	H	H	Focus on resilience to natural disasters and apply 'Building Back Better' principles and disaster risk reduction and management. Integration of specific shock-sensitive solutions, such as crisis modifiers
Operational	Lack of access in some areas due to seasonal and extreme weather events	M	H	Prepositioning of key inputs. Use of partners with permanent, in-situ presence. Flexibility to adapt the approach based on contextual needs. Establish alternative communication channels to communicate with hard to reach communities such as mobile phones.
Financial	Insufficient resources are allocated by the government for running costs of rehabilitated infrastructure for restored basic services	H	H	Pre-negotiations and sustained advocacy with Government. Where possible, signed letter of agreement before implementation with Government counterparts (duty-bearers) for each target area, defining the programmes' support and public authorities' commitments.
Operational	Weak coordination with other stakeholders (duty-bearers) and projects in the same region preventing efficient programme implementation and synergies	L	M	Partners will draw on existing coordination mechanisms under the humanitarian cluster system, support of ADIN's overall coordination of national efforts in the region linked to the humanitarian-development-peace nexus and reconstruction interventions.
Gender Equality	A gender-blind, neutral, or negative context and problem analysis could reinforce	M	M	Knowledge and tools of gender mainstreaming are available. Gender-sensitive monitoring, use of sex-disaggregated data, and gender-sensitive

	existing gender inequalities and non-realization of human rights, and hinder the efficiency and sustainability of the action.			indicators. Gender mainstreaming is applied in all phases of the support services.
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Lessons Learnt:

Prioritization of interventions and initiatives. To prioritize interventions, the action aligns with the PREDIN strategy and pillars, which will serve as the guiding framework for implementing activities across all its components. The action follows the 3 Pillars of PREDIN and includes 1) activities that contribute immediately and concretely to restoration and consolidation of peace and security; 2) activities that reinforce and legitimize the presence of the State and institutions and expand the space for civic participation by citizens (integrating a gender, HBRA, and inclusive perspective) ; 3) activities that focus on recovery, reconstruction, socioeconomic development, resilience, and address underlying causes of conflict to reduce exclusion and marginalization of different groups (such as women, children, and persons with disabilities) in the northern provinces.

Flexibility and effective coordination. While there are considerable risks in engaging in an unfolding emergency, the risks of inaction could be even greater. EU engagement can help mitigate some of those risks by working in partnership with UN agencies and NGOs to put in place a development response that can help to stabilize the situation over the longer term. The project design adopts a selective and inclusive approach, prioritizing activities aligned with Government objectives and feasible within the current environment. The flexible design allows for adjustments in consultation with the Government and key partners as the situation evolves. To address the unpredictable escalation of conflict in Cabo Delgado, the Action integrates a 'crisis modifier,' enabling rapid reallocation of funding to address spikes in need and respond promptly to new humanitarian challenges in project areas.

Operationalization of the Integrated approach: The approach adopted by EU Member States in Cabo Delgado represents a tangible effort to operationalize the humanitarian-development-peace nexus. This comprehensive strategy integrates political, humanitarian, peacebuilding, security, and development actions to tackle root causes of the crisis. The Action seeks to strengthen the connection between the life-saving humanitarian aid already delivered by ECHO and EU Member States and the ongoing efforts to build a stable, inclusive, and resilient society in the northern provinces.

Stabilization approach: The approach proposed under this action also follows the global lessons learnt from large-scale stabilization programmes, aiming at rapidly re-establishing of basic services in Iraq, Yemen, Libya and Nigeria, implemented by UNDP with EU support. This approach focuses on the critical points of: i) state building; ii) civil-military cooperation; iii) critical mass of intervention and focus on “quick wins”. The objective in Cabo Delgado is to help institutions and populations meeting urgent humanitarian needs and pave the way for long-term development, from restoring basic services to creating employment. Factors of success in these settings have been: working with local district authorities in order to ensure sustainability of good practices; stepping up coordination with other development actors and local CSOs in order to scale up and increase impact; and giving women and youth a leading role. For the rehabilitation and reconstruction activities, the use of climate resilient construction methods and techniques promoting the “Building back better” principle will be applied. This approach reduces vulnerability in disaster-prone areas and builds community resilience to address physical, social, environmental, and economic vulnerabilities and shocks.

Sustainable capacities building training: Due to the internal policies of government agencies and the rotation of individuals within law enforcement, criminal justice and other relevant institutions, it is necessary to ensure the sustainability of the training provided by building the capacity of officials responsible for training within their institutions, as well as with the Centre for Legal and Judicial Training (CFJJ).

Tailored capacity building activities: The fact that, generally, officials from the relevant national institutions have a basic knowledge on the thematic areas covered under this project demands flexibility and adaptability of capacity building activities to the specific context and needs of the country, always striving for a tailored approach when designing training activities specifically for Mozambique and adapting those to the level of knowledge and experience of the relevant officials.

3.5 The Intervention Logic

The underlying intervention logic for this action is that

If a comprehensive and simultaneous set of stabilization interventions, encompassing social and productive infrastructure rehabilitation and provision of essential services is provided

And if local authorities' capacities to improve service delivery mainly in WASH and education are enhanced, along with the increased access to viable livelihood opportunities for people affected by conflict

And if criminal justice officials acquire the necessary knowledge, skills, equipment, and tools to prevent and fight terrorism, organised crime and corruption and foster inter-agency cooperation.

And assuming that

- National and regional security forces maintain security in the target locations and surrounding areas;
- The Government (national or sub-national) allocates and maintains sufficient civilian administrators and law enforcement personnel in the target locations;
- National and subnational counterparts actively engage in project activities and are committed to strengthening their own institutional capacities;
- Coordination and common understanding exist between stabilization, recovery, peacebuilding, and development actors regarding continuous support after the foundational stabilization interventions;
- No major events occur causing further population movements and further major destruction of infrastructures.

Then

- Communities in all their diversity are more secure;
- citizens in target locations have access to essential social services, such as education and water and sanitation facilities- ensuring also the access to women, children, and persons with disabilities
- people (including women and persons with disabilities) have short and medium-term livelihood opportunities to generate income, rehabilitate, recover and sustain themselves.
- law enforcement and judicial authorities effectively prosecute and adjudicate crime offenses, terrorism, and corruption as well as in disrupt illicit financial flows

And

- progress will have been achieved towards improving the trust between the State and the population;
- conditions will be more conducive to the voluntary return of displaced persons;
- the population will have better bases for being more resilient and will be provided with long-term solutions to avoid falling into extreme vulnerability and poverty.
- the foundation is laid for preventing the escalation of violence in Mozambique, thereby contributing to the maintenance of a stable security situation both nationally and regionally.
- The situation of inequality regarding women and persons with disabilities in Mozambique will be improved.

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.

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 strengthen resilience and security of communities in Cabo Delgado and the Northern provinces	<ol style="list-style-type: none"> Number of security incidents, such as acts of political violence, terrorism, and crime, in target communities. GERF 1.19 Institute for Economics and Peace (IEP) Global Peace Index** 	<ol style="list-style-type: none"> 153 events (2023 Reports) 118 rank position (2023 GPI Report) 	<ol style="list-style-type: none"> < 153 events = or < 118 rank position 	<ol style="list-style-type: none"> ACLED Cabo Ligado Reports https://www.economicsandpeace.org/wp-content/uploads/2023/09/GPI-2023-Web.pdf 	<i>Not applicable</i>
Outcome 1	1. Support stabilization efforts and the enhancement of essential services and livelihood opportunities in the northern provinces most	<ol style="list-style-type: none"> Number of local governments that are reoperating in the districts previously abandoned due to conflict % Of people who trust the capacity of government to provide adequate state services 	<ol style="list-style-type: none"> TBD in the inception phase TBD in the inception phase TBD in the inception phase TBD in the inception phase TBD in the inception phase 	<ol style="list-style-type: none"> TBD in the inception phase TBD in the inception phase TBD in the inception phase TBD in the inception phase TBD in the inception phase 	<ol style="list-style-type: none"> Progress reports for the EU-funded intervention and Ministry/agency administrative data Baseline and endline surveys conducted and budgeted by the EU-funded intervention Baseline and endline surveys conducted and budgeted by the EU-funded intervention Progress reports for the EU-funded intervention Baseline and endline surveys conducted and budgeted by the EU- 	<p>Security situation in Cabo Delgado remains stable.</p> <p>National and regional security forces maintain security in the target locations and surrounding areas</p> <p>The Government (national or sub-national) allocates and maintains</p>

	<p>affected by conflict-related displacement</p> <p>(security, basic service, livelihood) in target districts, disaggregated by sex, disability status and migratory status.</p> <p>1.3 % increase in the utilization rate of essential services in districts affected by the displacement crisis compared to baseline data (disaggregated by services and gender)</p> <p>1.4 % increase in income levels among vulnerable households in the area of intervention compared to baseline income levels (disaggregated by sex, disability and migratory status and income percentile)</p>			<p>funded intervention and Progress reports for the EU-funded intervention</p> <p>1.5 Progress reports for the EU-funded intervention</p>	<p>sufficient civilian administrators and law enforcement personnel in the target locations</p> <p>Government ensures recurrent costs for constructed/rehabilitated infrastructures</p>
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		1.5 GERF 2.24 Number of people directly benefiting from EU supported interventions that specifically aim to support civilian post-conflict peace-building and/or conflict prevention [NDICI-Global Europe][SP]**				
Outcome 2	2. Enhanced capacity of the criminal justice institutions to prevent and combat terrorism, organized crime and corruption	<p>2.1 Global terrorism index - Number of terrorism related incidents each year</p> <p>2.2 Global organized crime index – criminality score</p> <p>2.3 Global corruption perception index – rank</p> <p>2.4 GERF 2.23 Number of state institutions and non-state</p>	<p>2.1. 90 (2023)</p> <p>2.2. 6,20 (2023)</p> <p>2.3. 167 (2023)</p> <p>2.4. tbc</p>	<p>2.1. <90 (2027)</p> <p>2.2. <6,20 (2027)</p> <p>2.3. <167 (2027)</p> <p>2.4. tbc</p>	<p>Global terrorism index</p> <p>Global organized crime index</p> <p>Global corruption index</p>	The government of Mozambique and relevant neighbouring countries are committed to enhancing counterterrorism, fight against organised crime/illicit flows and anticorruption efforts and are willing to cooperate on formal and informal levels.

		actors supported by the EU on security, border management, countering violent extremism, conflict prevention, protection of civilian population and human rights**				
Output 1 relating to Outcome 1	1.1 Increased stability in Cabo Delgado districts most affected by the conflict	<p>1.1.1 % increase in the number of reported crimes resolved within a specified timeframe, reflecting improved community security and access to justice (disaggregated by sex and disability status).</p> <p>1.1.2 Number of rehabilitated and equipped essential</p>	<p>1.1.1 TBD in the inception phase</p> <p>1.1.2 TBD in the inception phase</p> <p>1.1.3 TBD in the inception phase</p>	<p>1.1.1 TBD in the inception phase</p> <p>1.1.2 TBD in the inception phase</p> <p>1.1.3 TBD in the inception phase</p>	<p>1.1.1 Law enforcement agencies' records and databases Progress reports for the EU-funded intervention</p> <p>1.1.2 Progress reports for the EU-funded intervention</p> <p>1.1.3 Progress reports for the EU-funded intervention</p>	<p>Presence of qualified service providers (contractors) for the required stabilization work</p> <p>Resources are allocated by the government for running cost of rehabilitated infrastructure for restored basic services</p> <p>The three target regions of the Action remains accessible and mobility within the regions is possible.</p>

		<p>social service infrastructure with support of the EU-funded intervention handed over to local authorities and communities (disaggregated by district)</p> <p>1.1.3 Number of people involved in local reconciliation initiatives, confidence-building initiatives, or formal peace processes (e.g. local peace committees, public debates, forums, cross-community activities and others) through EU support, disaggregated by sex,</p>				<p>Consultative committees at district and village level facilitate inclusive government-community cooperation</p>
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		disability status and community*				
Output 2 relating to Outcome 1	1.2 Reactivate basic services, particularly in education and WASH sectors, and enhanced capacities of local authorities in districts most affected by displacement	1.2.1 Number of basic services reactivated with support of the EU-funded intervention (disaggregated by sector and district).	1.2.1 TBD in the inception phase	1.2.1 TBD in the inception phase	1.2.1 Progress reports for the EU-funded intervention and Official government records and databases	Presence of qualified service providers (contractors) for the required rehabilitation works Resources are allocated by the government for running cost of rehabilitated infrastructure for restored basic services The three target regions of the Action remains accessible and mobility within the regions is possible.
		1.2.2 Percentage increase in school enrollment rates in target districts following the rehabilitation of educational infrastructure (disaggregated by sex, disability and migratory status).	1.2.2 TBD in the inception phase	1.2.2 TBD in the inception phase	1.2.2 Baseline and endline surveys conducted and budgeted by the EU-funded intervention and Progress reports for the EU-funded intervention	
		1.2.3 Number of people with access to improved drinking water source	1.2.3 TBD in the inception phase	1.2.3 TBD in the inception phase	1.2.3 Progress reports for the EU-funded intervention and Official government records and databases	
			1.2.4 TBD in the inception phase	1.2.4 TBD in the inception phase	1.2.4 Progress reports for the EU-funded intervention and Official government records and databases	

		<p>and/or sanitation facility with EU support** (GERF 2.38) (disaggregated by sex, disability and migratory status)</p> <p>1.2.4 Number of target schools with gender sensitive and inclusive sanitation and handwashing facilities with support by the EU-funded intervention, disaggregated by district</p>				
<p>Output 3</p> <p>relating to Outcome 1</p>	<p>1.3 Strengthened livelihoods and income generation opportunities for people</p>	<p>1.3.1 % of people that receive productive or business assets with support of the EU-funded intervention compared to</p>	<p>1.3.1 TBD in the inception phase</p> <p>1.3.2 TBD in the inception phase</p>	<p>1.3.1 TBD in the inception phase</p> <p>1.3.2 TBD in the inception phase</p>	<p>1.3.1 Progress reports for the EU-funded intervention</p> <p>1.3.2 Progress reports for the EU-funded intervention</p>	<p>Consultative committees at district and village level facilitate inclusive government-community cooperation</p>

	affected by conflict	the vulnerability assessment list (disaggregated by sex, age, disability status)				
		1.3.2 Number of people directly benefiting from EU supported interventions that aim to reduce social and economic inequality** (GERF 2.39) (disaggregated by sex disability status) disability and migratory status)				
Output 1 relating to Outcome 2	2.1 Enhanced capacity and intra/institutional cooperation of law enforcement and criminal	2.1.1 Percentage of officials reporting that their knowledge and skills of counterterrorism, organised crime and corruption	2.1.1 0% 2.1.2 0 2.1.3 To be defined in the inception phase and update during	2.1.1 80% 2.1.2 0 2.1.3 To be defined in the inception phase and update during	Activity evaluation questionnaires Documentation of joint activities.	Key stakeholders (duty-bearers), such as government institutions, law enforcement, and the judiciary, to support and actively participate in the program's activities.

	justice officials to prosecute terrorism and terrorist financing cases, and to address organized crime and corruption	<p>prosecutions and investigations was enhanced with support of the EU-funded intervention (disaggregated by sex, disability status, training topic, duration and location)</p> <p>2.1.2 Number of equipment provided to SERNIC, CFJJ and other actors (including courts) in the framework of the project</p> <p>2.1.3 Number of coordination meetings held by inter-agency coordination structures dealing with terrorism, organised</p>	implementation phase	implementation phase		The government of Mozambique and relevant neighbouring countries are committed to enhancing fight against terrorism, organised crime and corruption and are willing to cooperate on formal and informal levels.
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		crime and corruption				
Output 2 relating to Outcome 2	2.2 Enhanced capacity of institutions to develop criminal justice legislation fit for purpose and in line with international standards	2.2.1 Number of (new or revised) policies, regulations, and legislation developed (disaggregated by new/revised) in relation to terrorism, organised crime and corruption during the project implementation period	2.2.1 0	2.2.1 TBD in the inception phase	Documents from the project, and when relevant from Council of Ministers and Assembly of the Republic	<p>National authorities are open to inputs on legislation and norms revision Relevant actors including AR and MJRC are willing to consider technical inputs</p> <p>FATF continues requesting improvements on national AML-CFT response mechanisms on compliance and effectiveness</p>

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the partner country.

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of entry into force of the financing agreement.

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 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 (Grants)

Grants (direct management)

(a) Purpose of the grant(s)

The grants will contribute to the achievement of the Specific Objective 1 to "Support stabilization efforts and the enhancement of essential services and livelihood opportunities in the northern provinces mostly affected by conflict-related displacement crises".

Therefore, the grants will contribute addressing the Output 1.2 "Reactivated basic services, particularly in education and WASH sectors, and enhanced capacities of local authorities, in districts most affected by displacement" and Output 1.3 "Strengthened livelihoods and income generation opportunities for people affected by conflict".

(b) Type of applicants targeted

The type of applicants targeted for funding are: (i) legal entities non-profit making Non-Governmental Organisations (NGOs) or assimilated Civil Society Organisations, or respective networks, platforms or federations; ii) public entities.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the grant may be awarded without a call for proposals to Non-Governmental Organisations (NGOs) and public entities selected using the following criteria:

1. Established and consolidated presence in the northern provinces of Cabo Delgado, Niassa and Nampula including operational capacity in conflict sensitive areas.
2. Experience with management of EU funds.
3. Demonstrated sector experience in infrastructure rehabilitation and activation, and in enhancing local authorities' capacities in service delivery, especially in the education and WASH sectors.

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.

4. Expertise in gender and disability mainstreaming, with a track record of implementing projects that prioritize inclusivity and accessibility in service delivery.
5. Proven technical capacity for the implementation of similar projects including logistical, security and management capacities.

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 in line with Article 195(1)(a) of the Financial Regulation because the north provinces of the country are in a crisis situation (Article 2(21) of the Financial Regulation) at the date of the Financing Decision.

The part of the action under the budgetary envelope reserved for grants may, partially or totally and including where an entity is designated for receiving a grant without a call for proposals, be implemented in indirect management with an entity, which will be selected by the Commission's services using the criteria defined in section 4.4.1.c above

4.4.2 Indirect Management with an entrusted 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:

1. Technical and sector experience in the area of stabilization and early recovery and advanced technical skills in counterterrorism and law enforcement
2. Established presence in the Northern provinces, including logistical and management capacities.
3. Demonstrated capacity to coordinate with various stakeholders
4. Financial capacity to implement this type of intervention and experience with management of delegated funds from the EU

The implementation by this entity will contribute to the achievement of the Specific Objective 1, Output 1.1 "Increased stability in Cabo Delgado districts most affected by conflict".

4.4.3 Indirect Management with an entrusted 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:

1. Technical and sector experience in the area of criminal justice
2. Established presence in Mozambique, including logistical and management capacities.
3. Demonstrated capacity to coordinate with various stakeholders
4. Financial capacity to implement this type of intervention and experience with management of delegated funds from the EU

The implementation by this entity will contribute to the achievement of the Specific Objective 2 "Enhance effectiveness of the criminal justice institutions in preventing and combating terrorism, organized crime and corruption" and the related outputs 2.1 and 2.2.

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

If negotiations with another envisaged entity(ies) as specified in 4.4.1 fail, this action may consider consultation under indirect management with entities to be entrusted which will be selected by the Commission's services using the following criteria:

1. Technical and sector experience in infrastructure rehabilitation and activation, and enhance the capacities of local authorities in service delivery, especially in the education and WASH sectors. Expertise in gender and disability mainstreaming, with a track record of implementing projects that prioritize inclusivity and accessibility in service delivery.

2. Established presence in the northern provinces of Cabo Delgado, Niassa and Nampula included in conflict areas.
3. Demonstrated capacity to coordinate with various stakeholders
4. Financial capacity to implement and co-finance this type of intervention.

4.5. Scope of geographical eligibility for procurement and grants

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

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR) 2024	EU contribution (amount in EUR) 2025
Implementation modalities – cf. section 4.4		
Objective 1 composed of	15 000 000	9 700 000
Grants (direct management) – cf. section 4.4.1	5 000 000	9 700 000
Indirect management with an entrusted entity- cf. section 4.4.2	10 000 000	
Objective 2 composed of	5 000 000	
Indirect management with an entrusted entity- cf. section 4.4.3	5 000 000	
Grants – total envelope under section 4.4.1	5 000 000	9 700 000
Evaluation – cf. section 5.2		300 000
Audit – cf. section 5.3		
Totals	20 000 000	10 000 000

4.7 Organisational Set-up and Responsibilities

For the follow-up, a technical committee will be established at national and/or subnational levels least once per year, between Government, implementing parties (and EU. This technical committee will serve the purpose: i) to keep all partners involved informed about the progress in implementation of activities; ii) to foster coordination and synergies between implementing partners; iii) to ensure alignment with Government priorities.

In light of the Aid Effectiveness agenda, in particular to ensure ownership and alignment, Steering Committees shall be set up under components 1 (for the stabilisation and recovery efforts) and 2, in order to oversee and guide the direction and planning of activities (or other responsibilities to be specified). Steering Committees will be held in Maputo and/or in the northern provinces (at least once per year) and linked to joint (Government-EU-implementing partners) monitoring visits in the field. Steering committees will bring together Government stakeholders (duty-bearers), implementing partner and the EU. Other stakeholders implementing parties, civil society representatives and donors may be invited in order to improve coordination and complementarity of interventions. The Steering Committee mechanism will be outlined in contractual modalities chosen for implementation

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action and may sign or enter into joint declarations or statements, for the purpose of enhancing the visibility of the EU and its contribution to this action and ensuring effective coordination.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

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

The monitoring system will be designed in a participatory manner and seek to include stakeholders in its design, application and use. Monitoring will serve as a learning tool, going beyond reporting, to help in understanding whether and how the intervention facilitates changes in the drivers of inequality, and why. The monitoring system will include both quantitative and qualitative indicators to facilitate participation and understanding by all stakeholders ().

Roles and responsibilities for data collection, analysis and monitoring:

Since the activities under this action are carried out in the most severely affected and insecure districts in Cabo Delgado and the northern provinces of Niassa and Nampula, still in a highly volatile context, the definitions of baseline values and targets for outcome 1 will be conducted during the inception phase of the action.

The monitoring system will focus on process monitoring, progress and results indicators. Both implementing partners will be responsible for internal monitoring of the programme's outputs and impact results and regularly reporting to the Steering Committee. This monitoring will include periodic collection of information, and primary sources of verification will be activity reports, field visit reports, and checklists.

All monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach and rights of persons with disabilities. Indicators shall be disaggregated at least by sex and age, and disability if possible. A special attention should be put on conflict sensitivity indicators. External monitoring under the form of external Results Oriented Monitoring (ROM) exercises will be commissioned by the EU Delegation at selected times of the project.

Where information for the indicators is not currently available a baseline survey will be undertaken. Once the baseline data are available, the programme's logical framework and activities framework will be updated to reflect the baseline value before, and target values after the Action. This update will be a joint exercise and will follow a joint monitoring mission.

Regular monitoring will also be assured by partner institutions providing immediate feedback on the pace and quality of activity implementation for immediate corrective action to achieve annual targets.

The EU delegation will participate in joint monitoring missions. Annual joint reviews will provide the formal mechanism through which all parties can agree to modify the logical frameworks and adapt the programme accordingly.

5.2 Evaluation

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

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that important lessons may be drawn regarding the implementation of the humanitarian-development nexus in crisis settings. Furthermore, the evaluation could highlight important lessons on institutions capacities and inter-agency cooperation on effectively prevent terrorism, organized crime and corruption.

Both evaluations will assess to what extent the Action is considering the human rights-based approach as well as how it contributes to gender equality and women's empowerment, and disability inclusion. Expertise on human rights, gender equality and disability inclusion will be ensured in the evaluation teams.

The Commission shall inform the implementing partner at least 2 months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

Evaluation services may be contracted 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.

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

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

Appendix 1 REPORTING IN OPSYS

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

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

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

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

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

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

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

Action level (i.e. Budget Support, blending)		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
Group of actions level (i.e. top-up cases, different phases of a single programme)		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
Contract level		
<input checked="" type="checkbox"/>	Single Contract 1	Contribution agreement with entrusted entity cf. section 4.4.2
<input checked="" type="checkbox"/>	Single Contract 2	Contribution agreement with entrusted entity cf. section 4.4.3
<input checked="" type="checkbox"/>	Single Contract 3	Grants
Group of contracts level (i.e. series of programme estimates, cases in which an Action includes for example four contracts and two of them, a technical assistance contract and a contribution agreement, aim at the same objectives and complement each other)		
<input type="checkbox"/>	Group of contracts 1	