

EN

ANNEX

Instrument contributing to Stability and Peace (IcSP) Exceptional Assistance Measure in favour of Mozambique –

1. IDENTIFICATION

Action: Support to stability and peace in Cabo Delgado

Action Reference: IcSP 2020 / 46

Cost: EUR 5 000 000 (European Union contribution)

Budget Line: 19.020100.00

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 7(2) of Regulation (EU) No 230/2014.

Lead service: FPI

2. ACTION SUMMARY

This action aims to provide a contribution to promote peace and stabilisation in and around the Cabo Delgado province by increasing confidence between the government and communities and strengthening social cohesion.

Since the onset of an armed insurgency in 2017, the security, socio-economic and humanitarian situation in the Cabo Delgado province has further deteriorated. In 2019, cyclone Kenneth deeply affected the province and during 2020, the COVID-19 crisis has further exacerbated the situation. Large parts of the local population mistrust the authorities and are frustrated by the lack of basic services and job opportunities, especially as this stands in stark contrast to large investments in the oil and gas sector in the region. Armed groups have capitalised on these deep-rooted feelings of frustration among the local population in their recruitment tactics. These feelings were amplified by a heavy-handed response from Mozambique's security forces. Both the police and military have been accused of serious human rights violations and of not providing adequate protection to the civilian population.

Through two projects, this action aims to strengthen confidence between local communities and authorities, including the police, through community engagement and small stabilisation projects identified by local communities; and to enhance local dialogue involving key community, religious, political, governmental and other relevant stakeholders to find collaborative solutions that promote peaceful coexistence among the various communities in the region.

3. BACKGROUND AND RATIONALE

3.1 BACKGROUND

Despite the region being rich in precious minerals as well as natural gas fields off its coast discovered in 2012, which potentially place Mozambique among the four largest producers of liquid natural gas in the world, Cabo Delgado is one of the poorest provinces in Mozambique. It has the highest rate of chronic malnutrition in the country and increasing food insecurity.

Since the onset of the insurgency in 2017, the security, socio-economic and humanitarian situation in Cabo Delgado province has deteriorated. More than 630 attacks by the armed group ‘Al Shabaab’, now claiming affiliation with the Islamic State, have resulted in around 2,100 fatalities among civilians and security forces and over 400,000 internally displaced persons.

The armed group has been terrorising local communities, including in the districts of Macomia, Quissanga, Mocímboa da Praia, Muidumbe, Nangade and Palma, with coordinated and simultaneous attacks on government institutions. The group has not made any political demands and its motivations remain unclear, some of its statements referring to the centralisation of power in Maputo and the social and economic exclusion of the people of Cabo Delgado

The government's response to the situation has so far been ineffective and has initially focused on heavy-handed security actions. The security forces (police and military) have been accused of serious human rights violations in the province.

Following the significant increase of violence in 2020, the Government appears to be reconsidering its approach in Cabo Delgado. It declared its readiness to apply an integrated and holistic approach to address the insurgency. The Government has also admitted there are possible cases of human rights abuses attributed to the defence and security forces, requiring investigation and bringing the perpetrators to justice.

The European Council expressed its concern at the situation in Cabo Delgado in the Council Conclusions adopted on 22 April 2020, underlining its readiness to “engage in a dialogue with the authorities to determine effective options for assistance”. In May 2020, Zimbabwe hosted an Extraordinary SADC Organ Troika Summit, which called on the region to support Mozambique. This action will contribute to the EU response to developments in the Cabo Delgado province.

3.2 RATIONALE FOR THE INSTRUMENT CONTRIBUTING TO STABILITY AND PEACE INTERVENTION

The exponential rise of the violence and the growing instability in Cabo Delgado with the attached risk of spill over in other provinces constitute an exceptional and unforeseen situation in the sense of Article 3(1) of the IcSP 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.

Points (a), (f), (k), (m) and (o) of Article 3(2) of Regulation (EU) No 230/2014 specifically foresee the use of the IcSP to provide (a) support, through the provision of technical and logistical assistance, for the efforts undertaken by international and regional organisations and by State and civil society actors in promoting confidence-building, mediation, dialogue and reconciliation; (f) support for measures necessary to start the rehabilitation and reconstruction of key infrastructure, housing, public buildings and economic assets, and essential productive

capacity, as well as other measures for the re-starting of economic activity, the generation of employment and the establishment of the minimum conditions necessary for sustainable social development; (k) support measures to ensure that the specific needs of women and children in crisis and conflict situations, including their exposure to gender-based violence, are adequately met; (m) 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; (o) measures to address potential impact of sudden population movements with relevance to the political and security situation, including measures addressing the needs of host communities in a situation of crisis or emerging crisis, including peace-building.

3.3 RISKS AND ASSUMPTIONS

Risks	High, medium, low	Mitigation
Deteriorating security situation endangers staff safety and prevents project implementation	High	Ensure security of staff by abiding to security guidelines. Work through local field structures with tailored protocols. Revise project locations if required.
Restrictions imposed by authorities on access for supplies to the targeted areas, including related to lockdown measures due to COVID-19.	Medium/High	Procurement, coordination and logistics processes are flexible and quickly adapted to increased import barriers in order to minimise the impact of delays of commodities.
Infrastructural rehabilitation works will suffer set-backs and delays over the rainy season	Medium	Project strategy to take into account limited timeframe for construction and adjust timelines accordingly
Security situation in Cabo Delgado deteriorates and the Mozambican security forces are unable to hold secured areas putting at risk project programme and staff.	Medium/High	Implementing partners to establish focal points for monitoring the situation in the targeted districts and adjust the programme accordingly
Political space becomes more constrained for civil society and media to engage around and report on accountability issues.	Medium	Project implementers to closely collaborate with the Government at all levels to avoid restrictive space for the project to function
Limited opportunities for youth employment.	High	Fostering of linkages with local businesses for possible employment and internships.
Possible human rights violations by the police forces the Action will engage with.	Medium	The activities will be subject to a rigorous conflict sensitivity assessment as well as a human rights due diligence process

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

4. OBJECTIVES

4.1 OVERALL OBJECTIVE

The overall objective of the action is to promote peace and stabilisation in Cabo Delgado and its surrounding provinces by increasing confidence between the government and communities and strengthening social cohesion.

4.2 SPECIFIC OBJECTIVES

- 4.2.1 Confidence between violence affected communities, local authorities and law enforcement actors is increased through outreach, enhanced information sharing and joint problem solving;
- 4.2.2 Community-level social cohesion is increased through community revitalisation projects, group engagement activities and support to youth organisations and youth projects;
- 4.2.3 Community level multi-stakeholders dialogue initiatives are enhanced.

5. PROGRAMME COMPONENTS AND EXPECTED RESULTS

The main expected results/outcomes include:

With reference to the specific objective 4.2.1. “Confidence between violence affected communities, local authorities and law enforcement actors is increased”, **the main expected results/outcomes** include:

Expected Result (1): Community-level structures on security, including community police are supported to provide a critical link between communities and law enforcement and to conduct community outreach.

Activities (indicative):

- 5.1.1 Develop a civic engagement outreach plan with the district government, including police;
- 5.1.2 Conduct training with police involved in the civic engagement;
- 5.1.3 Develop and produce materials/handouts for police to have on hand at mobile events;
- 5.1.4 Support the police in engaging with local communities;
- 5.1.5 Conduct a mapping of structures engaged on security at community level in areas at risk of, or affected by, conflict;
- 5.1.6 Educate communities on the role, purpose and importance of community structures for security;
- 5.1.7 Strengthen community-level structures on security where they exist and establish new ones in areas where they do not exist;
- 5.1.8 Provide small grants for police and communities to foster social cohesion.

Expected Result (2): Police curricula integrate a human-centred approach and includes stronger components of community policing and human rights.

Activities (indicative):

- 5.2.1 Develop and conduct police training on community policing, human rights, and human-centred, gender and youth focused approaches;
- 5.2.2 Support an on-the-job training and mentoring programme;
- 5.2.3 Review the police performance evaluation system;
- 5.2.4 Partner with the local authorities to incorporate positive community engagement into evaluation systems;
- 5.2.5 Support local authorities in conducting training courses with police leadership, integrating positive, human-centred approaches;
- 5.2.6 Develop and rollout a strategic communication plan and communication materials.

With reference to the specific objective 4.2.2 “Community-level social cohesion is increased through community revitalisation projects, group engagement activities and support to youth organisations and youth projects”, **the main expected results/outcomes** include:

Expected Result (3): Through an inclusive, consultative process, revitalisation projects are implemented

Activities (indicative):

- 5.3.1 Conduct community-based planning exercises to identify community projects;
- 5.3.2 Provide sensitisation for project participants to encourage participation, especially of women, in savings and loan groups and re-investment in sustainable livelihood activities;
- 5.3.3 Identify civil society organisations in communities (and/or at the district-level), including youth organisations;
- 5.3.4 Support project implementation directly or through small grants;
- 5.3.5 Provide necessary training and guidance to ensure project success.

Expected Result (4): Group activities that promote social cohesion, psychosocial wellbeing and conflict mediation are organised

Activities (indicative):

- 5.4.1 Conduct community-based assessments and focus groups discussions to identify meaningful activities for community members, especially women and youth, that promote positive community-police interaction;
- 5.4.2 Support community-based engagement activities such as cultural celebrations, recreational and sports activities, and social events in partnership with the community policing department and other community-level security structures;
- 5.4.3 Strengthen existing community networks such as women’s, youth and elderly groups and associations, handicrafts, sports and music groups and promote discussions in a more structured and non-stigmatising ways of psychosocial problems and negative feelings and encourage social cohesion in partnership with the community policing department and other community-level security structures.

With reference to the specific objective 4.2.3 “Peaceful coexistence among the various communities in the region is enhanced”, **the main expected result/outcome** is:

Expected Result (5): Enhance community level multi-stakeholder dialogue initiatives

Activities (indicative):

- 5.5.1 Engage with and establish regular meetings between faith based stakeholders and duty bearers;

- 5.5.2 Hold regular meetings with local authorities;
- 5.5.3 Sensitise civil society organisations, including women and youth associations, local community members and authorities about the importance of peace and dialogue.

6. IMPLEMENTATION

6.1 IMPLEMENTATION MODALITIES

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹.

6.1.1 Indirect management with an international organisation

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: proven knowledge and expertise in the given area of intervention, as well as very good working relations with government partners and a demonstrated capacity to deliver work in a conflict sensitive manner. In addition, demonstrated operational and technical capacities required to implement the activities listed under the specific objectives. The implementation by this entity entails implementing activities and reaching results as listed under the specific objectives 4.2.1 (Confidence between violence affected communities, local authorities and law enforcement actors is increased through outreach, enhanced information sharing and joint problem solving) and 4.2.2 (Community-level social cohesion is increased through community revitalisation projects, group engagement activities and support to youth organisations and youth projects) above.

6.1.2 Grant: direct award (direct management)

(a) Purpose of the grant

The objectives, priorities and expected results are described in section 5, in particular under the Specific objective 4.2.3 (Community level multi-stakeholders dialogue initiatives are enhanced).

(b) Type of applicants targeted

The types of applicants targeted by this direct award are international and national non-governmental organisations and non-profit organisations.

(c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer, the recourse to an award of a grant without a call for proposals is justified because in the post-cyclone situation, combined with the existing conflict dynamics, the country is in a crisis situation 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.

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

6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 5 000 000**. 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 - Indirect management:	4 500 000	
Component 2 - Direct grant (direct management)	500 000	
Total	5 000 000	N.A.

6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under indirect management. It will be managed by the Commission, with the support of **the European Union Delegation** for the monitoring of 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 reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

6.5 EVALUATION

Having regard to the nature of the action, an 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

Synergies will be sought with the existing European Development Fund (EDF) support programme to non-state actors in Mozambique - participation for inclusive growth (PAANE II) that has a specific component on advocacy for a more inclusive natural resources management, particularly on land issues and the fair economic benefits for the local communities. Eventual bridges of cooperation could be built with other relevant actions particularly in Cabo Delgado focused on youth, artisanal mining capacity-building and job creation. For this last component, it is important to consider a large project focused on Technical and Vocational Education and Training (TVET) linked to the gas sector that will be launched in November 2020 in cooperation with European gas companies.

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

In addition, the action will complement two ongoing programmes funded under the IcSP in the province: supporting local social cohesion and promoting alternative narratives to prevent youth radicalisation; education in emergencies (reconstruction and rehabilitation of schools) as a response to 2019 cyclones.