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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX**

of the Commission Decision on the financing of an individual measure in favour of the Republic of Mozambique

**Action Document for Support to the consolidation of peace in Mozambique: Disarmament, Demobilisation and Reintegration and National Reconciliation**

<b>1. Title/basic act/ CRIS number</b>	Support to the consolidation of peace in Mozambique: Disarmament, Demobilisation and Reintegration and National Reconciliation CRIS number: MZ/FED/041-945 financed under the 11 <sup>th</sup> European Development Fund (EDF)	
<b>2. Zone benefiting from the action/ location</b>	Republic of Mozambique	
<b>3. Programming document</b>	National Indicative Programme (NIP) for Mozambique 2014-2020	
<b>4. Sustainable Development Goals (SDGs)</b>	Main SDG: 16. Promote peaceful and inclusive societies for sustainable development Other significant SDGs: 1. Ending Poverty in all its forms everywhere; 2. End hunger, achieve food security and improved nutrition and promote sustainable agriculture; 5. Achieve gender equality and empower all women and girls	
<b>5. Sector of intervention/ thematic area</b>	Sector 1: Good Governance and Development	DEV. Assistance: YES
<b>6. Amounts concerned</b>	Total estimated cost: EUR 22 700 000 <sup>1</sup> Total amount of EDF contribution: EUR 10 000 000 This action is co-financed in joint co-financing by other Member States and third donor countries for the amount of EUR 12 700 000	
<b>7. Aid modality and implementation modalities</b>	Project Modality - Indirect management with an UNOPS (component 1) - Indirect management with Italian Cooperation (AICS), Austrian Cooperation (ADA) (component 2) - Direct management – grant (component 3)	

<sup>1</sup> Several donors have already engaged on discussion such as UK, Germany, Ireland, Switzerland, Finland, Canada but the exact amount of each contribution is still to be officially known.

<b>8 a) DAC codes</b>	Main codes: 15220 – Civilian peace-building, conflict and resolution 15230 - Post conflict - peacebuilding Sub-codes: 15000 - Governance and Civil Society			
<b>b) Main Delivery Channel</b>	41502 - United Nations Office for Project Services 20000 - Non Governmental Organisations and Civil Society			
<b>9. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction	X	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with disabilities	<input type="checkbox"/>	X	<input type="checkbox"/>
	Nutrition	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>10. Internal markers</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation		X	
	Migration	X		
<b>11. Global Public Goods and Challenges (GPGC) thematic flagships</b>	Not relevant			

## SUMMARY

The programme ‘*Support to the consolidation of peace in Mozambique: Disarmament, Demobilisation, Reintegration (DDR) and National Reconciliation*’ represents a second Action of EU support to the Mozambican peace process under the 11<sup>th</sup> European Development Fund following the ongoing Action ‘*Support to the consolidation of peace in Mozambique: local governance and early economic recovery*’. It will support peace through providing conditions for the implementation of the key Disarmament, Demobilisation and Reintegration (DDR) component of the Peace and National Reconciliation Accord signed in August 2019.

This Accord deals with 5 221 ex-combatants (4 964 men and 257 women)<sup>2</sup> who, during a first phase, have to be disarmed, registered and reinserted into their preferred communities. Once in the communities, an economic recovery and reintegration phase is foreseen aiming at giving long-term stability to the ex-combatants, their families and communities. Lastly, there is a need to reconcile them with their communities despite the past conflict.

This Action has been formulated as an element of the EU’s strong commitment to support the consolidation of Mozambique’s on-going peace process, through a comprehensive framework of interventions to: (1) disarm, demobilise and reinsert ex combatants; (2) strengthen the communities’ resilience where demobilised combatants are reintegrating; (3) implement a nationwide reconciliation initiative engaging on dialogue, culture and sport. Consequently this Action encompasses three different components:

(1) Contributing to the Multi Donor Trust Fund to sustain the successful disarmament, demobilisation and reinsertion of former combatants for which the Secretariat in Support of the Peace Process (the Secretariat) is legally responsible. Essentially, this will assure the reinsertion packages, the subsidies and the transport of the ex-combatants to the community of their choice and the operational costs of the Secretariat.

(2) Improving the livelihoods of rural communities where the ex-combatants will be reintegrated by topping up the EU initiative on local governance and early economic recovery mentioned above. As reintegration is a long-term process, as well as reconciliation, the role of local communities and local livelihoods is key. This component will assist the local communities in providing inclusive planning and budgeting, supporting finance of small-scale social and economic infrastructure and ensuring food security by promoting climate smart agricultural practices.

(3) Launching a national campaign for reconciliation by creating common tools for conflict transformation, safe spaces for dialogue and building institutional capacity of the most engaged associations. Community fora will be undertaken with the help of faith-based organisations, while digitalised tools, cultural and sport events will be produced. A victim-centred approach is needed in the communities as victims might end up living along with the perpetrators; psycho social supports for traumatised individuals, including specific supports for women, children and people with disabilities could be envisaged.

Components 1 and 3 have a nationwide coverage, whilst reintegration activities under component 2 will target the provinces affected by the conflict in which two-thirds of the demobilised combatants will be reintegrated. Because women play an essential role in peace and reconciliation, the planning and conduct of activities must be based upon a solid gender analysis, particularly under components 2 and 3.

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<sup>2</sup> The number was established and agreed between the parties in conflict and has never been contested up to now. No specific mentioned is given to women, men, boys and girls, who were forced to support the armed groups.

This action will be implemented in a COVID-19 context and adapted as necessary for a successful completion.

## 1 CONTEXT ANALYSIS

### 1.1 Context Description

Shortly after independence in 1975, Mozambique suffered a 16-year war that came to an end in 1992 when the Government and the main opposition party Renamo signed the General Peace Agreement in Rome. Mozambique enjoyed a period of peace until 2012 when Renamo's leader retreated to the former military headquarters in Gorongosa claiming electoral grievances. This retreat was followed by protracted low-level conflict including skirmishes with the national security forces that were particularly exacerbated in 2014. A new negotiation process was launched in March 2017 that included direct talks between President Filipe Nyusi and the late Renamo's leader, Alfonso Dhlakama. In August 2019, President Nyusi and Ossufo Momade, Renamo's leader after Dhlakama's death, signed the Peace and National Reconciliation Accord.

Mozambique formally declared its completion of antipersonnel mine clearance on 17 September 2015. According to the National Demining Institute, four small suspected mined areas still remain seasonally or permanently submerged under water in Inhambane province.

The ongoing peace process in Mozambique remains incomplete, a real pro-communities reintegration strategy has not been elaborated and no national reconciliation programme has ever been implemented. In the background of a recovering economy and fiscal austerity, political discussion over both national and regional issues between the two main political parties continue to simmer, leaving the prospects for more structural peace still at risk. Following the October 2019 elections, a breakaway from Mozambique's main opposition party, the self-styled 'Renamo Military Junta', has threatened to step up the junta's attacks against vehicles on the main roads in the central provinces rejecting the results and claiming for a 'just peace process'<sup>3</sup>. Nevertheless both parties maintained their commitment to the Peace and DDR process as expressively mentioned in the Renamo statement of 12 November 2019<sup>4</sup>.

Inequality is high and on the rise in Mozambique with a widening<sup>5</sup> gap between rich and poor, urban and rural areas, south and central/northern provinces and between men and women<sup>6</sup>. At secondary and tertiary education level, girls are less likely than boys to start and complete their education and the country has the world's 10<sup>th</sup> highest rate of child marriage, with around 50% of girls marrying before the age of 18. Women are the main labourforce in the low paid agricultural sector corresponding to 83% and the credit portfolio of national credit institutions is composed of only 29% of women against 79% for men<sup>7</sup>.

One legacy of the 16-year civil war is the persons with disabilities, amputees due to landmines, estimated at about 8 000. Poor health services meant that limbs injured in accidents were amputated rather than restored. Cultural rites relating to traditional alcoholic drinks distilled in poor hygienic conditions, glaring sun, and poor ophthalmological facilities

<sup>3</sup> <https://clubofmozambique.com/news/head-of-renamo-military-junta-takes-responsibility-for-attacks-in-the-centre-of-mozambique-noticias-146040/>

<sup>4</sup> "..... Por último, reiteramos o nosso compromisso com a paz duradoira, a reconciliação nacional e defesa dos superiores interesses do Estado Moçambicano." Ossufo Momade, Presidente of Renamo

<sup>5</sup> The Gini-coefficient rose to 0.56 (2014/15) from 0.47 (2008/9).

<sup>6</sup> Perfil de Género de Moçambique, February 2016.

<sup>7</sup> Bank of Mozambique.

leave ca. 100 000 people blind and almost 1 million with visual impairments, from mild to severe and there are around 300 000 deaf people in Mozambique.

The dividends from the gas industries in the coming years risk further increasing the existing social and political tensions, aggravating the huge inequalities. Agriculture remains the main economic activity in Mozambique, especially in the districts affected by the conflict where most of the demobilised combatants are foreseen to reintegrate: Sofala, Zambezia, Manica, Tete. Mozambique's rural households are still highly vulnerable to the impacts of climate change as proven by the 2019 cyclones in the central and northern regions<sup>8</sup> that have affected essential economic infrastructure and severely threatened the livelihoods and economic prospects for over two million people.

The impact of the conflict on women is contradictory<sup>9</sup>. On the one hand, the war led to a radical change in the family structure and gender relations, yet on the other it entrenched the dependency of women on men. Some women were empowered as informal entrepreneurs because they took the lead of the family with the husband being away for the war, while others were further marginalised as sex workers and refugees. Although in recent years special measures have improved women's participation in the political sphere (43% of the members of the National Assembly are women), women are still mostly excluded from the peace building structures without having a balanced representation in the negotiation process or DDR commission.

The negative impacts caused by the pervasive availability of small arms and light weapons and the consequent participation of children in the Mozambican war did not end with the 1992 peace agreement. Former child soldiers in Mozambique not only continue to experience severe physical and emotional trauma as a result of their combat experiences but are also negatively impacted by the instability that continues to hamper the country's development. These children's experiences have devastating, long-term implications for Mozambican society, as their experiences inform their choices, opinions and perspectives as they grow into adulthood. Most child soldiers in Mozambique's civil war were boys but girls participated as combatants as well, although estimates of their numbers vary. Females reportedly accounted for only 1.5% of all demobilised combatants but at the 19 RENAMO bases to which the UN Office for Humanitarian Assistance gained access in 1994, 40% of the 2000 children found at these sites were girls<sup>10</sup>.

## 1.2 Policy Framework (Global, EU)

A core objective of EU External Action is to 'preserve peace, prevent conflicts and strengthen international security'<sup>11</sup>. This objective has been reaffirmed in the New European Consensus on Development<sup>12</sup>. In the Global Strategy of 2016, the EU pledged to 'be able and ready to respond responsibly yet decisively to crises, facilitate locally owned agreements, and commit long term'<sup>13</sup>.

The EU has a longstanding experience in supporting the specific areas of disarmament, demobilisation and reintegration (DDR) as part of broader peacebuilding strategies and linked

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<sup>8</sup> Tropical Cyclones Idai and Kenneth in March 2019.

<sup>9</sup> Women, war and peace in Mozambique, The case of Manica Province, Mark Chingono, 2015.

<sup>10</sup> Mozambique: The Battle Continues for Former Child Soldiers, <http://yapi.org/wp-content/uploads/2014/01/report-mozambique.pdf>

<sup>11</sup> Treaty of the European Union, Article 21.2.c.

<sup>12</sup> OJ C 210 of 30.6.2017.

<sup>13</sup> [http://eeas.europa.eu/archives/docs/top\\_stories/pdf/eugs\\_review\\_web.pdf](http://eeas.europa.eu/archives/docs/top_stories/pdf/eugs_review_web.pdf)

to the area of reconciliation and transitional justice<sup>14</sup> worldwide. The ultimate objective of the EU approach is the social and economic reintegration of former combatants in order to contribute to sustainable peace, reconciliation of society, stability and long-term development. In its 2006 DDR Concept, the EU recognised the need to make long-term commitments and sequence support in such a way that it can ensure that sufficient funds are allocated to the entire process (preferably by multi-donor Trust Fund Mechanisms). Reconciliation is rooted in the EU policy framework on support to Transitional Justice where it is defined as a process that seeks to redesign the relationship between individuals and enable society to move from a divided past to a shared future.

This programme is aligned with international framework for DDR, and it will follow the EU policy framework on Women, Peace and Security namely the Council Conclusions and EU Strategic Approach (December 2018)<sup>15</sup> and the EU Action Plan for its implementation (July 2019)<sup>16</sup> making sure that the protection, rights and agency of women is fully considered and addressed. Women will play an active role and have an equal participation and full involvement in the prevention and resolution of conflict as well as in long term peace-building post-conflict recovery and reconstruction. Especially the gendered differences between men, women, girls and boys as ex-combatants or supporters in other roles must be sufficiently analysed and addressed with an integrated gender perspective. The Resolutions 1379 (2001), 1460 (2003) and 1539 (2004) on Children in Armed Conflict. Also, at the regional level, the action will contribute to the African Charter on Human and Peoples' Rights, art. 23.1 on the right to national and international peace and security. Mozambique ratified the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict in 2004.<sup>17</sup>

These commitments are complemented and reinforced by the Gender Action Plan II<sup>18</sup> including in its objective 9 (Protection for all women and men of all ages from sexual and gender based violence in crisis situations); objective 14 (access to decent work for women of all ages); objective 17 (Equal rights and ability for women to participate in policy and governance processes at all levels). Regarding Children in Armed Conflict, the action will also follow the recommendations of the EU guidelines on Children and Armed conflict.

As noted in Addendum No. 2 to the National Indicative Programme (NIP) for Mozambique, the EU is firmly committed to support the country's path towards a lasting and inclusive peace. It was therefore decided to make available, within the focal sector 'Good Governance and Development', an indicative amount of EUR 50 million to accompany the country's efforts in the consolidation of the peace process. An additional EUR 12 million was made available in 2019 from the Instrument Contributing to Stability and Peace in the immediate aftermath of cyclones Idai and Kenneth in support of recovery, peace and stability. In August 2019, the EU-High Representative announced the final allocation of EUR 60 million at the signing ceremony of the Peace and National Reconciliation Accord.

### **1.3 Public Policy Analysis of the partner country/region**

Mozambique has ratified the main human rights conventions Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Convention on the Rights of the

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<sup>14</sup> See for example the 2006 EU Concept for Support to DDR <https://data.consilium.europa.eu/doc/document/ST-16387-2006-INIT/en/pdf>

<sup>15</sup> <https://www.consilium.europa.eu/media/37412/st15086-en18.pdf>

<sup>16</sup> <https://data.consilium.europa.eu/doc/document/ST-11031-2019-INIT/en/pdf>

<sup>17</sup> [https://tbinternet.ohchr.org/\\_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=118&Lang=EN](https://tbinternet.ohchr.org/_layouts/15/TreatyBodyExternal/Treaty.aspx?CountryID=118&Lang=EN)

<sup>18</sup> Gender Equality and Women's Empowerment: Transforming the Lives of Girls and Women through EU External Relations 2016-2020, SWD(2015)182 final of 21.9.2015.

Child, including the optional protocol on the involvement of children in armed conflict, and the Convention on the Rights of Persons with Disability). At regional level, the action will contribute to reinforce the obligations of Mozambique under the African Charter on Human and Peoples' Rights, art. 23.1 on the right to national and international peace and security, and to the Maputo Protocol (the Protocol to the African Charter on Human and Peoples' Rights on the Rights of Women in Africa).

The Accord for Peace and National Reconciliation (Maputo Accord) signed in August 2019 focuses primarily on the DDR of Renamo's armed wing, and defines the Government's and Renamo's responsibilities in this regard. It incorporates the Memorandum of Understanding (MoU) on Military Affairs agreed upon by both sides in August 2018. The international community's support to the current peace process is being coordinated through the Contact Group (CG), chaired by the (new) UN Personal Envoy. The other members of the CG are the EU, Botswana, China, Norway, Switzerland, the UK and the US.

The DDR exercise will deal with 5 221 (4964 men and 257 women)<sup>19</sup> Renamo combatants and initial activities started in Dondo with the registration of 300 male combatants<sup>20</sup>. Under the auspices of the mediator in the peace process, the Personal Envoy of the UN Secretary-General to Mozambique, a Secretariat in Support of the Peace Process (Secretariat) and a Basket Fund were established to support the implementation of the foreseen DDR exercise.

The Secretariat is an autonomous local entity and its administration, as well as the Basket Fund (Multi-donor Trust Fund (MDTF)), is managed by UNOPS from January 2020 onwards. The current donors of the MDTF are Canada, Finland, Germany, Ireland, Switzerland and the UK. The institutional framework for the implementation of the DDR is provided by the MoU annexed to the Peace Accord that establishes the Military Affairs Commission (MAC), which shall be assisted by three technical sub-groups (one woman included): Joint Technical Group on Placement (JTGP), Joint Technical Group on DDR (JTGDDR), and Joint Technical Group on Monitoring and Verification (JTG MV). The four groups are composed of representatives of the Government and of Renamo, while the JTGDDR also includes the International Component of military advisors and the Secretariat in Support of the Peace Process.

Up to now, the DDR has been budgeted at around EUR 14.7 million<sup>21</sup> only for covering immediate disarmament and demobilisation needs, including the provision of one-off insertion packages of essential items and up to one year's cash payments for each ex-combatant estimated up to October 2020. The Secretariat has provided administrative and technical support to the preparation for DDR, collected basic individual data (age, sex, literacy, etc) including family size and preferred occupation after demobilisation, gathered information on the districts of preferred reintegration. Nevertheless, beyond a few job creation activities in favour of former combatants, a complete reintegration strategy has not been elaborated by the Secretariat<sup>22</sup>.

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<sup>19</sup> Reconnaissance mission by the Joint Technical Group on DDR (JTGDDR) and the International Component of military advisors.

<sup>20</sup> This exercise consisted of the (confirmation of) registration of the birth of the combatants in order to issue their identity cards, demobilisation cards, opening of a bank account, and distribution of cell phones. The next step will be the distribution of the reinsertion packages valued at about USD 1 000.

<sup>21</sup> It goes up to EUR 15.5 million if including the costs for reintegration and reconciliation, of which USD 13.5 million are programmatic costs.

<sup>22</sup> The Secretariat has clear mandate on disarmament, demobilisation and reinsertion with an approved vision and strategy. The first two years, which are the objective of this action, will be focusing on this. In a second phase the Secretariat wish to assume a role of overseeing also the donors' activities on reintegration and reconciliation without assuming exclusively on funding and action. This is still a matter under discussion which has also to do with the capacity of the Secretariat and its legitimacy.

It is important to understand that this DDR process is related to an exiguous number of ex-combatants that did not adhere to the previous large demobilisation process realised after 1992 and led by the UN Operation in Mozambique (ONUMOZ), which despite many challenges, already demobilised almost 93 000 combatants (22 000 from Renamo).

The Maputo Accord is associated with an Amnesty law, unanimously passed by parliament at the end of July 2019, that assures a general amnesty for atrocities and violent criminal acts committed during military confrontations from 2014 until the signature of the peace agreement. President Nyusi, explicitly alluding to the past errors regarding DDR, appealed to his audience to avoid having fear of the other and to know to live together in the community. Because there is no national strategy on reconciliation, it is fundamental that community approach focuses specially on victims carefully taking into account the victim-perpetrator dynamics in the host communities where ex-combatants will be reintegrated.

Mozambique has positive documented experiences on the use of culture and cultural heritage in reconciliation activities. After the Rome Peace Agreement in 1992, two cultural initiatives to promote peace and reconciliation made headlines in Mozambique and beyond. The first one was the EU funded ballet *Ode à Paz*, a translation of the key elements of the Rome Agreement into a choreography produced by the National Sing and Dance Company while the second was the mini soap opera '*Não é preciso de empurrar*' ('There is space for everyone'), a nationwide TV series of seven episodes based on a script by writer Mia Couto. Symbolically, a clear link between culture and disarmament was traced also by the oeuvres of the famous sculptor Mabunda who sculpted returned weapons into art. He uses Kalashnikovs, rockets, pistols, and shell casing in order to make anthropomorphic figures out of the deconstructed weapons. By turning weapons into lifelike figures, Mabunda literally turns death into life. The Ministry of Gender, Children, and Social Action developed the National Action Plan on Women, Peace and Security (NAP 2018-2022)<sup>23</sup>. This aims at promoting women and girls' human rights in armed conflict and post conflict contexts. The Action will contribute to the NAP's overall objectives and will address specifically the objectives of reinforcing the fight against all forms of violence against women and girls in armed and non-armed conflict and integrating a gender perspective in all actions and strategies on conflict prevention and management. However, in its last concluding observations (2019) for Mozambique, the Committee on the Elimination of Discrimination against Women is concerned about the absence of information on whether the plan ensures the participation of women and civil society organisations (CSOs) at all stages of the post-conflict reconstruction process, in line with the women and peace and security agenda of the Security Council<sup>24</sup>. Therefore, the Action will make sure women's interest and participation, especially of those in the most vulnerable situation, are taken into account in all the activities of the programme.

Mozambique has also developed The National Action Plan on Disability, covering the period 2012–2019 to protect the rights of people with disability. Therefore, the action will contribute to the objectives of this plan by making sure capacities of people with disability will be reinforced by the programme.

#### **1.4 Stakeholder analysis**

The legitimacy of The Secretariat and its Multi-Donor Trust Fund is cemented by its inclusion in the document '*Structures for the implementation of the Maputo Accord for Peace and*

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<sup>23</sup> <https://www.peacewomen.org/action-plan/national-action-plan-mozambique>

<sup>24</sup> [https://tbinternet.ohchr.org/\\_layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/MOZ/CO/3-5&Lang=En](https://tbinternet.ohchr.org/_layouts/15/treatybodyexternal/Download.aspx?symbolno=CEDAW/C/MOZ/CO/3-5&Lang=En)

*Reconciliation*' as annex to the official Peace Accord and passed into national legislation by Parliament in August 2019.

All disarmament and demobilisation agreed to under the Accord will be supported through the MDTF and activities managed out of the Secretariat as well as the reinsertion for each ex-combatant based on: a) an in-kind package with construction materials and tools, agricultural tools and vouchers for seeds, clothing, toiletries and various domestic items (to the total value of about EUR 900 per package)<sup>25</sup>, and b) monthly cash payments for the period of one year following demobilisation, also with a total value of about USD 1 000. When necessary, the in kind package will be complemented by training.

With UNOPS taking over the administrative and accountability functions of the Secretariat, its status and role will be clarified. Efficiency and cost-effectiveness, transparency and accountability will be ensured in the design and staffing of the Secretariat as well as establishing and managing an effective monitoring and evaluation (M&E). Sharing information, allowing a participative and policy making Fund Board, communicating with all relevant stakeholders (including the ex-combatants) is critical and should be reinforced. In December 2019, the EU provided a technical assistance to the UNOPS with a rapid assessment of the Secretariat's areas that needs to be strengthened, a revision of all relevant documents (log-frame outcomes, outputs, indicators) and proposed a monitoring and evaluation system.

The Ministry of Gender, Children and Social Action of Mozambique and the National Human Rights Commission has not been particularly included on the recent peace talks and process. While the Ministry, through its National Institute for Social Action as specific social protection programmes, the National Commission has insufficient level of human, technical and financial resources to implement human rights policies.

The above-mentioned National Action Plan on Women, Peace and Security was drawn up by the Mozambican government in partnership with UN Women and the governments of Iceland and Norway. The Plan includes priority actions to be implemented by state institutions, civil society and cooperation partners in the context of women's participation in conflict management and resolution, assistance for displaced and refugee women, the prevention of violence and sexual abuse, and post-conflict reconstruction. By including an overall allocated budget and breaking down the budget by priority sections, the Mozambique government and other entities acknowledge the importance of resources in implementation

The Foundation for Community Development (FDC) is a well-known Mozambican NGO working mainly on nutrition, education, health and gender empowerment. Since 2018, in partnership with the South African association ACCORD and the Mozambican Institute for Multiparty Democracy (IMD), FDC is supporting the Women and Peace Movement that seeks to strengthen the participation of women in peace and reconciliation processes for social cohesion in Mozambique. In August 2018, the partners organised a national conference under the theme 'Women and Peace Movement: Women in Building Peace and National Reconciliation' bringing together around 200 women from all the provinces in Mozambique. FDC is currently collaborating with the EU implementing an 18-month project to promote the participation of economically active youth with leadership capacity in peacebuilding and stability actions in their communities.

PROPAZ (Platform Association for the Promotion of Peace composed by the main associations working on reintegration and directed by a woman ex-combatant) has successfully worked on reconciliation and reintegration from 1992 until 2005. It was able to

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<sup>25</sup> Packages are gender sensitive of women ex-combatant (e.g. skirts, locals wrap worn, reusable diapers...).

help women to overcome their traumas and was effective in managing local dialogue community groups on reconciliation and conflict prevention. With the end of the '92 DDR process, funding diminished as well as the support of Trocaire (Irish NGO) which was the intermediary back up. Nevertheless, PROPAZ has maintained its competences until now. PROPAZ is currently struggling to coordinate several small ex-combatants associations, particularly the Mozambican Demobilized Soldiers Association (AMODEG) and the Mozambican Association of Combatants with War Disabilities (ADEMIMO), which advocate for the rights of people with war disabilities in Mozambique and have a potential to engage in peace process initiatives.

COREM (Conference of Religions for Peace) is the only national organisation which gathers all religious confessions in Mozambique. Its explicit aim is to promote inter-religious dialogue and contribute to post-conflict peace consolidation and reconciliation. COREM puts a special emphasis on the consequences of the war on girls and women promoting the National Action Plan for Women, Peace, and Security and has been involved in the latest peace process since the beginning through the successful and EU-funded national conferences for peace and dialogue. COREM has a role in the peace process, it has enough political balance (directors come from both parties) and manages a medium-sized annual budget from different donors, such as Germany, UNICEF and UNESCO. The Christian Council of Mozambique (CCM) and the Commission on Justice and Peace of the Catholic Church are both associate with COREM and promote peace clubs in schools and at community level. During the first process of disarmament, CCM launched the famous initiative 'Transforming Arms to Ploughshares' and assisted in collecting and hauling away hundreds of unexploded rockets. It was through the same initiative that the famous artist Mabunda started to sculpt.

The Action proposes that both COREM and PROPAZ will participate in the Action and receive support for their internal structure and accountability.

Communities in conflict affected areas suffer from lack of economic opportunities. Most people are living in poverty and also, due to weak infrastructure and long distances, access to markets and basic social services is limited. In addition, especially in cases where the ex-combatants (and their families) have been away for a long period of time, it is possible that disputes about land access and use would occur. Moreover, the war exacerbated women's subjection and marginalisation. In particular, it increased their insecurities, vulnerabilities and exposed them to sex traders and different forms of violence. Class, age, marital status and personal life history determined the specific responses of individual women to the war but also, considering that many women combatted, produced divisions among women. Such tension necessitates work to build trust between women in the community and women ex-combatants when reintegrating the community. The Action proposes that, through a participatory and sensitive planning of economic investments and opportunities at district level, the communities, enhancing their rights, will be more able to facilitate ex-combatants' reintegration.

## **1.5 Problem analysis/priority areas for support**

The DDR agreed between Renamo and the Government needs to be accompanied by an effective institutional structure to manage and supervise the disarmament and demobilisation of all remaining armed elements in a participatory transparent and accountable way that provides for involvement of different stakeholders (women, youth, people living with disabilities). Facilitating and mediating between the various stakeholders, the Secretariat managed by UNOPS needs to establish the principles and processes and then move towards the implementation of agreed DDR procedures for the entire group. In its component 1, this Action proposes to participate in the Multi-donor Trust Fund managed by UNOPS

The Peace Accord does not have a pro-communities reintegration strategy and the provinces that planned to receive most ex-combatants were greatly affected both by the recent conflict and the 2019 Idai cyclone. Perceptions of exclusion from economic opportunities have contributed to social tensions and to incentives to engage in violence; it is thus important to develop economic activities for reintegration guided by the ‘do no harm’ and ‘leave no one behind’ principle, in a way that leads to social cohesion and inclusion of all ex-combatants, including women and persons with disability. Component 2 of the Action matches the ‘*Support to the consolidation of peace in Mozambique, Phase 1: local governance and early economic recovery*’ and will seek to achieve consensus around socially inclusive participation for the benefit of local communities, irrespective of partisan or other alignments.

The official resistance to visiting the past grievances precludes a holistic approach to reconciliation but does not prevent the need for and the implementation of other types of reconciliation activities, particularly at local level. The major issues of reconciliation have still to be addressed: reconciliation with the Mozambican history, with the ethnical and cultural diversity and within the two main political parties. In its component 3, the Action contributes to peace through conflict transformation activities with the intangible benefit of contributing to the healing of individuals, families and communities severely affected by conflict and no other means to address trauma. Specifically, the Action recommends developing a common methodology on local wisdom that can be used in communities’ symbolic spaces to share memories and develop common narratives as well as messages of reconciliation to be broadcast via radios, itinerant theatre and documentaries.

The Action’s crosscutting focus on empowering women in both local governance processes and in economic development activities. This aims not only to directly benefit female participants and their households but also to encourage the constructive influence of empowered women as contributors to peaceful outcomes despite often divergent tendencies among predominately male powerbrokers.

Another important issue is related to women ex-combatants. Many of the women in Mozambique received military training and held important roles, including deciding when and whether to evacuate the camp; leading through minefields; deciding in which direction to flee. Despite their important contributions, few were reported as fighters or dependents of male fighters or base commanders and therefore most were excluded from DDR. The Action will acknowledge that women and girls assume different roles in combat and therefore the definition of an ‘ex-combatant’ needs to be broadened to include women and girls who have not been armed but who have been actively involved in the conflict<sup>26</sup>.

Women’s involvement in armed groups has been considered as a form of empowerment and a transformation from traditional gender roles and the EU and its member states are actively seeking to increase women’s participation in all matters related to peace and security including into the security sector. This poses challenges in both the family and community for women during their reintegration as they might face stigmas and patriarchal/traditional structures that inhibit women’s successful reintegration. This necessitates training and sensitisation of male as well as female counterparts and community members. Psychosocial support and sexual and reproductive health needs must also be addressed in reintegration processes which must aim to combat gender stereotypes.

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<sup>26</sup> Virtual Discussion on Gender and Disarmament, Demobilisation & Reintegration Reintegrating Female Ex-Combatants: Good practices and lessons learned in the disarmament, demobilisation and reintegration of women and girls, INSTRAW, <https://trainingcentre.unwomen.org/instraw-library/2010-E-PEA-GLO-WE1-GDDR-VD-Summary-I.pdf>

In Mozambique there are around 500 000 people with disabilities and the Ministry of Gender and Social Action has a specific Action Plan for Assistance to Victims (PAAV) of mines on which the government has never reported. According to a study of the Westminster Foundation for Democracy in 2019<sup>27</sup>, the government has advanced policies but also profound and glaring gaps in implementation of these policies owing largely to limited resources, the prevalence of cultural norms that impede effective inclusion of persons with disabilities, and a growing, but relatively weak, environment of disabled people's organisations (DPOs).

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<sup>27</sup> Toward Inclusive Social, Economic, and Political Policies for Persons with Disabilities in Mozambique.

## 2 RISKS AND ASSUMPTIONS

Risks	Risk level H/M/L	Mitigating measures
The political situation following the recent elections could lead to a breakdown of the peace process, including the DDR. Small ex-combatant not fully adhere.	H	Support to disarmament and demobilisation should be interrupted. The community-based reintegration support and reconciliation activities of the Action would still be useful to enhance the resilience of communities affected by conflict, and it would enhance their ability to receive reintegrating combatants at a later point. Continued mediation of the contact group and huge visibility of the assistance available for ex-combatants should convince factions to retire.
The institutional set-up might not be able to cope in challenging political circumstances. The Secretariat might not assure full transparency and accountability.	H	Continued strong engagement of the Contact Group in the institutional and policy issues of the Secretariat and DDR operation. EU provides technical assistance to optimise the functioning of the Peace Fund and the Secretariat.
The list of 5 221 Renamo combatants to be demobilised is not based on a set of eligibility criteria. There is a risk that the list will be called into question later on during the process.	M	Clarifications to be requested to enhance transparency and risks to be discussed by/within the Contact Group.
The reinsertion package is not responsive to gender and disability. The eligibility criteria are based on a narrow definition of combatant which could exclude female ex-combatants who have not been armed but have played an active role in the conflict, and the reinsertion package does not respond to needs and interests of women and people with disabilities.	H	Capacity building of local CSOs who have been supporting women ex-combatants and people with disabilities. Integrate a gender expertise during the DDR process ensuring development and use of solid gender analysis and the systematic integration of a gender perspective.. Ensure that women as well as people with disabilities have access to information about the reinsertion package and benefit from services without discrimination.
Dominant political actors at local level may exclude citizens from participating in or benefiting from public programmes.	M	Support inclusive participation by local CSOs (including those representing women and people with disabilities) to strengthen social inclusion and to enable them to engage in the design, analysis, planning and conduct.
Political parties are unwilling to embrace the logic of a genuine national dialogue around reconciliation or will censor some of the outputs.	H/M	Political engagement at the highest level.

Unbalanced approach to reconciliation that does not take into account the rights of the victims to justice.	M	Women will have an equal share of benefits, activities, participation as their male counterparts, and their specific (and differentiated) needs and interests are taken into consideration. Particularly on the off farm economic activities and on the community approach for psycho-social support.
Land issues and risk of land conflict.	M	Linkages can be found with one component of the EU Support Programme to Non State Actors (PAANE II) working on land titles delivering to communities.
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>• The outcome of the October 2019 elections will not greatly affect the peace process and the DDR exercise will not stop.</li> <li>• The insurgency in Northern Mozambique is contained and stability/legitimacy of governance institutions, along with overall peace and physical security, continues in the project area.</li> <li>• Remaining decentralisation legislation is approved and the implementation of decentralisation policies continue.</li> <li>• All parties, including factions, are committed and have the political will (a) to proceed with the DDR processes and (b) to achieve nation building through an inclusive reconciliation process.</li> <li>• Trust and confidence will allow a transparent and open dialogue for the definition of the interventions.</li> <li>• Participation of civil society organisations, including women rights organisations, is respected by all the parties.</li> </ul>		

### 3 LESSONS LEARNT AND COMPLEMENTARITY

#### 3.1 Lessons learnt

The implementation of the General Peace Agreement of 1992 showed the impact of unequal distribution of power and the absence of immediate visible gains on the reintegration of demobilised combatants and soldiers. It also showed the importance of understanding the context and adapting the post-conflict programme approach to specific social and political dynamics in order to support peace processes and conflict mitigation at the local level.<sup>28</sup> This points to two generic lessons learnt of EU support to sustaining peace:

- Diplomatic/political presence and engagement is necessary to complement and reinforce financial assistance. The EU must continue to act as a political partner and challenge the perception that it is playing a primarily donor role in support of DDR and national reconciliation. Peacebuilding is a fundamentally political project and provision of assistance is not always conducive to peace.
- Adequate conflict analysis and continuous monitoring of developments is crucial in order to understand local dynamics and tailor assistance accordingly.

In the short-term, the most direct way to improve community resilience is to support small farmers to improve their productivity and adopt climate resilience crops. Hence, programmes at the local level should be closely linked to poverty reduction, especially community-based development promoting local empowerment and sustainable livelihoods. Also, support to former combatants and associates through community-based approaches, creates conducive

<sup>28</sup> ECDPM (2012) 'Glass half full: Study on EU lessons learnt in mediation and dialogue'. Request EEAS.K2.002.

conditions for their long-term reintegration and solutions to avoid tensions leading to future conflicts<sup>29</sup>.

Taking the lessons learnt of the EU support to the peace process in Colombia<sup>30</sup>, this programme will keep the momentum for reform focus on (a) the need for an inclusive peace where rural communities, women's religious and disability organisations will be key and, (b) accelerating the rhythm of implementation of measures in the rural regions that guarantee the transversal focus of human rights, gender, and guarantee the centrality of victims in peacebuilding efforts.

### **3.2 Complementarity, synergy and donor coordination**

As noted, a Contact Group, led by the UN Personal Envoy and comprised of the EU, Botswana, China, Norway, Switzerland, the UK and the US, supports the peace process. Beyond this group, broader in-country donor coordination is expected through the Cluster I of the Development Cooperation Partners (DCP) on 'Consolidation of National Unity, Peace and Sovereignty'. Within this cluster the only existing working group is for elections.

The ongoing Instrument contributing to Stability and Peace (IcSP) exceptional Assistance Measure 'Supporting recovery, peace and stability after cyclones Idai and Kenneth' (EUR 10 million) has prepared the ground for this Action. With regard to the disarmament and demobilisation process, EU assistance was provided to the Secretariat for the establishment of assembly points by the provision of tents as well as the delivery of 157 reinsertion kits (EUR 200 000). Furthermore two main objectives of this IcSP programme are of particular relevance for the national reconciliation programme and for the strengthening of community resilience:

- Strengthen the resilience of children and communities in cyclone-affected areas through equitable and inclusive learning opportunities in safe environments in cyclone-affected areas (EUR 7 000 000).
- Increase economic activity for young people as well as their capacity to engage with local communities and authorities on youth inclusion and peace (EUR 1 300 000).

A further IcSP measure to enable an immediate EUR 2 million support to the MDTF of the Peace Support Secretariat has been approved. This action, '*Support to the initial phase of the disarmament, demobilisation and reintegration (DDR) process*', will contribute to the first phase of the registration, disarmament and demobilisation of former combatants and the return of former combatants to their communities through initial temporary assistance.

All these IcSP initiatives should be considered as the initial driving measures to support the peace process, timely followed and completed by the present Action.

The '*Support to the consolidation of peace in Mozambique, Phase 1: local governance and early economic recovery*', to be implemented through UNCDF, the Austrian Development Agency and the Italian Cooperation, will contribute towards the consolidation of peace in Mozambique, enhancing inclusive local governance in conflict affected districts (Sofala, Tete and Manica) and improving the livelihoods of rural communities with a special focus on women, youth and disadvantaged groups. According to the data already furnished by the

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<sup>29</sup> See among others, Alder (2002) Making old soldiers fade away: Lessons from the reintegration of demobilized soldiers in Mozambique.

<sup>30</sup> Evaluating EU efforts to support peace in Colombia, EPRS | European Parliamentary Research Service, May 2019.

Secretariat, the number of communities that will receive returnees is bigger than the one covered by this Action<sup>31</sup>.

The EU Support Programme to Non State Actors (PAANE II) started in 2018 in Sofala, Tete, Inhambane, Cabo Delgado and Niassa and aims at promoting dialogue between Civil Society Organisations (CSOs) and local and national authorities. PAANE covers some areas that are of particular importance for this Action such as the civil society participation to Consultative Councils, Development Observatories, PESOD and PES (the local document policy plans) and the citizen social audits. The EU call for proposals on human rights and civil society support has a focus on the regions where conflicts exist and offers the possibility to work on access to justice, particularly for violence against women and land related issues.

The Spotlight Initiative ‘*Accelerating Prevention and Response to Sexual and Gender-Based Violence and Early Marriage for Adolescent Girls and Young Women (ages 10-24) in Mozambique*’ also covers one of the provinces most affected by the conflict, Manica. Spotlight Mozambique will support, in particular, interventions to address sexual and gender-based violence and harmful practices and its linkage with the sexual and reproductive health rights.

Particularly relevant for this Action would be some footage from the EU funded TV documentary series ‘From War to Peace’ about the history of Mozambique since its independence up to the first free elections (1975-1994). This 23-episode series includes interviews with agents and victims of the civil war that might provide the basis for some reconciliation activities, such as the community dialogues and the community women’s groups. It could also provide basic scripts for the itinerant theatre.

The ‘Escola da Paz’ (Peace School) implemented in Gorongosa by Helpcode with EU funding has trained facilitators and teachers to engage in the promotion of a culture of peace.

For the purpose of ensuring complementarity, synergy and coordination, the Commission may sign or enter into joint donor coordination declarations or statements and may participate in donor coordination structures, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union.

## **4 DESCRIPTION OF THE ACTION**

### **4.1 Overall objective, specific objective(s), expected outputs and indicative activities**

#### **Overall objective**

Consolidate the peace process in Mozambique

#### **Specific objectives**

1. Ex combatants, including women, are disarmed, demobilised and reinserted.
2. Strengthened resilience of the communities affected by conflict and where demobilised combatants are reintegrating.
3. A nationwide reconciliation initiative is implemented.

#### **Expected Results**

##### **Specific objective 1:**

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<sup>31</sup> More details are being elaborated on where the 5 221 combatants will go, once demobilised. Information collected and shared by the Secretariat thus far shows that the largest number is likely to settle in Sofala (25%). Of the combatants, more than 80% are indicating rural districts as their preferred reintegration locations, with only 10-15% wishing to settle in provincial capitals or other urban centres.

1.1 Combatants are received in the assembly areas and disarm.

1.2 Combatants are demobilised.

1.3 Combatants are reinserted.

Specific objective 2:

2.1 Enhanced capacities for responsive, inclusive, climate smart and gender sensitive planning and budgeting in selected districts and rural municipalities (output 1.2, peace phase 1).

2.2 Enhanced public investment and conflict-sensitivity service provision in selected districts and rural municipalities (output 2.1, peace phase 1).

2.3 Income generation and resilience of targeted communities improved (outputs 2.2 and 2.3, peace phase 1).

Specific objective 3:

3.1 A co-ordinated approach and common framework for national reconciliation is broadcast by culture and sport.

3.2 Safe and inclusive spaces for community dialogue, people with disabilities, orphans and women's groups set up and functioning.

3.3 Peace civil society platforms are able to represent their constituents and involved in conflict transformation activities, which also aim at sustaining conflict prevention.

**Main Activities**

Main activities will indicatively include:

Specific objective 1: Contributing to the Multi-donor Trust Fund to sustain the successful disarmament, demobilisation and reinsertion of all former combatants, including women former combatants (based on a broader and more inclusive definition of combatant, avoiding 'one-size-fits-all' model for reintegration); support the operational and technical capacity of the Peace Secretariat for issuing the reinsertion packages, making reinsertion payments and facilitating the transport of the ex-combatants to the community of their choice. Specific measures will be designed to support reinsertion of female ex-combatant as well as ex-combatants with disability. It further includes supporting the Secretariat in setting up and managing effective and transparent Management & Information and Monitoring & Evaluation systems, including registration, verification, conducting a baseline survey and follow-up surveys, monitoring of activities and impact; as well as operating an effective information, sensitisation and communication system with the ex-combatants and all other relevant stakeholders. All data should be disaggregated by sex, age and disabilities. The action will also support and seek complementarity with accountability measures developed by other donors on access to justice for victims or survivors of the conflict, especially for people in the most vulnerable situations.

Specific objective 2: By topping up the initiative of the peace programme phase 1, the activities under this objective will support the reintegration phase extending the economic recovery strategy to the communities hosting ex-combatants. Train and assist local governments and rural municipalities for inclusive participatory planning and budgeting ensuring the active contribution of women, youth, people with disabilities and groups in the most vulnerable situations, including victims of conflict; reinforce the capacity of local communities to hold governments accountable for the efficient use of local resources, including land; finance small-scale social and economic infrastructure (such as market feeder roads, small-scale irrigation systems, farm produce aggregation/trading centres); promote climate smart agricultural practices such as short-duration, drought resistant annual crop

varieties; assist processors, traders and service providers to develop new business with a special focus on opportunities for women and disadvantaged groups; establish or strengthen farmer organisations to access services and markets, with a specific focus upon women's associations. Implementing partners should pay special attention to existing similar activities, especially the existing State rural development programme, in the targeted districts and favour collaboration, while preventing duplication.<sup>32</sup> The project will seek cooperation with the National Association of Municipalities in Mozambique (ANAMM) that represents local authorities and gives support through studies, trainings, exchanges of experiences and technical assistance.

Specific objective 3: development of a common methodology that can be used in national reconciliation activities and in community fora undertaken by civil society and faith-based organisations, elaborate a nationwide reconciliation programme on culture and sport to be broadcast on radios and TV, theatre campaigns, arts exhibition, concerts, sports competitions; digitalisation of performances to produce documentaries that can later be widely distributed in schools and other institutions at district and province level; to train community facilitators, including women and people with disabilities, on the common framework, methodologies and tools and to monitor their activities, as well as to support them promoting conflict transformation dialogues and activities, including the different ways war affected women and children, particularly conflict-related orphans and women ex-combatants, and women suffering from the legacies of SGBV; assistance to the victims or to their associations; provide technical assistance to build the institutional capacity of ex-combatant CSOs platform; train and use ex-combatants in reconciliation activities, support faith-based organisation initiatives. There will be also specific attention to safe spaces for men to reflect on their experiences and deconstruct the gender roles associated with masculinity and violence (especially for ex-child/boy-combatant).

## **4.2 Intervention Logic**

The basic rationale for the intervention is to contribute to the successful implementation of the Maputo Peace Accord by providing direct benefits to the listed former combatants, expanding the economic and social recovery activities to the communities hosting former combatants and affected by conflict, and by strengthening some of the conditions for national reconciliation and conflict prevention, including a rights-based approach and gender responsiveness to the DDR process. Specific objective 1 focuses on the disarmament and demobilisation phase including the delivery of the insertion kits and subsidies for reinsertion.

Specific objectives 2 and 3 are community based. Economic activities will be participatory planned and supported in the hosting communities facilitating the reintegration of men and women ex-combatants while reconciliation will cover cultural campaigning, support to the victims and to the civil society organisations (faith-based, ex-combatants, CBOs)

Beside the direct support to the DDR process by the component 1, this Action is focused on supporting the hosting communities, their livelihoods and peaceful and inclusive development. The premise of the Action is that

- effective provision of demobilisation support, including immediate benefits at the moment of reinsertion, through the international Peace Support Secretariat that will be the most transparent and efficient way to implement DDR provisions of the Maputo Accord.

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<sup>32</sup> It is likely that some of the NGOs being funded by PAANE may be already developing some of these activities in targeted districts. In this case, the implementing partners of this Action should co-ordinate with them in order to avoid duplication and in order to ensure consistency of approaches.

- more inclusive, conflict sensitive and gender responsive planning and implementation of rural development investments will lead not only to improved livelihoods but also to greater social cohesion in communities where ex-combatants settle.
- reconciliation activities will contribute to reducing tensions and conflict within communities and can be scaled up to a national level, and will help the healing of the trauma caused by the conflict.

It is assumed that the combination of economic benefits and conflict transformation activities will translate into tangible peace dividends, in the form of better livelihoods and income growth with the intangible added benefit of contributing to the healing of people and communities severely affected by conflict and with no other means to address trauma.

The Action will pay special attention to the role of women (including ex-combatants), orphans, ex-children-combatants, people with disabilities and other victims of war, on the assumption that if their role as economic agents is enhanced in an inclusive and sustainable way, this will enable them to become agents for peace and reconciliation. Community planning and community management of common resources and services, including land, is recommended as a complementary activity in the *'Support to the consolidation of peace Phase 1: local governance and early economic recovery programme'* because this will allow the most efficient attainment of the overall goals by using existing project delivery modalities.

Building on previous approaches to reconciliation in Mozambique, a programme based on local culture and wisdom, promoted through cultural and sports events and in close collaboration with faith-based organisations, ex-combatants and vulnerable groups in the communities, offers an entry point for discussing national reconciliation in a non-threatening manner.

### 4.3 Mainstreaming

**Resilience and conflict sensitivity:** The central focus of the Action in every dimension is oriented around reducing conflict and strengthening resilience at the community, provincial and ultimately national level in Mozambique. The EU Institute for Security Studies' report *'Conflict Prevention in Mozambique'* of April 2019<sup>33</sup> acknowledges the combination of old and new dimension of conflict in Mozambique and identifies resilience initiatives as effective activities for conflict prevention.

**Gender:** The promotion of gender equality and women's empowerment is a key feature of the Action, not only due to the specific roles that girls and women have in families and communities but also due to the different ways they are affected by conflict or involved in it. Also, about 5% of the listed Renamo combatants to be demobilised are women. The Action will carefully monitor and foster the participation of women in community committees, fora, and activities. Gender equality and women's empowerment play an even greater role in support to farming and off-farm income sources. Female informal or formal associations will also get priority concerning support with agricultural input and knowledge transfer. Women's access to productive assets, in particularly land, will be re-enforced and female led micro enterprises targeted in value chain development. Women play a crucial role in peace promoting and reconciliation activities and the Action also recommends the setting up of women's only community fora to address issues relating to gender-based violence (GBV), be it conflict related or not.

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<sup>33</sup> [https://www.iss.europa.eu/content/conflict-prevention-mozambique#\\_introduction](https://www.iss.europa.eu/content/conflict-prevention-mozambique#_introduction)

**People with disabilities:** people with disabilities might probably be the most vulnerable group in Mozambique. One legacy of 16-year civil war was the amputees due to landmines, estimated at about 8 000. Adding to this, poor health services mean that limbs injured in accidents are amputated rather than restored. Cultural rites relating to traditional alcoholic drinks<sup>34</sup> distilled in poor hygienic conditions, glaring sun, and poor ophthalmological facilities leave ca. 100,000 people blind in Mozambique and almost 1 million with visual impairments, from mild to severe; there are around 300 000 deaf people in Mozambique. The Action recommends that people with disabilities are included in all activities, particularly those relating to national reconciliation. The design of the national reconciliation programme should include input and collaboration from Humanity & Inclusion in order to ensure the programme has an inclusive design.

**Human rights:** Activities directly or indirectly contribute to several human rights: the right to equality, freedom from discrimination, freedom of opinion and information, participation in government and in free elections, rights for work and rights for adequate of living conditions. On the other hand, the right of victims to truth, justice and reparations are not recognised in the Maputo Accord. Project implementing partners and other collaborating organisations should be trained to ensure that the Action does not induce any impairment of human rights or contribute to exclusion and marginalisation especially of demobilised combatants, women, people with disabilities, youth and political minorities.

#### **Disadvantaged and marginalised groups – ‘Leave no one behind’**

A working definition used for the purpose of this Action, disadvantaged or marginalised groups and individuals are those with limited scope for participating in decision-making processes due to their political affiliation; the extremely poor; the physically challenged, including the elderly and chronically sick; former combatants, particularly female combatants; female-headed households. The Action should pay special attention to households headed by orphans or hosting orphans, ensuring these have priority in access to knowledge and technical support, including vocational training scholarships. The Action will support the activities planned in the ‘Support to the consolidation of peace in Mozambique, Phase 1: local governance and early economic recovery’ programme to address this population and will include vulnerable groups in the design of activities outside the ‘Support to the consolidation of peace in Mozambique, Phase 1: local governance and early economic recovery’ programme.

#### **4.4 Contribution to Sustainable Development Goals (SDGs)**

This intervention is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG 16: *Promote peaceful and inclusive societies for sustainable development*. SDGs 1. - *Ending Poverty in all its forms everywhere*, 2. *End hunger, achieve food security and improved nutrition and promote sustainable agriculture* and 5. *Achieve gender equality and empower all women and girls*, are also relevant to the Action.

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

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

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<sup>34</sup> <https://allafrica.com/stories/201501122464.html>

## **5.2 Indicative implementation period**

The indicative operational implementation period of this Action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 60 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 Decision and the relevant contracts and agreements.

## **5.3 Implementation of the budget support component**

N/A

## **5.4 Implementation modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>35</sup>.

### **5.4.1 Grants: (direct management)**

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

As part of this Action related to Specific objective 3, the implementation would be carried out through a CSO responding to an open call for proposals.

This will be a single grant with the objective of selecting a CSO in order to co-ordinate a common framework for national reconciliation broadcast by culture and sport; create and support safe and inclusive spaces for community dialogue, orphans, people with disabilities and women's groups and support peace platforms of ex-combatants and faith-based organisations in their constituency and transformation activities. Sub granting could be the main objective of the Action. Eligible activities must relate to conflict transformation and peace promotion be rights and gender responsive and include elements of local culture and wisdom. People living in the most vulnerable situations should be included in the activities, including trainers and facilitators.

#### **(b) Type of applicants targeted**

In order to be eligible for this grant, the lead applicant must be a non-profit-making and a non-governmental organisation (NGO), or a consortium of thereof, with experience in the field of reconciliation, peace promotion and conflict transformation. The selected applicant should have several years of experience in this field and working experience in different parts of the world and ideally in Mozambique. The successful applicant must have administrative and financial capacity to provide both support and manage various sub-grants awarded to smaller local NGOs. Guidelines should be drafted stressing the need for close co-ordination with ex-combatant organisations and faith-based organisations, in order to bring them into a single framework of approaches to reconciliation activities.

### **5.4.2 Indirect management with an international organisation**

A part of this action related to Specific objective 1 may be implemented in indirect management with UNOPS.

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<sup>35</sup> 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.

The Action will contribute to the Multi-donor Trust Fund (MDTF) managed by UNOPS via the Secretariat in Support of the Peace Process (the Secretariat) which is legally responsible to carry out the disarmament, demobilisation and reinsertion exercise.

This implementation entails the responsibility for enhancing public investment and the income generation activities (results 2.2 and 2.3).

The envisaged entity has been selected using the following criteria:

The Secretariat is specifically mentioned in the Peace Accord as the implementing agency for DDR, and has an oversight structure (Contact Group) in which the EU is represented. UNOPS would be responsible for procurement and grant award procedures, and awarding, signing and executing the resulting procurement and grant contracts.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

#### **5.4.3 Indirect management with a Member State Organisation**

A part of this action related to Specific objective 2 may be implemented in indirect management with the Italian Agency for Development Cooperation-AICS for the provinces of Tete and Manica .

The Action will contribute to extend to the communities hosting ex-combatants the activities foreseen in the ongoing action: *'Support to the consolidation of peace in Mozambique, Phase 1: local governance and early economic recovery'*.

This implementation entails the responsibility for enhancing public investment and the income generation activities (results 2.2 and 2.3). AICS would carry out procurement and grant award procedures, and awarding, signing and executing the resulting procurement and grant contracts, notably accepting deliverables, carrying out payments and recovering the funds unduly paid. AICS will remain always accountable towards the EU in respect of the implementation of this part of the Action.

The envisaged entity has been selected using the following criteria:

- AICS is already implementing phase 1.
- AICS has the technical capacity and local experience to provide capacity building services for participatory local governance and local economic development in rural districts. More specifically, AICS has been implementing actions in the Provinces of Manica and Tete for several years and they have a good knowledge of the local context and maintain strong working relationships with provincial and local governments, civil society and private entities in the target provinces.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

#### **5.4.4 Indirect management with a Member State Organisation**

A part of this action related to Specific objective 2 is implemented in indirect management with the Austrian Development Agency-ADA (for the province of Sofala).

The Action will contribute to extend to the communities hosting ex-combatants the activities foreseen in the ongoing action: *'Support to the consolidation of peace in Mozambique, Phase 1: local governance and early economic recovery'*.

This implementation entails enhancing public investment and the income generation activities (results 2.2 and 2.3). ADA would carry out procurement and grant award procedures, and awarding, signing and executing the resulting procurement and grant contracts, notably accepting deliverables, carrying out payments and recovering the funds unduly paid. ADA will remain always accountable towards the EU in respect of the implementation of this part of the Action.

The envisaged entity has been selected using the following criteria:

- ADA is already implementing phase 1.
- ADA has the technical capacity and local experience to provide capacity building services for participatory local governance and local economic development in rural districts. More specifically, ADA has been implementing actions in the province of Sofala for several years, they have a good knowledge of the local context and maintain strong working relationships with provincial and local governments, civil society and private entities in the target provinces.

In case the envisaged entity would need to be replaced, the Commission's services may select a replacement entity using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

### 5.5 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 products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

### 5.6 Indicative budget

<b>Budget Headings</b>	<b>EU contribution (in EUR)</b>	<b>Indicative third party contributions (in EUR)</b>
<b>Specific Objective 1 - disarmament and demobilisation</b>	<b>2 000 000</b>	
5.4.1 Indirect management with UNOPS	2 000 000	12 700 000 <sup>36</sup> (including IcSP contribution of EUR 2 million and other MDTF donors)
<b>Specific Objective 2 - Community reintegration</b>	<b>3 000 000</b>	
5.4.2. Indirect management with AICS	1 500 000	
5.4.2 Indirect management with ADA	1 500 000	
<b>Specific Objective 3 - National Reconciliation</b>	<b>3 500 000</b>	

<sup>36</sup> Cost for Reinsertion package (subsidies and kits) is estimated at USD 10 700 000, while operational costs for the Secretariat from Jan 2020 onwards are estimated at CHF 5 500 000.

5.4.4 Grant (direct management)	3 500 000	
<b>Monitoring (5.8) - Evaluation (5.9) –</b>	<b>450 000</b>	
<b>Audit/Expenditure verification (5.10)</b>	<b>50 000</b>	
<b>Communication and visibility (5.11)</b>	<b>200 000</b>	
<b>Contingencies<sup>37</sup></b>	<b>800 000</b>	
<b>TOTAL</b>	<b>10 000 000</b>	<b>12 700 000</b>

## 5.7 Organisational set-up and responsibilities

This Action contains 3 separate yet interlinked components, with already established different set-ups that will be maintained.

Under specific objective 1, the Peace Support Secretariat will be headed by the Personal Envoy of the Secretariat General of the UN who will be the link with the Contact Group and the Technical Committees. The Board is the governing body of the Basket Fund and provides guidance to the delivery of the project and to the Secretariat in the performance of its functions. The Board comprises the UN Personal Envoy of the Secretary-General, a representative of UNOPS and a representative of the donors that will change yearly. This donor representative commits to faithfully represent the recommendations and advice of the group of participating donors to the Basket Fund which will be reunited in a specific donor's coordination group.

UNOPS and the Secretariat will prepare and distribute progress reports regarding the management of the basket fund. Currently, consultations and technical assistance are ongoing for the fine tuning of such structure. The roles of the Secretariat and UNOPS are very detailed in the UNOPS action agreement. The Secretariat will:

- Continue to support the existing Commissions and working groups emanating from the peace process;
- Assist in developing the technical capacities, skills and knowledge for all the key actors to uphold the consensus reached under the agenda on Military Affairs and successfully undertake activities required to deliver the roadmap for DDR;
- Engage with contributing partners and provide technical and administrative support to the Board of the Basket Fund with updates of the work plan, project proposals, coordination, report consolidation and monitoring and evaluation.

UNOPS will:

- Manage the Basket Fund and provision of administrative and operational services that include personnel contract management, procurement, logistics, financial control and reporting;
- Negotiate and sign Bilateral Financing Agreements with donors, sign the contract and disburse financing to implementing partners;

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<sup>37</sup> The peace process has just started and many unexpected events can occur during the implementation. A substantial amount in the contingencies is foreseen to cover unforeseen events, in order to guarantee achieving the objectives of the programme.

- Provide regular reporting, on the fiduciary aspects of Fund management, including the status of accounts (projections on resource mobilisation for the purpose of planning, actual deposits, funding allocations to projects) and the status of the projects (fiduciary status of individual projects, and of the Secretariat's operational account).

The partners of the specific objective 2, through its affiliation with the '*Support to the consolidation of peace in Mozambique, Phase 1: local governance and early economic recovery*' programme, will use the same organisational structure foreseen in such initiative: National Steering Committee and a Programme Technical Committee.

As part of the specific objective 3, it should establish a Technical Committee with representatives of ex-combatants, faith-based platform, the successful applicant of the open call, and a representative of the EU Delegation and the National Authorising Officer (NAO). This committee should meet every six months to discuss the overall implementation of this activity, based on the implementation plan and the established indicators. Eventually, a representative of the competent Ministry (Gender and Social Action or Culture and Youth) could be invited to attend.

The EU is supporting a number of interventions supporting the peace process and the main affected areas. Nevertheless, a single comprehensive structure that oversees and ensures complementarity amongst all the programmes is still not in place. This technical structure will be discussed and established together with NAO, right after the signature of the 3 Financing Agreements implementing the EU support to the Peace Process.

## **5.8 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 direct outcomes) as measured by corresponding indicators, using as reference the Logframe matrix (for project modality).

All monitoring and reporting shall assess how the action is taking into account the rights-based approach working principles (i.e. participation, non-discrimination, accountability and transparency) as well as how it contributes to gender equality and women's empowerment.

Reports 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 EU will undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the EU, on behalf of the NAO, for independent monitoring reviews.

## **5.9 Evaluation**

Having regard to the importance of the action, a mid-term and final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission. The evaluation team will benefit from gender and human rights expertise.

The mid-term evaluation will be carried out for learning purposes, in particular with respect to the needs of readdress the activities following the ultimate news of the peace process

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision). Evaluations shall assess to what extent the rights-based approach working principles (i.e. participation, non-discrimination, accountability and transparency) as well as gender equality and women's empowerment have been applied. In this regard, expertise on human rights and gender equality will be ensured in the evaluation teams.

The Commission shall inform the implementing partner at least 15 days in advance of the dates foreseen 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 shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract.

#### **5.10 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.

It is foreseen that audit services may be contracted under a framework contract.

#### **5.11 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.

For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union.

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.

It is foreseen that a contract for communication and visibility may be contracted for a part or all communication activities under a framework contract.

## **6 PRE-CONDITIONS**

N.A.

## APPENDIX - INDICATIVE LOGFRAME MATRIX <sup>38</sup>

The indicative logframe matrix will evolve during the lifetime of the Intervention. The activities, the expected outputs and related indicators are indicative and may be updated during the implementation of the Intervention as agreed by the parties (the European Commission and the implementing partner/s).

	<b>Results chain: Main expected results (maximum 10)</b>	<b>Indicators (at least one indicator per expected result)</b>	<b>Sources of data</b>	<b>Assumptions</b>
<b>Impact</b>	Consolidate the peace process in Mozambique	Country ranking according to the Political Stability and Absence of Violence Dimension of the Worldwide Governance Indicators**	<ul style="list-style-type: none"> <li>• Media reports</li> <li>• Government Reports</li> <li>• Communities witness</li> </ul>	<ul style="list-style-type: none"> <li>• Stability and legitimacy of national governance institutions at all levels</li> <li>• No major disaster affecting the target region</li> <li>• Key stakeholders link improved social and economic development to peace.</li> <li>• The August Peace Agreement is not called into question</li> </ul>

<sup>38</sup> Mark indicators aligned with the relevant programming document mark with '\*' and indicators aligned to the EU Results Framework with '\*\*'.

<p><b>Outcomes</b></p>	<p><b>1. Ex combatants, including women, are disarmed, demobilised and reinserted</b></p> <p><b>2. Strengthened resilience of the communities affected by conflict and where demobilised combatants are reintegrating</b></p> <p><b>3. A nationwide reconciliation initiative is implemented</b></p>	<p>1.1. Number of ex-combatants having abandoned an armed group (disaggregated by sex and age)</p> <p>1.2. Number of ex-combatants that went back into their communities after giving up arms (disaggregated by sex and age)</p> <p>1.3. Number of individuals directly benefiting from EU supported interventions that specifically aim to support civilian post-conflict peace-building and/or conflict prevention** (EU RF 2.28)</p> <p>2.1 (%) of decentralised investment resources allocated for the improvement of infrastructure and services that benefit the most vulnerable populations in the targeted communities (disaggregated by sex, age and disability).</p> <p>2.2 % of people who gained access to improved infrastructures and services (disaggregated by sex, age and disability)</p> <p>2.3 Annual average income of smallholder farmers when compared to control groups (disaggregated by gender and targeted disadvantaged groups).</p> <p>3.1 Perception that violence is not legitimate or effective</p> <p>3.2 Ex-combatants, Community based organisations and faith-based platforms are trustful and supportive of the peace progress</p>	<ul style="list-style-type: none"> <li>• Secretariat and Military Technical Groups</li> <li>• Community survey</li> <li>• Government Reports</li> <li>• INE statistics</li>   <li>• District plans and budget reports and statistics</li>   <li>• Less reported violent incidents in communities</li> <li>• Survey</li> <li>• Platforms action plans</li> <li>• Number of vulnerable groups and ex-combatants associated to the action</li> </ul>	
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<b>Outputs</b>	1.1 Combatants are received in the assembly areas and disarm	1.1 Number of ex-combatants disarmed and registered at the assembly areas, desegregated by sex, age and disability	MIS system of the Peace Secretariat	Renamo willing and able to totally demobilise all its armed elements
	1.2 Combatants, are demobilised	1.2 Number of ex-combatants who receive an identification document and fiscal number, open a bank account and are inscribed for reintegration with the support of the action, desegregated by sex, age and disability	MIS system of the Peace Secretariat	
	1.3 Combatants are reinserted	1.3 Number of ex-combatants who receive the reinsertion package, receive up to 12 month of monetary assistance and return to their communities with the support of the action desegregated by sex, age and disability 1.3.2 Reinsertion packages are adapted to the different needs of women, men and people with disabilities	MIS system of the Peace Secretariat  Requirement specification document integrate specific measures to respond to needs of women ex-combatants and groups in vulnerable situation	
	2.1 Enhanced capacities for responsive, inclusive, climate smart and gender sensitive planning and budgeting in selected districts and rural municipalities (output 1.2, peace phase 1)	2.1. Number of District Strategic Development Plans (PEDD) and Annual plans and budgets (PESOD) developed with the support of the action through inclusive participation and gender responsive budgeting, approved, and being transparently implemented.	PEDD and PESOD	The DDR exercise will proceed as planned

	2.2 Enhanced public investment and conflict-sensitivity service provision in selected districts and rural municipalities (output 2.1, peace phase 1)	2.2. Number of public investment projects identified through participatory (measuring the number of rights-holders consulted) planning approved and transparently implemented by district governments.	Provincial and District planning and implementation reports.  District Service for Economic Activities (SDAE)  Provincial Directorate of Agriculture and Food Security (DPASA) quarterly activity and production reports	
	2.3 Income generation and resilience of targeted communities improved (outputs 2.2 and 2.3, peace phase 1)	2.3.1 Number of smallholders supported by the action disaggregated by sex, age and disability) .	Annual reports compared to baseline.  SDAE/DPASA quarterly activity and production reports.  Ministry of Agriculture and Food Security (MINASA) and INE statistics.	
	3.1 A coordinated approach and common framework for national reconciliation is broadcast by culture and sport	3.1.1 # of trained facilitators with the support of the action (disaggregated by sex, presence of orphans and people with disabilities) in conflict transformation 3.1.2 # of published manuals and messages broadcasted in each local language via community radios with the support of the action 3.1.3 # of theatre performances, videotapes, sports events and art exhibitions organised with the support of the action	Baseline report  Media reports	Relevant training and effective monitoring of facilitators

	<p>3.2 Safe and inclusive spaces for community dialogue, people with disabilities, orphans and women's groups set up and functioning;</p>	<p>3.2.1 # of conflict transformation activities  3.2.2 # of community groups created  3.2.3 # of meetings approaching gender-based violence, masculinities, female ex-combatants and support to orphans  3.2.4 # of people with disabilities and orphans engaged in the activities  3.2.5 change in attitude</p>	<p>Project evaluation reports   National and district statistics   Survey</p>	<p>None of the activities or outputs will be censored   Debates starting with mundane community problems will evolve into deeper conflict analysis</p>
	<p>3.3 Peace civil society platforms are able to represent their constituents and involved in conflict transformation activities, which also aim at sustaining conflict prevention</p>	<p>3.3.1 # of conflict transformation activities organised by the platforms with the support of the action  3.3.2 # of platforms having an action plan, annual budget and signing a conduct code (including condemnation of sexual harassment and abuse, and discriminatory attitudes and practices)  3.3.3 # of women and persons with disability participating in the activities organised by the platforms (as actors, not beneficiaries)</p>	<p>Technical Assistance Reports  Baseline report  Project evaluation reports</p>	<p>Project evaluation reports  Statistics by the Provincial Directorates of the Ministry of Combatants</p>