



Council of the  
European Union

Brussels, 10 August 2022  
(OR. en)

11772/22

LIMITE

COPS 378  
CFSP/PESC 1063  
COAFR 201  
POLMIL 183  
RELEX 1089  
EUMC 265  
CSDP/PSDC 509  
EPF AM 70  
EUTM MOZ 7

#### COVER NOTE

From:	European External Action Service
To:	Delegations
Subject:	Recommendation for support to the SADC Mission in Mozambique (SAMIM) under the Assistance Measure taking the form of a general programme for support to the African Union under the European Peace Facility for the period 2022-2024

**DOCUMENT PARTIALLY ACCESSIBLE TO THE PUBLIC (03.10.2022)**

Delegations will find attached document EEAS(2022)1437.

Encl.: EEAS(2022)1437

**EEAS (2022) 1437**  
*Limited*

EUROPEAN EXTERNAL ACTION SERVICE



ISP

**Working document of the European External Action Service**

**of 09/08/2022**

<b>EEAS Reference</b>	<b>EEAS(2022) 1437</b>
<b>Distribution marking</b>	<b>Limited</b>
<b>To</b>	<b>PSC</b>
<b>Title / Subject</b>	<b>Recommendation for support to the SADC Mission in Mozambique (SAMIM) under the Assistance Measure taking the form of a general programme for support to the African Union under the European Peace Facility for the period 2022-2024</b>
<b>Ref. prev. doc.</b>	<b>N/A</b>

**Recommendation for support to the SADC Mission in Mozambique (SAMIM) under the Assistance Measure taking the form of a general programme for support to the African Union under the European Peace Facility for the period 2022-2024**

## **1. Summary**

The African Union (AU) Commission has endorsed a request from the Southern African Development Community (SADC) for EUR 15 million in support to the military component of the SADC Mission in Mozambique (SAMIM), to be provided under the Assistance Measure taking the form of a general programme for support to the AU under the European Peace Facility (EPF) for the period 2022-2024.<sup>1</sup>

In light of the important role played by SAMIM in facilitating stabilisation and reconstruction efforts in northern Mozambique, the High Representative recommends that the Political and Security Committee (PSC) approve the provision of this support, which is to be used to procure equipment not designed to deliver lethal force to support the deployment of SAMIM's military component.

## **2. Background**

### *2.1 Context analysis*

The current crisis in northern Mozambique, and in particular Cabo Delgado, is multidimensional, with a severe risk of spill-over to other provinces, as evidenced by the infiltration of insurgents and a number of attacks occurring in the provinces of Niassa and Nampula, as well as in neighbouring countries, primarily Tanzania and Malawi. These attacks are executed by violent extremists known locally as *Al Shabaab* or *Al Sabaab*, calling themselves *Ahl al-Sunnah wa al Jamma'ah*. The Islamic State's "Central Africa Province" has declared Cabo Delgado its "Mozambique province" (*Wilayah Mozambique*) and claims ties to the Cabo Delgado insurgency, although the nature and depth of such ties remain unclear.

Since the beginning of the insurgency in 2017, the situation in Cabo Delgado has deteriorated progressively and significantly. Attacks and the resulting displacement of local populations increased during 2020 and have continued in 2021 and early 2022, resulting in around 800,000 internally displaced persons in a region where 1.32 million people are severely food insecure and 1.5 million people are in urgent need of life-saving and life-sustaining humanitarian assistance. A number of attacks also took place in neighbouring Niassa province in December 2021. In June 2022, activities of insurgency cells were confirmed in the South of Cabo Delgado, namely the Ancuabe, Chiure, Mecufe and Metuge districts. These activities are threatening the provincial capital Pemba and harming vulnerable populations, with insurgents killing civilians, burning houses and looting food supplies. Attacks also took place in the Memba district in Nampula province for the first time. Fear of attacks and subsequent confirmed attacks by insurgents have triggered the movement of at least 17,691 individuals in Cabo Delgado, with further displacements likely to follow. Civilians in several districts of Cabo Delgado have been subjected to serious breaches of

---

<sup>1</sup> Council Decision (CFSP) 2022/667 of 21 April 2022, OJ L 121, 22.4.2022, p. 38.

human rights, including sexual violence and forced recruitment by insurgents. It is estimated that at least 4,000 people have been killed in the conflict so far.<sup>2</sup>

**DELETED**

The Mozambican authorities made it clear that their forces need to improve their capabilities to effectively address the insurgency and related insecurity.

In July 2021, SADC deployed SAMIM with about 1,400 personnel to the Macomia, Quissanga, Muidumbe, Mueda and Nangade districts of Cabo Delgado. According to documents provided by SADC, the mandate of the Mission is to:

- a. support Mozambique to combat acts of terrorism and violent extremism by neutralising the threat and restoring security in order to create a secure environment;
- b. support Mozambique to restore law and order in affected areas of Cabo Delgado;
- c. provide air and maritime support in order to enhance the operational capabilities of the Mozambican armed forces;
- d. provide logistics and training to enhance the Mozambican armed forces' capability to combat terrorism;
- e. provide support to the government of Mozambique, in collaboration with humanitarian agencies, to continue providing humanitarian relief to the population affected by terrorist activities, including internally displaced persons.

Ten of SADC's 16 Member States are contributing personnel to SAMIM; namely Angola, Botswana, the Democratic Republic of the Congo, Lesotho, Malawi, Namibia, South Africa, Tanzania, Zambia and Zimbabwe, with Botswana, Lesotho, South Africa and Tanzania providing combat troops. SAMIM reached full operational capacity in mid-August 2021. Since then, SAMIM has registered a number of milestones, including recapturing villages, dislodging insurgents from their bases, and seizing weapons and warfare materiel, which has contributed to the creation of a relatively secure environment for the safer passage of humanitarian support. SAMIM, in cooperation with the Mozambican armed forces, has ensured the safe return of a number of IDPs to their homes and provides basic commodities such as water to returnees in certain locations. In April 2022, SAMIM's mandate as cited above was extended until 15 July 2022 and the Mission transformed from military peace-enforcement (referred to as "scenario 6") to multidimensional peacekeeping ("scenario 5"). On 14 July 2022, the Extra-ordinary SADC Troika Summit agreed to an interim extension of the Mission's mandate to allow for a comprehensive review and consideration by the Ordinary SADC Summit on 17-18 August 2022.<sup>3</sup> A further mandate extension of six to twelve months can be expected. However, while SAMIM is making a valuable contribution to improving the security situation in Cabo Delgado, the success of the mission – which is currently fully funded by SADC Member States - is hampered by a lack of resources.

---

<sup>2</sup> Cabo Ligado - Mozambique Conflict Observatory. ACLED. <https://www.caboligado.com>

<sup>3</sup> Communiqué of the Extra-Ordinary SADC Troika Summit Plus the Chairperson of the Organ, 14 July 2022. <https://www.sadc.int/latest-news/communique-extra-ordinary-sadc-troika-summit-plus-chairperson-organ>

On 31 January 2022, the AU Peace and Security Council (AU PSC) “endorse[d] the deployment of the Southern African Development Community Mission in Mozambique (SAMIM) from 15 July 2021 within the framework of the African Standby Force” and “appeal[ed] to all Member States, as well as the United Nations (UN), EU and the broader international community to extend their support to SAMIM and Mozambique, through the provision of the requisite materials, technical and financial resources”.<sup>4</sup>

At the same time as the deployment of SAMIM in July 2021, Rwanda, acting under a bilateral agreement with Mozambique, deployed troops to Cabo Delgado after receiving formal agreement from SADC. The AU PSC welcomed this deployment on 31 January 2022. The objective of the Rwandan Defence Forces (RDF) deployment is to assist the Government of Mozambique in restoring state authority, law and order in the province. The approximately 2000-strong Rwandan contingent of ten companies, working jointly with the Mozambican armed forces, is based mainly in the Mocimboa da Praia and Palma districts, which are the areas closest to and around the liquefied natural gas site on the Afungi peninsula. In joint operations, Mozambican and Rwandan armed forces have recorded significant territorial gains, including the liberation of Mocimboa da Praia in August 2021. On 10 January 2022, Mozambique and Rwanda signed another agreement expanding their cooperation in the fight against insurgents in Cabo Delgado. On this basis, Rwanda also has plans to train Mozambican police and military to enhance their counterterrorism capabilities.

RDF and SAMIM troops undertake joint missions with the Mozambican armed forces as well as local militias. After initial cooperation challenges, operational and tactical coordination between SAMIM and RDF has also improved. Notably, they have established a coordination mechanism, and allow each other to pursue insurgents in their respective areas of operations when needed. The ongoing efforts of SAMIM and Rwanda thus help to bridge the gap until the Mozambican armed forces are adequately trained and equipped, including with EU support (see section 2.2), and fully deployed in Cabo Delgado. This will be a key indicator for the exit strategies of SAMIM and the RDF.

The dynamics of the conflict have changed following the deployments of SAMIM and the RDF. Progress has been made and the insurgents have lost the initiative in large parts of Cabo Delgado. However, the situation remains very volatile and smaller-scale violent attacks have continued in various districts, especially related to the insurgents’ attempts to gain access to food and supplies, as well as their increased use of Improvised Explosive Devices (IEDs). The continued insecurity hampers the delivery of timely humanitarian assistance and delays the Mozambican authorities’ stabilisation and reconstruction efforts. The crisis therefore demands a sustained response by the Mozambican authorities and their international partners, based on a locally-owned integrated approach encompassing humanitarian, development, peacebuilding and security actions.

Recently, local militias (“*força local*”) composed of veterans of Mozambique’s civil war, as well as younger volunteers, have become more prominently involved in security efforts in Cabo Delgado. They are said to receive support from the Ugandan armed forces.<sup>5</sup> According to Mozambican President Nyusi, these militias cooperate successfully with the Mozambican armed forces.<sup>6</sup> SADC

---

<sup>4</sup> AU PSC, 1062<sup>nd</sup> meeting, Communiqué PSC/PR/COMM.2/1062 (2022), 31 January 2022, Addis Ababa, Ethiopia.

<sup>5</sup> Ugandan soldiers in Cabo Delgado could add fuel to the fire. ISS Today, 18 May 2022. <https://issafrica.org/iss-today/ugandan-soldiers-in-cabo-delgado-could-add-fuel-to-the-fire>

<sup>6</sup> Críticos da Força Local estão a baralhar comunidade internacional, diz Nyusi. O País, 25 April 2022. <https://www.opais.co.mz/criticos-da-forca-local-estao-a-baralhar-comunidade-internacional-diz-nyusi/>

also reports constructive cooperation between the militias, SAMIM and RDF troops on joint operations and the exchange of intelligence.

During a State visit of Mozambican President Nyusi to Uganda in late April 2022, Ugandan President Museveni announced that Uganda would send an unspecified number of troops to the city of Montepuez in Cabo Delgado, to guard agriculture and wildlife projects started in 2018 with support from the Ugandan government. A small Ugandan military contingent arrived in Cabo Delgado in May 2022.

## *2.2 EU support to peace and security initiatives in Mozambique*

On 12 July 2021, the Council established the EU Training Mission (EUTM) Mozambique to support the capacity building of the Mozambican armed forces to help ensure a permanent security presence in the affected region and to develop the necessary and sustainable capacities to restore safety and security in Cabo Delgado.<sup>7</sup> The Mission was launched on 15 October 2021, followed by initial operational capability and the start of training activities in November 2021. The Mission will have a two-year mandate from the date of full operational capability (still to be announced), during which eleven units of the Mozambican Army Commando Forces and Navy Fusiliers will undergo training by the EUTM and subsequently form a Quick Reaction Force (QRF) capable to be sustainably deployed to Cabo Delgado. So far, two companies have been trained by the EUTM and deployed to Cabo Delgado. The training programme includes practical training on international human rights law and international humanitarian law (IHRL/IHL), as well as on civil-military cooperation (CIMIC) activities. The EUTM coordinates its efforts on the ground with other security providers, including the United States, the United Kingdom and bilateral EU Member State programmes, and has established a mechanism for the regular exchange of information with SAMIM and the RDF in full coordination with the Mozambican armed forces.

As a second strand of support under the EPF, an urgent measure approved on 30 July 2021 and an Assistance Measure adopted on 19 November 2021<sup>8</sup> and amended on 21 April 2022<sup>9</sup> serve to provide equipment not designed to deliver lethal force and supplies to the eleven Mozambican companies to be trained by EUTM Mozambique. This includes individual equipment for soldiers, assets at company level to ensure the companies' ability to deploy and hold ground in the area of operations, and a field hospital capability. The grant recipient designated by the Council to implement the urgent measure, Swiss NGO COGINTA, and representatives of the Mozambican armed forces, supported by EUTM Mozambique, have jointly established the requirements and precise specifications of the equipment to be provided. Deliveries started in July 2022.

**DELETED**

---

<sup>7</sup> Council Decision (CFSP) 2021/1143 of 12 July 2021 on a European Union Military Training Mission in Mozambique (EUTM Mozambique), OJ L 247, 13.7.2021, p. 93.

<sup>8</sup> Council Decision (CFSP) 2021/2032 of 19 November 2021 on an assistance measure under the European Peace Facility to support military units trained by the EU Training Mission in Mozambique, OJ L 415, 22.11.2021, p. 25.

<sup>9</sup> Council Decision (CFSP) 2022/668 of 21 April 2022 amending Decision (CFSP) 2021/2032 on an assistance measure under the European Peace Facility to support military units trained by the EU Training Mission in Mozambique, OJ L 121, 22.4.2022, p. 44.

# **EEAS (2022) 1437**

## ***Limited***

Financial support to SAMIM peacebuilding activities under the Early Response Mechanism (ERM) of the African Peace Facility amounting to a total of EUR 1.9 million was initially provided for the period 1 March to 15 July 2022, with the European Commission recently approving a no-cost extension until 15 September 2022. This ERM initiative focuses on the capacity building of police and correctional services officers by means of training workshops, women and youth empowerment skills training programmes, and dialogue with civic leaders tailored towards good governance and observance of the rule of law.

The abovementioned strands of support and the recommended support to SAMIM's military component under the Assistance Measure taking the form of a general programme for support to the AU for the period 2022-24 are part of a wider set of actions covering peacebuilding, development and humanitarian aspects in line with the EU's Integrated Approach to the Cabo Delgado crisis and the triple nexus. The EU currently funds six projects to support conflict prevention and resolution, the resilience of communities, community policing, inter-faith dialogue, social cohesion, and children and young people affected by the conflict. Further activities, including a project to support the capacities of the judiciary to address terrorism and violent extremism, are under preparation. The EU and most of the eleven EU Member States present in Mozambique also provide humanitarian aid and development cooperation in Cabo Delgado.

### **3. SADC and AU requests for support**

On 8 June 2022, the SADC Secretariat submitted a request for EUR 15 million in support to the military component of SAMIM, to be provided under the Assistance Measure taking the form of a general programme for support to the AU under the European Peace Facility (EPF) for the period 2022-2024 to the AU Commission as the beneficiary of this Assistance Measure. The AU Commission endorsed this request in a letter to the High Representative dated 4 July 2022.

### **4. Assessment of the High Representative**

**DELETED**

**DELETED**





**DELETED**



In line with Art. 8 of Council Decision (CFSP) 2022/667, the PSC may decide to suspend or terminate support to the recommended action if the beneficiary is in breach of its obligations, including in particular IHRL/IHL.

#### **5. Recommendation for support**

The High Representative recommends that the PSC approve support to the military component of SAMIM under the Assistance Measure taking the form of a general programme for support to the AU for the period 2022-2024 amounting to EUR 15 million.

Preparatory discussions with the SADC Secretariat, as well as a joint EU-SADC mission to Cabo Delgado in April 2022, identified the procurement of equipment not designed to deliver lethal force as the best way to support the deployment of SAMIM's military component. This equipment will tentatively encompass four different categories of items:

## **EEAS (2022) 1437**

### ***Limited***

1. Collective equipment at company level such as fortifications, barriers and storage containers, etc.;
2. Medical equipment such as orthopaedic and dentistry equipment, refrigerators for blood bank and medicinal products, X-ray and other imaging machines, etc.;
3. Mobility assets such as boats, busses, trucks, ambulances, water and fuel tankers, etc.;
4. Technological devices such as communication equipment, ground radars, mine detectors, counter-IED equipment, short-range surveillance drones, etc.

Among the abovementioned equipment, the boats, ground radars, mine detectors, counter-IED equipment and short-range surveillance drones may be included on the EU Common Military List<sup>10</sup>, depending on the final technical specifications agreed with SADC/SAMIM and the suppliers selected.

SADC is to be entrusted with the procurement of the first two categories of items, i.e. the collective and medical equipment, due to the availability of relevant vendors in the SADC region. This will contribute to the full ownership and involvement of SADC in the implementation of this part of the foreseen support.

To ensure the effective and efficient procurement of the full range of items to be provided despite potential capacity gaps of the SADC Secretariat, the Administrator for Assistance Measures will implement directly, including through the conclusion of an administrative arrangement in line with Article 37 of the Council Decision establishing the EPF<sup>11</sup>, or with the Economat des armées, the procurement of the items under point 3 and 4, i.e. the mobility assets and technological devices. The establishment of a coordination mechanism between SADC and the Economat des armées, with EU oversight, will ensure that SADC and SAMIM personnel are fully involved in the identification of the precise specifications of the items to be procured.

---

<sup>10</sup> In the case of equipment on the Wassenaar Arrangement List and on the EU Common Military list, supplies will have to be exported from a State complying at least with ATT standards.

<sup>11</sup> Council Decision (CFSP) 2021/509 of 22 March 2022 establishing a European Peace Facility, and repealing Decision (CFSP) 2015/528, OJ L 102, 24.3.2021, p. 14.