



# Integrated Country Strategy

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## MOZAMBIQUE

**FOR PUBLIC RELEASE**

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## 1. Chief of Mission Priorities

Mozambique's strategic significance cannot be overstated. The country reaches from South Africa to Tanzania, occupying a prime spot on the continent that bridges the southern and central African regions, and sits on the southeastern edge of the Indian Ocean. A third of the world's shipping traverses the Mozambique Channel, and if the Suez Canal closes again, far more would sail in its waters. Mozambique's deepwater ports sustain much of the region, linking landlocked neighbors and northern South Africa to countries beyond the African continent. Natural resources, including one of the world's largest natural gas reserves and critical minerals that could energize clean technology, provide further proof that Mozambique's stability is a critical national interest for the United States.

Two devastating cyclones in 2019, the COVID-19 pandemic in 2020, and brutal violence of ISIS-Mozambique in the northern provinces tested the country's resilience, but the government of Mozambique made significant, if still fragile, gains in 2021. U.S. Mission Maputo seeks to consolidate that progress and make it irreversible.

At the same time, the government of Mozambique moved cautiously closer to the United States in a number of significant ways. Participation in the U.S. Strategy to Prevent Conflict and Promote Stability will draw on the strength of that relationship and enable the development of a ten-year stability plan in conjunction with the Mozambican government and civil society. While at first this long-term plan will build on the existing interagency strategy to counter violence and extremism in northern Mozambique, it will gradually extend its reach to help Mozambique address the underlying structural issues that produced grievances that have debilitated Mozambique since independence. If successful, by the end of the ten years – and possibly even before – responsibly managed revenue from the development of the LNG operations in northern Mozambique would make stability durable.

Until the LNG brings profits and broader prosperity, however, the challenges in Mozambique, one of the world's least developed countries, warrant U.S. support in nearly every sphere. Bringing modern technology and practices to the agricultural sector would improve the welfare of the largely rural population, who depend on subsistence agriculture for survival. Extending

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the reach of the health system to treat HIV/AIDS and malaria throughout the country would lay the foundation for more opportunity and welfare for all Mozambicans. Working with civil society and the government to ensure that the 2023 and 2024 elections proceed fairly and peacefully would build trust in Mozambique's institutions. Strengthening civil society would preserve the necessary space for it to serve as a necessary pillar of the young democracy. Ensuring accessibility for all Mozambicans, including people with disabilities, would help a more inclusive society flourish. Building more business ties between the United States and Mozambique would promote rule of law and uphold best practices in labor treatment, anti-corruption, and environmental preservation. Mitigating the effects of climate change, particularly as Mozambique lies in the path of an annual cyclone highway, would enable the country to survive natural disasters. Partnering with Mozambican law enforcement on corruption and illicit criminal networks would help curb trafficking in drugs, people, wildlife, timber, and arms, which negatively impact the interests of Mozambique and the United States. The varied nature of these efforts demonstrates the multi-faceted nature of the relationship and the immensity of the hurdles that the country faces.

**Mission Goal 1** seeks to build resilience by addressing the immediate and long-term drivers of instability in Mozambique, with a particular focus in the north. Building on the gains of the second half of 2021, when Mozambican and regional forces pushed back ISIS-Mozambique (ISIS-M) fighters and recaptured key territory, the United States will continue building capacity in the defense sector to enable Mozambican forces to hold and secure the territory themselves. Once safe, USAID plans to help bring back governance in the formerly insecure areas, which may also clear the way for LNG operations to resume. The U.S. Embassy will also help address the needs of the nearly 800,000 IDPs who fled the barbarism of ISIS-M since its emergence in 2017. ISIS-M is not the only non-state actor that punctures Mozambique's security. Up to 50 tons of heroin and 20 tons of methamphetamine transit Mozambique annually, a fraction of the large-scale illicit trafficking in drugs, wildlife, timber, arms, and people. Building on the creation of a vetted counternarcotics unit, the United States stands ready to build Mozambican capacity to interdict narcotics and investigate and prosecute terrorism.

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In the long-term, the U.S. Mission plans to address the underlying drivers of instability, which range from distrust of the government to corruption to lack of adequate services, by engaging the district, provincial and national governments, as well as civil society and the private sector. Ensuring that the peace process with Renamo concludes decisively and on time will also put the country's civil war firmly behind it and demonstrate the importance of an amnesty and defection program for long-term peace. In short, this goal aims to make Mozambique an anchor of stability in southern Africa and the Indian Ocean.

**Mission Goal 2** aims to spur resilient, inclusive, and diversified economic growth, building on the 2.2 percent increase in GDP in 2021 despite the continued effects of the COVID-19 pandemic. While the offshore floating gas platform will begin to produce LNG in late 2022 and start a trickle of needed funds for the government, U.S. advocacy and support for the restart of the onshore LNG operations in Cabo Delgado province hold the promise of up to \$15 billion in annual revenue over 20 years – but that will only begin in 2026 at the earliest. In the short term, with 70 percent of Mozambicans reliant on their *machamba*, or garden-sized farms, for subsistence, agriculture is a key sector, and the *Sustenta* program developed by the Mozambican government has helped nurture over 8 percent growth in the 2020-21 growing season. A second compact with the Millennium Challenge Corporation and USAID assistance would also help modernize farms and provide the tools for entrepreneurial small landholders to seek out markets for their produce. A more conducive environment to start a business, with a particular emphasis on policies that ease trade, would also bolster the agricultural sector, among others, as well as nurture entrepreneurship and the private sector. The United States also aims to inculcate transparent and accountable practices in Mozambique's public finances to stave off corruption, while helping it acquire trusted technology that provides the tools to attract investment and enhance trade. The U.S. Commerce Department's office will continue to look for opportunities for U.S. businesses to expand their presence and create jobs in Mozambique and the United States. Ensuring that economic opportunities are accessible for all Mozambicans will allow growth to spread more equitably.

**Mission Goal 3** addresses Mozambique's still young democratic institutions and respect for human rights. With a National Assembly founded in 1994, Mozambique's democracy is still under development. Money laundering and related corruption plagues the country, but the early 2022 creation of a transnational crime unit presents an opportunity to provide prosecutors and investigators with the necessary tools. Mozambique's vocal civil society and independent press also play a key role, and the United States plans to ensure it retains sufficient space to hold the government and private sector accountable, while think tanks and interest groups collaborate with officials and legislators to craft key policies. The municipal elections of 2023 offer an opportunity to promote free and fair elections, and U.S. assistance will lay the groundwork to help ensure peaceful and transparent 2024 elections. Working with the government to protect and respect the rights of marginalized populations, whether the LGBTQI+ community, persons with albinism, or persons with disabilities, will make Mozambique a richer, more welcoming nation. Marginalized people, particularly children, will also be better protected with a concerted anti-trafficking in persons effort.

**Mission Goal 4** circles back to resilience and stability by attempting to plan for climate change shocks while strengthening the foundation of the health and education sectors. With its location in the middle of a cyclone corridor and already a victim of recurring droughts, Mozambique will rely on expertise and funding from the United States and the global community to conquer the massive job – estimated to cost \$53.7 billion – of achieving its climate ambitions. Biodiversity, whether on land or in the ocean, could enrich the lives of millions if capacity building and innovative activities continue to ensure that local communities have a stake in the conservation of wildlife and tracts of forests. After years of working together on HIV/AIDS and malaria treatment, the United States was the primary donor of COVID-19 vaccines during the pandemic. The longstanding partnership in health contributed to the government's effective COVID-19 vaccination plan, which achieved one of the highest rates with the highest usage rate on the continent. Continuing to improve on Mozambique's effective vaccination program while extending the reach of PEPFAR and the President's Malaria Initiative would enhance general welfare throughout the country. Improved health improves human capacity but adequate education, particularly in vulnerable communities, would allow

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more Mozambicans to enjoy their healthier lives. A stronger education system would accelerate the government's plans to provide more literacy, better teachers, and more accomplished students who could take advantage of the stability that spreads throughout the country. A healthier and more literate populace will reinforce all other ICS goals.

**Mission Goal 5** enables the Mission to achieve all four other mission goals. The U.S. Embassy moved into a stunning new embassy campus in 2021, uniting all eight agencies in one building that serves as a bold marker of the new height in the U.S.-Mozambique partnership. The criticality of the bilateral relationship has meant an increase in personnel beyond the current count of just over 600 staff. The Mission must keep pace by outfitting space and providing services for the new arrivals, including new agencies such as the Department of Justice and new offices such as INL and CT. Working out the quirks of the new building while improving service delivery and secure sufficient housing in an ever-tighter housing market in Maputo will lead to more effective implementation of this strategy.

Taken together, these goals seek to put decades of poverty, civil war, and pandemics behind and make Mozambique the bulwark of southern Africa and a stalwart U.S. partner on the Indian Ocean. Confronting the violent extremists in the near-term will establish security that enables Mozambique to improve its ability to treat the health of its citizens and improve their education. For citizens to feel secure, however, Mozambicans must trust government institutions, including its military and law enforcement, whose respect for local communities and human rights are essential to peace. Security in the north will also unleash the LNG operations, which, if transparently managed, would benefit every Mozambican and lift the country to a middle-income status. Instead of its historic role as a recipient of aid, Mozambique could serve as a steadfast source of stability in the region and the continent.

## 2. Mission Strategic Framework

**Mission Goal 1:** Support stabilization in Mozambique so that the government can counter terrorists, disrupt illicit transnational networks, and provide security and services while protecting human rights.

- **Mission Objective 1.1:** Strengthened capacity of host nation partners to better address transnational criminal threats and to provide accountable domestic law enforcement and security that protect human rights.
- **Mission Objective 1.2:** Established and implemented a Mozambique-led security response to countering terrorism that strengthens security force capacity, within a rule of law framework.
- **Mission Objective 1.3:** Mitigated key long-term risk factors that drive radicalization, strengthening existing local resiliencies and promoting longer-term stability. (Links to CDCS DO 3: Resilience of vulnerable populations to key shocks increased.)

**Mission Goal 2:** Support more inclusive, sustainable, economic growth, trade, and investment.

- **Mission Objective 2.1:** Expanded economic growth that is resilient, diversified, and inclusive. (Links to CDCS DO 2: Diversified and inclusive economic growth.)
- **Mission Objective 2.2:** Increased and broadened bilateral trade and investment facilitated by improved economic governance and technical capacity. (Links to CDCS DO 2: Diversified and inclusive economic growth.)

**Mission Goal 3:** Strengthen democratic institutions and respect for human rights to attain accountable and transparent governance.

- **Mission Objective 3.1:** Democratic governance of Mozambican institutions strengthened to cement accountability and transparency. (Links to CDCS DO 2: Diversified and inclusive economic growth.)



- **Mission Objective 3.2:** Human rights and democratic values protected, including for marginalized populations. (Links to CDCS DO 2: Diversified and inclusive economic growth; and CDCS DO 3: Resilience of vulnerable populations to key shocks increased.)

**Mission Goal 4:** Foster resilience by supporting climate adaptation and building capabilities in health and education services.

- **Mission Objective 4.1:** Expanded action and increased activities to combat and adapt to climate change through effective management of natural resources, conservation of biodiversity, agricultural innovation, and improved water and sanitation services. (Links to CDCS DO 3: Resilience of vulnerable populations to key shocks increased.)
- **Mission Objective 4.2:** Strengthened health systems that prevent, detect, and respond to current and future health security threats, and improved quality and access to health services, especially for vulnerable populations. (Links to CDCS DO 1: Healthier and better educated Mozambicans, especially the young and vulnerable.)
- **Mission Objective 4.3:** Increased literacy and improved quality of education through strengthened education systems, effective school management, and enhanced teacher training. (Links to CDCS DO 1: Healthier and better educated Mozambicans, especially the young and vulnerable.)

**Management Objective 1:** Supported the Mission's goals, objectives, and operational effectiveness through increased ICASS platform efficiency, value, and customer satisfaction.

**Management Objective 2:** Critical NEC facility deficiencies resolved and planning for execution of revised space plan for projected new positions completed.

### 3. Mission Goals and Objectives

**Mission Goal 1** | Support stabilization in Mozambique so that the government can counter terrorists, disrupt illicit transnational networks, and provide security and services while protecting human rights.

**Description** | The United States has a clear strategic interest in ensuring that Mozambique has the tools to establish and maintain stability, which would bolster regional security in southern Africa and the Indian Ocean. The immediate need for better security and restoration of services in northern Mozambique could clear the way for economic growth. A longer-term focus on addressing the underlying drivers of instability would help build resilience and prevent the re-emergence of violent extremists. Improvements in the military, law enforcement, public services, and infrastructure will contribute to Mozambique's durability. This goal, which reflects the U.S. Strategy to Prevent Conflict and Promote Stability, ultimately aims to position Mozambique as an anchor of stability in southern Africa and the Indian Ocean.

**Objective 1.1** | Strengthened capacity of host nation partners to better address transnational criminal threats and to provide accountable domestic law enforcement and security.

- **Justification** | Developing capable, professional, and willing partners in law enforcement and security agencies is necessary to guard against transnational threats and provide accountable internal, domestic security that will help achieve other Mission Objectives. The United States will assist Mozambique to build its capacity to investigate, prosecute, and punish criminals more effectively at all organizational levels, while encouraging increased collaboration between law enforcement agencies. Enhancing the capacity of Mozambican institutions to respond to security threats will contribute to regional and domestic peace and security while adhering to rule of law and human rights principles.
- **Linkages** | The National Security Strategic Guidance (March 2021) states in part, the United States "will strengthen our commitment to development, health security, environmental sustainability, democratic progress, and rule of law. We will help African

nations combat the threats posed by climate change and violent extremism and support their economic and political independence in the face of undue foreign influence.”

In addition, the NSC-approved U.S. Campaign Plan to Counter ISIS-Mozambique (ISIS-M) Line of Effort #1 focuses on “Improve the *military, intelligence, and law enforcement* capabilities of the GRM to effectively degrade ISIS-M, secure its own territory, and protect its citizens.” The objectives support EO 13773, which aims to “enhance cooperation with foreign counterparts against transnational criminal organizations and subsidiary organizations.” The objectives also align with the principles outlined in the Global Fragility Act and the subsequent U.S. Strategy to Prevent Conflict and Promote Stability. Other linkages include the 2021 Africa Bureau Strategic Framework, the U.S. Strategy on Countering Corruption (21 STATE 124972), and the National Strategy on Gender Equity and Equality.

- **Risks** | Porous borders and the long coastline, as well as corruption, make Mozambique vulnerable to transnational criminal networks, which contributes to wildlife poaching, illegal timber exports, illegal fishing, narcotics trafficking, and human trafficking. The low-level of human and institutional capacity affects the quality of law enforcement and government leadership. Some Mozambican security agencies may hesitate to work with the United States in sensitive security-related areas.

**Objective 1.2** | Implemented a Mozambique-led security response to countering terrorism that strengthens security force capacity, within a rule of law framework.

- **Justification** | With the range of security threats that Mozambique faces, including terrorism and transnational crime, Mozambique must take a comprehensive approach to its security posture based on rule of law so it can defend itself and maintain a leading role in ensuring the stability of the region. Specifically, U.S. capacity-building support to Mozambican counterterrorist security institutions will increase their ability to address terrorist threats while an approach based on rule of law will ensure that local populations look to the government for solutions.

- **Linkages** | In line with the 2021 Africa Bureau Strategic Framework, goal #1, which states in part “Advance peace and security in Sub-Saharan Africa through U.S. leadership and revitalized alliances and partnerships to address challenges in security, stability, and democracy, including through long-term efforts to address root causes and build resiliency.” The United States supports capacity-building assistance to the Mozambican Defense and Security Forces (FDS), given our shared priority that Mozambique takes on a lead role as an effective internal and regional stabilizing force. This also aligns with NSC-approved U.S. Campaign Plan to Counter ISIS-Mozambique (ISIS-M) Line of Effort #1 focuses on “Improve the military, intelligence, and law enforcement capabilities of the GRM to effectively degrade ISIS-M, secure its own territory, and protect its citizens.” The objectives also align with the principles outlined in the Global Fragility Act and the subsequent U.S. Strategy to Prevent Conflict and Promote Stability.
- **Risks** | Current operations against ISIS-M are not yet complete and terrorists remain dispersed throughout northern Mozambique where they use the extensive and impenetrable bush terrain to continue their operations. Because the FDS lack capacity to assume the primary anti-terrorism role alone, Rwandan (RDF) and Southern African Development Community (SADC) forces remain necessary to secure and stabilize the area. The political will and resources of the RDF and SADC to stay engaged in northern Mozambique are not infinite and will need to be addressed on an ongoing basis until the FDS can successfully handle the mission by themselves.

**Objective 1.3** | Mitigated key long-term risk factors that drive radicalization, strengthening existing local resiliencies and promoting longer-term stability.

- **Justification** | The GRM, FDS, and civil society partners must work together effectively to prevent and counter conflict and violent extremism in a sustainable manner. Linguistic and cultural distinctions from Maputo, ethnic grievances, persistent development challenges, government under-investment, and unmet economic expectations in the northern region, have all likely laid the groundwork for violent extremism to take hold. Moreover, the long unmonitored northern coastline, coupled

with poverty in the area, positioned the region as a transit hub for trafficking in wildlife, minerals, drugs, and people.

- **Linkages** | USAID's CDCS 2020-25 is focused on this goal through three Development Objectives that prioritize fortifying the foundational elements required to advance Mozambique's self-reliance: 1) healthier and better educated Mozambicans, especially the young and vulnerable; 2) diversified and inclusive economic growth; and 3) increased resilience of vulnerable populations. In addition, the NSC-approved U.S. Campaign Plan to Counter ISIS-Mozambique (ISIS-M) Line of Effort #3 focuses on providing support to the GRM and private sector efforts to foster *targeted development* and humanitarian assistance to address socio-economic grievances that drive radicalization and IS-M recruitment, strengthening existing local resiliencies and promoting longer-term stability. This also encompasses the tenets of the U.S. Strategy on Countering Corruption (21 STATE 124972) and strategically aligns with the National Strategy on Gender Equity and Equality. The objectives also align with the principles outlined in the Global Fragility Act and the subsequent U.S. Strategy to Prevent Conflict and Promote Stability.
- **Risks** | The continued presence of ISIS-M in Cabo Delgado Province, and neighboring provinces, could undermine GRM and USG efforts, prolong the humanitarian crisis in northern Mozambique and spread if Mozambique does not resolve the underlying drivers of violent extremism. Many underlying drivers could be politically difficult or sensitive for the GRM to address.

**Mission Goal 2** | Support more inclusive, sustainable, economic growth, trade, and investment.

**Description** | Developments related to economic growth will be resilient to economic and climate shocks. Diversified and inclusive economic growth will provide more economic opportunities to youth, women, persons with disabilities, and persons of disadvantaged ethnic and social groups, including in sectors such as the extractive industries that have historically employed few Mozambicans. Increasing productivity in the agricultural sector will improve food security for the majority for the population, who rely on agriculture for their livelihood.

**Objective 2.1** | Expanded economic growth that is resilient, diversified, and inclusive.

- **Justification** | Resilient, diversified and inclusive economic growth is needed to improve welfare while creating employment opportunities and building skills among a broader swath of Mozambican society, including marginalized groups, such as people with disabilities. Growth in commercial agriculture and other sectors will transition more Mozambicans from low-productivity activities such as charcoal production and near-subsistence agriculture to higher productivity activities that generate higher incomes and are less environmentally destructive. U.S. businesses can play an increasing role in growth of Mozambique's formal sector, which would benefit from an increase in commercial and industrial businesses. This will accelerate job creation, drive a need for skilled labor, and generate tax revenues for the Mozambican government.
- **Linkages** | This goal reflects the second U.S. National Security Priority of "expanding economic prosperity and opportunity," as outlined in the 2021 Interim National Security Strategy (INSS). This priority places an imperative on an economic recovery grounded in equitable and inclusive growth, as well as investments to encourage innovation, strengthen national competitiveness, produce well-paying jobs, rebuild American supply chains for critical goods, and expand opportunities for all Americans. This goal also supports the strategies of interagency partners, including the U.S. Department of Commerce's goal to increase U.S. exports, USAID/Mozambique's

CDCS DO 2 “Diversified and Inclusive Growth,” the National Strategy on Gender Equity and Equality, and the Department of Treasury Goal 1, Objective 1.4 to advance free and fair trade for U.S. businesses. Consistent with the INSS, the Mission will advocate for policies that facilitate U.S. trade and investment opportunities in Mozambique, while creating opportunities for Mozambican companies to expand their domestic, regional and global activities. We will promote fair trade through enforcement of U.S. trade laws and advocacy for U.S. companies.

- **Risks** | Risks to economic growth in Mozambique include corruption, global and regional health crises, climate shocks, and insecurity – any of which could reverse economic growth. A corruption scandal similar to the “Hidden Debts” case, which broke in 2016, could undermine international investors’ and donors’ faith in Mozambican institutions. Conversely, an influx of donor funds could fuel corruption and inflation. Continuation of the COVID-19 pandemic and associated travel restrictions, lockdowns, and curtailment of business activity could permanently damage Mozambique’s economy, eviscerating the travel and tourism sectors. An outbreak of another serious disease in Mozambique could also be devastating. Climate shocks such as a tropical cyclone similar to the 2019 Cyclones Kenneth and Idai could extensively damage coastal and low-lying communities and infrastructure, diverting funds from other development needs. An increase in terrorist or insurgent attacks in the country’s north or evolution of terrorists’ tactics to include attacks against civilians in major cities could permanently derail development of LNG projects, and result in a flight of foreigners and capital from Mozambique.

**Objective 2.2 |** Improved economic governance and technical capacity that facilitates increased and broadened bilateral trade and investment.

- **Justification |** The United States must sustain ongoing efforts to support good economic governance, capacity building, anti-corruption and use of trusted vendors to help Mozambique overcome its corruption-related challenges that impede an expanded bilateral trade and investment relationship. Corruption remains one of Mozambique's biggest obstacles to attracting investment and achieving economic growth. Whereas the Mozambican government continues to maintain ties to some authoritarian states, recent years have seen it cautiously opening to the United States and other likeminded countries.
- **Linkages |** This goal reflects the June 2021 Memorandum on Establishing the Fight Against Corruption as a Core United States National Security Interest (NSSM-1). This goal also supports the strategies of interagency partners, including the U.S. Department of Commerce and U.S. Department of Treasury's goals of ensuring free and fair trade, USAID/Mozambique's CDCS DO 2 "Diversified and Inclusive Growth." Consistent with the INSS, the Mission will advocate for transparency, rule of law, and legislation and policies that improve Mozambique's ease of doing business, and conduct programs and activities that promote anti-corruption. We will promote U.S. businesses and those that comply with the Foreign Corrupt Practices Act, and like-minded international companies.
- **Risks |** Progress in Mozambique's economic governance is at risk from senior Mozambican officials engaging in corrupt activities. The government may also choose to align more closely with states with low standards of transparency, such as China. A new corruption scheme involving Mozambican officials could undermine Mozambicans' commitment to transparency and anti-corruption, and damage the confidence of investors and the private sector. The Mozambican government may decide to partner with Huawei or another untrusted vendor when it builds out 5G or other telecommunications infrastructure, which would set local IT infrastructure on a course that would be difficult to reverse.

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**Mission Goal 3 |** Strengthen democratic institutions and respect for human rights to attain accountable and transparent governance.

**Description |** This goal reflects the National Security Priorities delineated in President Biden’s Interim National Security Strategic Guidance (March 2021), Goals 1 and 3 of the 2021 Africa Bureau Strategic Framework, the Biden-Harris Administration’s Executive Orders relating to equity and racial justice (including E.O. 13985), the U.S. Strategy on Countering Corruption (21 STATE 124972), USAID Country Development Cooperation Strategy 2020-2025 (CDCS) Development Objectives 2 and 3, and the NSC-approved U.S. Campaign Plan to Counter ISIS-Mozambique (ISIS-M). Consistent with the National Security Priorities, the Mission will assist Mozambique to increase accountability and transparency within government institutions and address the corruption that facilitates destabilizing activities (see Goal 1), which threaten United States security interests and impede mutually beneficial trade with, and investment in, Mozambique. We will promote human rights, especially for marginalized groups, and support freedom of expression to advance an environment in which democracy can thrive.

**Objective 3.1 |** Democratic governance of Mozambican institutions strengthened to cement accountability and transparency.

- **Justification |** Good governance, democratic norms, and greater accountability and transparency are prerequisites in the near-term to ensure long-term development. Increased democratic participation and improved oversight of elections and governance promote long-term social stability. Effective civil society engagement in the governance process also broadens the diversity of viewpoints and enables greater participation. In advance of the October 2023 municipal elections and 2024 presidential elections, increased democratic participation and improved oversight of elections will promote long-term social stability.
- **Linkages |** This objective reflects the third National Security Priority delineated in President Biden’s Interim National Security Strategic Guidance (March 2021), Objectives 3.1 and 3.4 of the 2021 Africa Bureau Strategic Framework, and IR 2.1 and

2.2 of the USAID Country Development Cooperation Strategy 2020-2025 (CDCS). This objective also supports the U.S. Strategy on Countering Corruption (21 STATE 124972), State-USAID Joint Strategic Plan Objective 3.3, the Strategy to Prevent Conflict and Promote Stability, and the NSC-approved U.S. Campaign Plan to Counter ISIS-Mozambique.

- **Risks** | Progress on legislative reforms and efforts to promote transparency and accountability within key government institutions depends in part on political will. Shifting priorities or leadership changes may slow implementation.

**Objective 3.2** | Human rights and democratic values protected, including for marginalized populations.

- **Justification** | Advancing human rights and democratic values will promote an environment in which all citizens are able to exercise their constitutional rights and fundamental liberties. Increased public outreach, government engagement, respect for press freedom, and civil society capacity are crucial to prevent discrimination, reduce crimes against marginalized groups, and ensure all human rights are protected.
- **Linkages** | This objective reflects the third National Security Priority delineated in President Biden's Interim National Security Strategic Guidance (March 2021), Objectives 1.5, 3.2, and 3.3 of the 2021 Africa Bureau Strategic Framework, and IR 2.1 and 3.4 of the USAID 2020-2025 CDCS. This objective also supports the Biden-Harris Administration's Executive Orders relating to equity and racial justice (including E.O. 13985), the National Strategy on gender Equity and Equality, the Strategy to Prevent Conflict and Promote Stability, and the NSC-approved U.S. Campaign Plan to Counter ISIS-Mozambique.
- **Risks** | Government engagement and progress on legislative reforms and action plans will depend in part on political will. A failure to secure funding for new activities would also slow progress on this objective. Enhanced official and business relations with China and Russia could undermine respect for human rights.

**Mission Goal 4 |** Foster resilience by supporting climate adaptation and building capabilities in health and education services.

**Description |** This goal directly supports priorities of the Interim National Security Strategic Guidance (March 2021), the Long-Term Strategy on Climate Change (November 2021), the 2021 Climate Adaptation and Resilience Plan, the 2021 Africa Bureau Strategic Framework, and the USAID Country Development Cooperation Strategy 2020-2025 (CDCS). U.S. interests directly align with supporting Mozambique's climate change ambitions to strengthen climate resilience and adaptation, achieve its energy and electrification goals while reducing greenhouse gas emissions, and improve its management of its biodiversity, marine, and natural resources. Additionally, bolstering Mozambique's health systems to fight pandemics, such as COVID-19, ensuring effective conservation of biodiversity and effective management of natural resources, and expanding access to quality education services are central to promoting peace, security, prosperity, and human well-being in Mozambique.

**Objective 4.1 |** Expanded action and increased activities to combat and adapt to climate change through effective management of natural resources, conservation of biodiversity, agricultural innovation, and improved water and sanitation services.

- **Justification |** As the third most vulnerable country to climate change in Africa as assessed by the World Bank, Mozambique already suffers from the impacts of climate change including extreme weather, prolonged heatwaves and droughts, floods, sea-level rise, environmental and ecosystem degradation, coastal erosion, increased wildfires, and food and water insecurity. The United States will assume a leadership role in engaging with the GRM on climate change by aligning its climate strategy, identifying technical and financial resources to drive the necessary activities to achieve climate resiliency, and strengthening partnerships with private sector, academia, and civil society. These measures will help conserve Mozambique's biodiversity, encourage agricultural innovation, and improve access to and quality of water and sanitation services. These activities directly support stability, resilience and peace and security as well as many of the 17 UN sustainable development goals.

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- **Linkages** | This objective directly links to the USAID/Mozambique Country Development Coordination Strategy (CDCS) DO 3; the AF Bureau Strategic Framework objectives 4.2 and 4.3; and has internal linkages to ICS sub-objective 1.1.1.
- **Risks** | While Mozambique has increased its climate ambitions in its 2020 Nationally Determined Contribution (NDC), the GRM does not currently have access to the estimated \$53.7 billion required to fully implement its NDC 2030 targets. While the government supports mitigation and adaptation activities, corruption could undermine its ability to implement important measures and preserve biodiversity, especially as Mozambique remains a focus country under the END Wildlife Trafficking Act as a source and transit country for trafficking wildlife products. Socio-economic development, particularly in urban areas and LNG production, could also complicate Mozambique's ability to meet its NDC targets.

**Objective 4.2** | Strengthened health systems that prevent, detect, and respond to current and future health security threats, and improved quality and access to health services, especially for vulnerable populations.

- **Justification** | Since 2020, the successive waves of the COVID-19 pandemic have strained Mozambique's under-resourced medical professionals and health care system to the brink of collapse. Measures to constrain the spread of the disease have devastated multiple sectors of its economy. Despite resource and capacity constraints, the GRM developed mitigation policies that strike a balance between health and economic considerations and demonstrated willingness to join global efforts to end the pandemic through its National Vaccination Plan. As the largest bilateral partner in the health sector, the U.S. government is well positioned with resources, implementation partners, and relationships within the Ministry of Health (MISAU) to strengthen Mozambique's capacity to prevent, detect, rapidly respond to, and control infectious disease threats such as COVID-19. Additionally, Mozambique's approximately 31 million people face a generalized HIV epidemic and one of the highest malaria prevalence in

the world. To help address these challenges, Mozambique participates in two Presidential Initiatives – PEPFAR and PMI, which together are important elements of the USG’s global health foreign policy objectives. The U.S. government also address high maternal and newborn mortality through complimentary programs that strength the health system and improve the quality of services for women and children. Through close engagement with the GRM, the Mission will work to improve Mozambique’s health delivery systems to mobilize, allocate, and spend public resources effectively, efficiently, equitably, and with accountability.

- **Linkages** | Objective 4.2 links to the priorities of the Interim National Security Strategy (INSS); AF Bureau Strategic Framework Objective 4.1; USAID/Mozambique’s CDCS DO 1; the National Strategy on Gender Equity and Equality; and the strategies of CDC and the Office of the Global AIDS Coordinator (OGAC).
- **Risks** | Mozambique’s healthcare system is fragile with only basic medical services available in rural areas. Another COVID-19 wave or a different pandemic would strain the system and its health professionals, who experienced high rates of COVID-19 infections in the fourth pandemic wave. While the government has actively responded to the pandemic and served as a responsible partner on health issues in the past, a change in government priorities would distract from the continued focus on health improvement.

**Objective 4.3** | Increased literacy and improved quality of education through strengthened and inclusive education systems, effective school management, and enhanced teacher training.

- **Justification** | The Mission’s education-focused activities address the fundamental building blocks of early grade reading with the aim of improved human capacity and quality services across targeted schools in vulnerable communities. Activities aim to strengthen the capacity of the Ministry of Education to deliver quality education services so that more children will be able to access higher levels of education and economic and social opportunity.

- **Linkages** | Objective 4.3 links to the priorities of the Interim National Security Strategy (INSS); USAID/Mozambique's CDCS DO 1; the National Strategy on Gender Equity and Equality; and the USG COVID-19 International Basic Education Response.
- **Risks** | Complex crises, such as the pandemic and the ongoing insurgency in northern Mozambique, will continue to disrupt the government's ability to deliver high quality education services. Many rural and disadvantaged students lack the technology required for remote learning. Many education facilities continue to require resources and infrastructure including adequate WASH infrastructure to adequately address hygiene requirements.

## 4. Management Objectives

**Management Objective 1** | Supported the Mission's goals, objectives, and operational effectiveness through increased ICASS platform efficiency, value, and customer satisfaction.

- **Justification** | Improving the operational effectiveness of the management support services will boost the ability of the Mission's agencies to fulfill their goals by allowing them to concentrate on their core mission objectives. Reducing overall operating costs will provide greater cost efficiency for the Mission as a whole, and increasingly, funds can be directed to opportunities for innovation. The management section provides a broad spectrum of support services to over 600 customers from eight U.S. Government agencies. A consistently high level of management support is critical to ensure that the rest of the Mission can fulfill its political, economic, cultural, and developmental objectives. Management services must be continually staffed, maintained, repaired, and upgraded. While ICASS customer satisfaction results have shown steady improvement over the last few years, further progress is still needed to provide consistently effective services across all management functions. Increases in LE Staff and EFM positions in the management section have mostly kept pace with Mission growth however, continued growth of the Mission will require the addition of both LE Staff and USDH positions to continue to provide consistently acceptable levels of ICASS support. Management seeks to strengthen service delivery through appropriate hiring and training with a view to overall improvement in job performance, professionalism, and service delivery. In addition, improving communication between customers and service providers is key to improving customer service and satisfaction. The late FY 2021 relocation and consolidation of the Mission to the NEC provides Management with the opportunity to unify operations and focus on customer service improvements.
- **Linkages** | This objective reflects the management objective in the 2021 Africa Bureau Strategic Framework.

- **Risks |**
  - Poor local infrastructure leads to a limited talent pool from which Post is able to recruit.
  - A rapidly expanding Mission, and the limited educational/technical background of many local staff present significant challenges in establishing a management platform that can consistently deliver services in line with the Universal Service Standards (USS)
  - Visa issues continue to be a limiting factor for addressing staffing needs in a timely manner.
  - The continuing need to mitigate COVID-19 infection risks through distancing and telework hinders the ability to conduct some onsite operations in the areas of IT, GSO, MGT.
  - Some staff continue to be at higher risk of COVID-19 infection due to the nature of their work and requirement to be onsite.

**Management Objective 2 |** Critical NEC facility deficiencies resolved and planning for execution of revised space plan for projected new positions completed. To house these staff in these new position post will also need to secure additional safe and secure housing.

- **Justification |** Prior to the August 2021 Mission move to the New Embassy Compound, OBO, DS, and post identified a punch list of more than 400 pending items to be addressed after the August 2021 move-in. Subsequently, MGT and RSO have found additional facility oversights and deficiencies including but not limited to deficient blast-resistant windows, elevator malfunctions, inadequate voltage regulation, and a non-functioning fuel master system. Post will need to continue to work closely with OBO and the OBO construction contractor Pernix to resolve these issues within the one-year construction warranty period. Additionally, the Mission is anticipating both USDH and LE staff position increases for several agencies over the next two-to-three years that



will require outfitting designated growth space and possibly “tight-sizing” some areas for those agencies that will exceed their allotted space. With NEC move, post has more office space to accommodate long-planned mission growth with an expected increase of 15-20 USDH positions by 2023. Additionally, agencies are filling positions that had been vacant, which exceeds the current capacity of 100 units in the Housing pool. Due to typically poor quality of construction that does not meet USG safety and security standards and competition from other international organizations, post has been challenged to find adequate housing. Post has also had to drop some properties due to substandard construction and continued maintenance issues. Projected increases make this issue all the more urgent. Management is engaging with Acacia Compound owner to acquire more units and engaging with the Bureau of Overseas Building Operations to find solutions that could include a build-to-lease project.

- **Linkages** | This objective reflects the management objective in the 2021 Africa Bureau Strategic Framework.
- **Risks** | The continuing need to mitigate COVID-19 infection risks through distancing and telework hinders onsite facilities maintenance work. Post-NEC turnover, Pernix has pared down its team to a small crew, with only one US Cleared contractor and thus does not always have the right technical staff to perform the repairs, requiring outsourcing/bringing in technicians from abroad. The process for obtaining Mozambican visas for TDY staff can be onerous, lengthy and not always successful, putting at risk the success of getting repairs done. Inability to complete all punch list items and properly provide preventive maintenance will reduce the life span of critical and non-critical Facility infrastructure and suspend operations cause by failed mission critical equipment. Global supply-chain delays caused by the COVID-19 pandemic delay implementation of solutions that require parts/expertise delivery. Delays in shipping of components for new CAA office may delay opening and hinder operations.

OBO has a relatively small build-to-lease program to address the significant global demand for safe housing. OBO may not be able to accommodate post’s needs and post will be challenged to find more housing. Other international companies such as Total

and Exxon may increase their presence in Mozambique, which would reduce supply of available housing. Acacia has indicated they have some units available but may not be able to meet all needs. Additionally, due to poor construction of some properties in housing pool, Management will be dropping some properties in the housing pool which exacerbates the shortage.