




**Mapping Study
of Civil Society
Organizations in**

MOZAMBIQUE

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This report has been prepared by the team of consultants: Ms. Bente Topsøe-Jensen (team leader), Ms. Alice Pisco, Mr. Padil Salimo and Mr. João Lameiras, with contributions from Mr. Vasconcelos Muatecalene.”

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Acknowledgements and Disclaimer



Rural settings for civil society, Niassa province, March 2015.

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Women's Association, District of Mecanhelas, Niassa province.

Executive Summary

The Mapping Study of Civil Society Organizations (CSOs) in Mozambique was carried out during the first half of 2015, within the context of preparation for the *Roadmap of the European Union (EU), Member States and other partners for engagement with civil society*.¹ Data collection included document analysis, and interviews with CSOs, international partners and Mozambican government institutions at national, provincial, district and local level. In the first phase of the field work, nine provincial workshops were held, and in the second phase four workshops were held for verification of findings and validation of recommendations.

The overall objective of the mapping study is to *provide the EU and all interested parties with a comprehensive overview of the state of CSOs in Mozambique, including identification of their needs and proposals for maximizing their influence in the definition and monitoring of public policies. The study also presents recommendations on the priorities to include in the EU Roadmap for engagement with civil society, and may thus contribute to improving the strategy for support to CSOs within current programming*.² The specific objectives are to:

- 1) Analyse the global state of play of the civil society in Mozambique, particularly regarding the environment, structure, capacity, engagement and sustainability of its organizations;
- 2) Identify existing the gaps, the fundamental needs and the opportunities for the CSOs to get involved in and influence policy processes, to monitor implementation of state commitments, and in general to claim transparency in public processes and good governance;
- 3) Provide specific recommendations on how to better meet needs identified by suggesting priorities and actions for programmes and other civil society support interventions.

1. The September 2012 Communication from the European Commission entitled *The Roots of Democracy and Sustainable Development: Europe's engagement with Civil Society in external relations* envisages the elaboration of Roadmaps at country level. Conceived as a joint initiative between the European Union and Member States, they aim to enhance a strategic dialogue with civil society. Roadmaps comprise of five interlinked sections. Sections 1 and 2 provide the analytical foundation by assessing the state of civil society (i.e. enabling environment, roles and capacity) as well as the current EU engagement with civil society (i.e. dialogue, mainstreaming, and coordination). Sections 3, 4 and 5 in turn set direction by prioritizing actions to be implemented, based on a set of process and results indicators. <http://capacity4dev.ec.europa.eu/public-governance-civilsociety/minisite/eu-country-roadmaps-engagement-civil-society-introduction>

2. Mapping Study of Civil Society Organizations in Mozambique, specific Term of Reference, FWC Beneficiaries 2013 – Lot 7: Governance and Home affairs, EuropeAid/132633/C/SERE/multi.

Environment

Various aspects were analysed in relation to the environment:

Political context

The democratic process began in 1992 with the signing of the General Peace Accord and adoption of a multi-party system. As in other countries of the region in which powers are concentrated in the executive, the political context is characterized by challenges in terms of checks and balances, political tolerance, freedom of the press – and in general of a party-politicization of the institutions of the state. However, there has been an increase in critical discussion in the media and spontaneous reactions to raise objections. It is interesting in this context to highlight the promising words of the Head of State, Filipe Nyusi, who in his swearing-in speech in January 2015 emphasized the importance of civil society and the need to reduce regional asymmetries and foster participative governance.

Economic context

In recent years GDP has grown on the order of 7 to 8% per year.³ The boom in natural resource exploration creates expectations of economic growth, but also provokes apprehensions and corresponding moves in civil society. Those movements are related in particular to demanding the rights of communities (specifically those related to access to land and water), transparency and good governance of the resources, and minimizing of the impacts on the environment.

3. IMF. Country Report No. 13/200, July 2013. See: www.imf.org/external/pubs/ft/scr/2013/cr13200.pdf

Social context

Despite the economic growth, the 2010 poverty index is at 55%⁴ (a new survey will be available in 2016). High rates of illiteracy persist in the North and Centre – 64% in the provinces of Cabo Delgado, Nampula and Zambézia, as against 9% in Maputo. Despite the notable growth in the number of institutions of higher education (271% between 2004 and 2012) the quality of education is low. In health the situation is alarming – for example: malnutrition (44% of children suffer from chronic malnutrition) and HIV/AIDS (with an average prevalence of 11.5%).

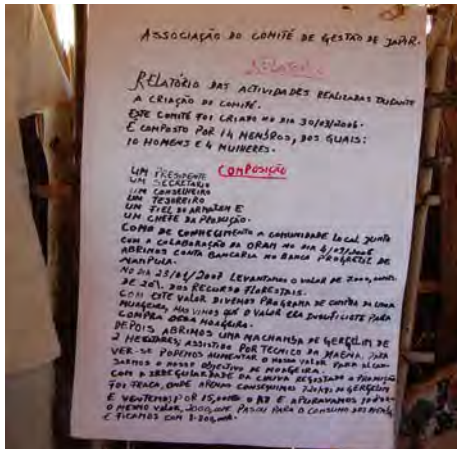
4. INE (2010). Household Budget Survey – IOF 2008/2009. INE, Maputo.

Legal context

The framework legislation for the CSOs, passed in 1991, does not comprise the diverse types and functions of the current organizations. The CSOs are involved in a process of drafting a revised law to be presented to Parliament. Major legislation for civil society has been passed in recent years, specifically the Cooperative Law (2009) and the Right to Information Law (2014).

Structure of civil society

There is no exhaustive directory of CSOs registered in Mozambique. The most recent information is from 2004, produced by the National Statistics Institute, indicating around 5,000 formally recognized associations. In light of the policies and strategies that have been encouraging the formation of CSOs, their present number may be the double.



Report of Japir Farmers' Association.
Nampula province.

There is no consensual **definition of Mozambican civil society** in the current context.

The CIVICUS definition is the most commonly accepted: “civil society is the arena outside of the family, state and market that is created by individual and collective actions, organizations and institutions, to develop their common interests”. However, there are certain kinds of organizations – private sector, occupational organizations and those of political party affiliation – whose inclusion in civil society is questioned. The existing dynamics are thus flexible and fluid as regards the identity of Mozambican civil society. Consequently, it is not pivotal to have a definitive definition of civil society, but rather to understand its complexity, the role and characteristics of its elements, as well as identify the alliances necessary for optimizing its influence on policy and development processes.

Typology of civil society

Various types of CSOs are identified, within different categories – formal and informal organizations, urban and rural, academic and implementing, professional and volunteer, etc. The different types of CSOs interact and complement each other, and there are organizations that perform functions which fall into various categories. The main categories identified were: research and advocacy organizations; knowledge-based organizations; faith-based organizations; INGOs that have been “naturalized” as Mozambican and/or are affiliated with INGOs; organizations of defence of common interests; service provision organizations; community-based organizations; movements; platforms; forums; and thematic networks. The platforms deserve particular attention, being national-, provincial- and district-level structures within which various CSOs collaborate. In some cases they are facing problems – deviation from the functions for which they were created, competition with their own members, etc., but they were formed based on the CSOs’ need for collaboration and exchange of experiences, opening up new opportunities for strengthening of civil society.

Civil society capacity

The capacity of civil society is analysed along three parameters: internal governance capacity, capacity to achieve results and capacity to establish advocacy linkage.



Suggestion box at the District Administration, Nampula province.

Internal governance capacity:

The legislation requires a certain structure for CSOs – General Assembly, Fiscal Committee and Executive Board – which is not always compatible with the resources and capacity of the organizations. There are small organizations that lack the human resources to include these decision-making bodies, and the overlap of duties causes internal conflicts, in particular between the (paid) executive organs and the governing bodies, which formally hold the power but are not paid. Definition of the organizational structure of the CSOs is one of the aspects highlighted when addressing the need for changing the legal framework. Following the CIVICUS recommendations (2007), in December 2014 forty-one CSOs approved the “Agreement on Principles of Conduct and Ethics of CSOs” and the “Compliance Monitoring Guide”. It is expected that adoption and implementation of the principles set out in the two documents produce positive impacts in terms of CSO governance. Appropriate administrative and financial management capacity is also an important aspect for the organization, often a prerequisite for fund-raising from international partners.

Capacity to achieve results:

Producing results implies availability of technical skills with the capacity for fund-raising, financial management and monitoring and evaluation. The current asymmetry in the geographical distribution of human and financial resources of the CSOs is a limiting factor for effectiveness in particular among provincial and district level organizations.

Advocacy linkage capacity:

Reflection and provision of evidence and good monitoring practices are basic for ensuring advocacy linkage capacity. It is noted that evidence-based research capacity has expanded to the provinces. In general, a notable strengthening of CSOs’ action is seen in terms of research, compilation of evidence and subsequent advocacy activities, with visible results, for example in defence of the rural communities’ land rights.

Sustainability of the CSOs.

Sustainability is analysed along three dimensions: organizational, political and financial

Organizational sustainability:

The integrity of the organization and its leaders, the availability of skilled human resources and an appropriate structure are key elements. Successful experiences are noted for groups of small CSOs in outsourcing administrative and financial services as well as monitoring and evaluation.

Political sustainability:

The CSOs operate within a political environment in which the risk of being marginalized is particularly high at local level, where the CSOs are more exposed than in the urban centres. The political environment may derail CSO action, especially when dealing with topics that may conflict with economic interests at both national and local level. Political sustainability has been strengthened through joint actions, namely by means of work within networks.

Financial sustainability:

Given the dependence on mobilization of external funding only few CSOs may be considered sustainable. It is important to diversify funding sources, including alternative and innovative sources. Recent examples of funds mobilization for humanitarian actions, voluntarism and corporate social responsibility prove the existence of alternatives which should be explored by the CSOs. To that end, it is fundamental that the CSOs have strategic plans for resource mobilization, that they promote actions for visibility and strengthen their use of information and communication technology (ICT).



Political party flag, Niassa province,
March 2015.

Engagement of civil society

The **spaces for dialogue** are the main way of materializing contact and interaction between civil society and governance. They may be formal (invited) or informal (claimed). Formal spaces are defined by law, standard or State regulation, while the informal spaces arise, take on structure and operate on the initiative of civil society itself. The main formal spaces include the Development Observatories, the district-level IPPCs (Community Participation and Consultation Institutions), interaction with the Parliament (Planning and Budget Committee) and the organs of political representation. The informal spaces are first and foremost the civil society platforms and networks. Other spaces, dominated by media, academia and culture are important for establishing alliances between various actors and civil society.

Formal spaces and quality of interaction:

Many studies express doubts as to the efficacy, functionality and relevance of the formal spaces for dialogue, and the interviews carried out indicate that these spaces are often created to legitimize government policies. Thus, as regards the Consultative Councils, the CSOs refer to barriers to access information, late notification for meetings, the party-politicization of the dialogue, and a weak representation of community interests. This results in the distancing of CSOs from formal spaces, instead of looking for alternatives to explore those spaces in an informed and persistent way.

Informal spaces and quality of interaction:

The informal spaces have grown over the past five years, partly as a response to the deficient functioning of the formal spaces for dialogue. The platforms and networks are spaces for dialogue – but also for learning and capacity development. They also arise as a strategy for the CSOs to strengthen the efficacy of their results, and as a shield against various forms of intimidations and retaliations.

Another aspect addressed in the study is the role of the **CSOs from a sectoral perspective**. The CSOs play an important role i.a. in the areas of governance and rural development. They often undertake integrated activities cutting across various sectors, in order to respond to the multiple interlinked problems faced by their beneficiaries. Indeed - and providing just two examples - good governance can only with difficulty be separated from human rights; and sustainable rural development is based not only on farming activity, but also on conservation of the environment and natural resource, on the social sectors, on education and culture, on the diversification of economic activities and on other components that contribute to the quality of rural communities' living and working conditions.

Good governance

The support of civil society is officially acknowledged by the Government of Mozambique as an important and necessary intervention in the area of good governance and democratic development. The number of CSOs operating in governance has increased considerably over the past ten years. However, the debate on transparency and accountability is recent. Activities began in 2005-06 with actions focused on the fight against corruption. The creation of the National Forum for Combating Corruption in 2007 – and the later approval of the Anti-Corruption Package for 2012-14 – was significant steps that resulted above all from pressures exerted from civil society. As regards extractive industry – likewise as a result of civil society pressure – the government approved various regulations and acknowledged the pertinence of publishing the contracts signed with investors. As a result of CSO efforts, greater awareness of community rights in regions with large investments in the extractive industry sector, land and forests is likewise seen.

Budget monitoring:

The Budget Monitoring Forum (FMO), created in 2010, works closely with the Planning and Budget Committee of Parliament, which uses the FMO monitoring when presenting opinions. As a result of the FMO's advocacy, proposals for the State Budget were released publicly on the MPD-site (currently the Ministry of the Economy and Finance). Other tangible results of FMO's work are the doubling in the 2012 budget for basic social allowance, and Government's implementation of the "Citizen Budget".

Studies - production of evidence:

Few CSOs have the capacity to produce consistent evidence-based studies, and the majority have their headquarters in Maputo. As regards the use of such studies, part of the CSOs that produce them fails to carry out subsequent advocacy activities, and other CSOs have a hard time in accessing and interpreting them. Consequently, there is a need for "translation" of the evidence-based studies to transform them into effective advocacy tools that are accessible for the CSOs as a whole.

Access to information:

Despite approval of the Access to Information Law in 2014, obtaining information is an ongoing problem for CSOs and for citizens at large. The problem is not the existence or not of a specific law, but rather the lack of an institutional culture of information sharing.

Human rights:

Civil society – as representative of rights-holders – plays an important role in defence of human rights vis-a-vis the duty-bearer, which is the state. In Mozambique, violations of civic and political rights, as well as of economic, social and cultural rights are innumerable. Action by civil society has been very strong on this subject in preparation and formulation of new laws, as well as in discussions in the Universal Periodic Review context. A group of CSOs specialized in human rights defence of human rights, and in particular of gender rights, stands out.

Sustainable rural development



Villages along the road, Niassa province.

In Mozambique around 70% of the population lives and works in the rural areas, and at 35.6% the sector is the prime contributor to national GDP.⁵ Consequently, rural development in its multiple aspects is pivot to socio-economic development policy. In the present study, the history of rural development is addressed, policy instruments are identified and the roles of the sector's main **actors** - the state, private sector and civil society - are explored.-. The main areas of current and future CSO activity are also identified:

5. Agriculture, livestock raising, hunting, forestry and activities related to fishing continue to have the greatest share in the economy of Mozambique, with 35.6%, followed by manufacturing industry with 10.3 % (INE, data in relation to the second quarter of 2014, released in September 2014).

Agriculture, land and forests:

Where CSOs have played and may continue to play a very relevant role in terms of advocacy and affirmation of rural communities' rights, but also in direct technical support – whether for existing activities or for diversification of economic activities.



Agricultural products, Nampula province, 2012.

Other activities in the rural areas:

Attention is paid to the potentials of creative tourism (envisaged in the Culture Plan), to initiatives under way within the realm of eco-tourism, and to the role that CSOs may have in future.



Crop of rice, Nampula province, 2012.

Social services

Social services cover the areas of social protection, health and education, where the various CBOs, CSOs and INGOs as service providers play a role officially recognized by the State.

The CSOs likewise defend the rights of vulnerable groups: orphaned children, elderly people, persons with disabilities, etc. What stands out in this context is the role played by faith-based organizations linked to churches or mosques, and often performed on a volunteer basis.

Some aspects – such as the elderly people - deserve a special attention from CSOs in terms of advocacy in favour of a universal pension and on issues of violence against and marginalization of widows and elderly women. With a long history of Mozambique, the role of many CSOs that – under the umbrellas of FAMOD (Forum of Mozambican Associations of the Disabled) and ADEMO (Association of the Disabled of Mozambique) – defend the rights of people living with disabilities. The activities of the PSC-PS in producing evidence, advocacy, lobbying and monitoring of policies within a perspective of complementarity to Government's actions may also be highlighted. The link between service provision and the compilation of evidence for advocacy activities is indispensable for the future engagement of civil society in the area of social services.



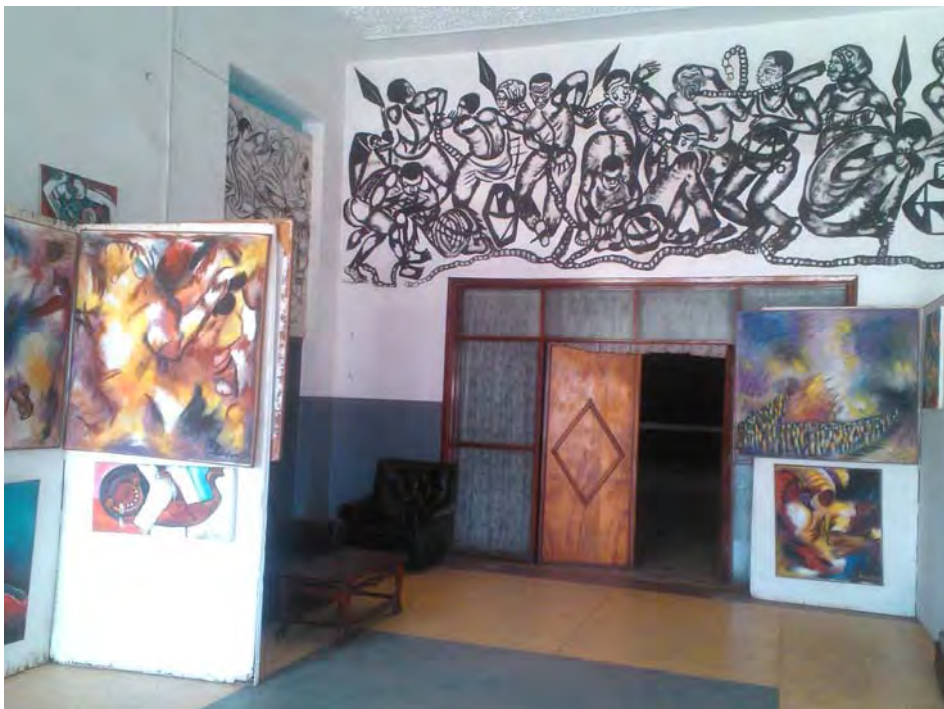
Children in Red Cross camp,
Mocuba, Zambezia province, March 2015.

Cultural heritage

Cultural heritage includes material and immaterial dimensions; the analysis of the role of civil society is focused on the latter. Culture represents a critical space for policy dialogue, functions like a vehicle for communication in debates, and represents a key element in the ethical and moral education of youth.

The national dance and theatre cultural groups and the small local associations also play important roles as carriers and transmitters of cultural identity. Despite the lack of physical spaces for practising the arts, some initiatives of cultural organization promoted by associations in various provinces stand out: the civil society Cultural Observatory OCULTU; the Mozambican Community Theatre Network; and the increasing attendance by the general public to cultural activities and district culture festivals.

The use of culture by CSOs is an area with great potential for mobilization and dissemination of information, which is not yet fully explored.



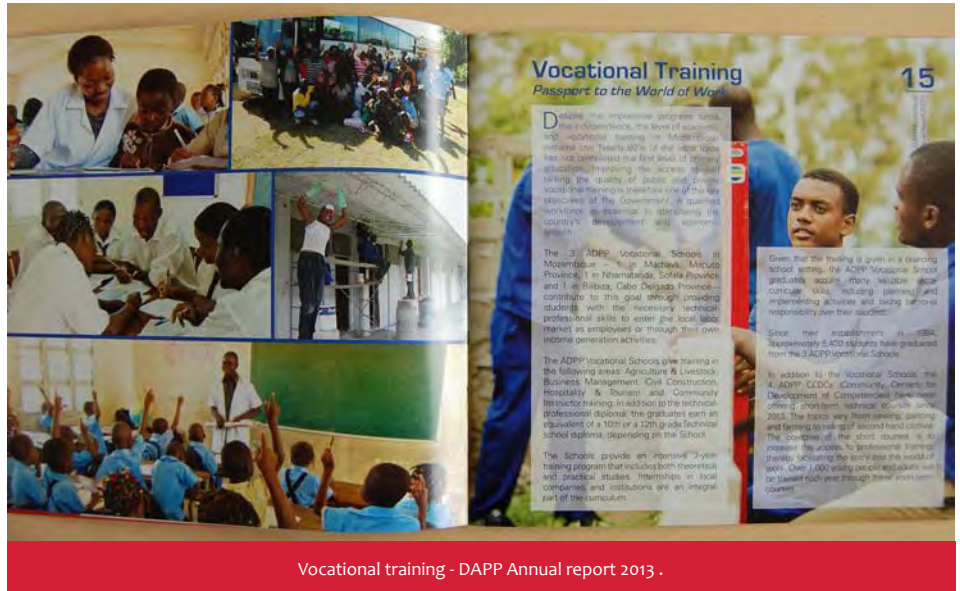
Cultural center in Quelimane, Zambezia province, April 2015.

Technical and vocational education and training

TVET is particularly important for the youth segment of the population, and has a pivotal role to play in skilled employment, thus contributing to combating poverty and to the political stability of the country.

Various cooperation agencies, international trade unions, INGOs, CSOs and the Vocational Training Schools (Escolas de Artes e Officios) all operate in this area.

However, the role of the CSOs in TVET is still very modest, due to scarcity of resources and technical capacity, and also to the lack of a long-term perspective for ensuring the necessary quality of training.



Vocational training - DAPP Annual report 2013 .

Architecture for support to civil society

Official development assistance:



Publications of Civil Society Support Mechanism (MASC).

There is no consensus definition of civil society among the various actors, nor is a specific record created for support to civil society in the official database (ODAMOZ).

However, support to civil society is acknowledged by the Government of Mozambique and by the international partners as fundamental for strengthening good governance and democratic development.

The most frequent forms of support are as follows: Joint mechanisms and programmes; direct support to national and international CSOs; discretionary funds available from agencies and embassies; and support through INGOs.

Mechanisms and programmes for support to civil society:



Publications of Civil Society Support Mechanism (AGIR).

The mechanisms seek to harmonize procedures for submission and management of projects. Some mechanisms support the CSOs' strategic plans (core funding) in order to strengthen their financial independence and organizational sustainability.

There are highlights from the cumulative experience on support to civil society: the importance of combining project funding with organizational capacity development; the use of mentoring models; the need for flexibility to respond to the context; and the need for decentralization and simplification of access to funding.

Direct support to the Mozambican CSOs and the discretionary funds:

There is a very diverse array of civil society support initiatives with sectoral and geographical approaches from the bilateral agencies, which include support through hinterland INGOs and UN agencies.



Publications of Civil Society Support Mechanism (CEP).

Based on the analysis made, the following recommendations are presented:

1. Ensure ongoing attention to the need for independence of CSOs, and support them in acclaiming an increasingly tolerant and democratic space for policy discussion.
2. Support civil society and public institutions in revision of the legal framework for CSOs. This revision should, among other things, contemplate the possibility of establishing a mechanism for dialogue between civil society and the Government at various levels.
3. Recognize the CSOs' right to take decisions and support civil society in advocating for its agendas.
4. Maintain a frequent and systematic dialogue not only with the Government of Mozambique, but also with civil society itself and its representatives vis-à-vis provincial and central governments.
5. Base organizational capacity development on assessments of needs and capacity, recognizing that organizational capacity development should be in accordance with the size, scope and character of each organization.
6. Facilitate the establishment of partnerships between CSOs and research institutions and universities, with the aim of increasing analytical and practical capacity of both parties (action research).
7. Support platforms and networks to fully carry out their missions, namely as regards to their coordination and representation role of CSOs.
8. Promote alternative forms of skills transfer and knowledge and information sharing.
9. In conjunction with representatives of civil society, sponsor a conference on diversification of funds and guarantee accompaniment of follow-up activities.
10. Support the organizational sustainability of CSOs, bearing in mind the experiences from outsourcing financial and accounting management duties to small service-provision-based CSOs.
11. To overcome the inadequate coordination of divergent approaches on civil society, it is recommended to establish a cross-cutting mechanism for coordination among donors.
12. CSOs support mechanisms should ensure decentralized outreach to small CSOs at provincial and district level.
13. Support to CSOs should follow established best practices and the recommendations on harmonization and alignment expressed in various studies.



Rural CBOs operate in a reality different from urban areas, Niassa province, 2009.

1. Introduction

1.1 The mapping study in context

The mapping study of civil society organizations (CSOs) in Mozambique is framed within the policy of the European Union (EU) in general, and is aimed specifically at implementation of the **September 2012 Communication concerning the EU's engagement with civil society in foreign relations**.⁶ Although support to the CSOs began in the 1970s, it is from year 2000 with the Cotonou Agreement⁷ that the EU sets out an official position on the CSOs as pivotal political actors, whose involvement in policy dialogue and in preparation, execution, follow-up and monitoring of national strategies is crucial for support to democratic development.

At the 2011 OECD conference in Busan the participants adopted the Declaration on Partnerships for Effective Cooperation, in which the role of the CSOs is recognized:

“Civil society organisations (CSOs) play a vital role in enabling people to claim their rights, in promoting rights-based approaches, in shaping development policies and partnerships, and in overseeing their implementation. They also provide services in areas that are complementary to those provided by states. Recognising this, we will:

- a) Implement fully our respective commitments to enable CSOs to exercise their roles as independent development actors, with a particular focus on an enabling environment, consistent with agreed international rights, that maximises the contributions of CSOs to development.
- b) Encourage CSOs to implement practices that strengthen their accountability and their contribution to development effectiveness, guided by the Istanbul Principles and the International Framework for CSO Development Effectiveness.”⁸

6. *The roots of democracy and sustainable development: Europe's engagement with civil society in external relations*. European Commission, 12.09.2012. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:EN:PDF>

7. <http://eur-lex.europa.eu/legal-content/EN/TXT/HTML/?uri=URISERV:r12101&from=EN>

8. Busan Partnership for Effective Development Co-operation, 2001. <http://www.oecd.org/development/effectiveness/49650173.pdf>

Operationalization of the 2012 Communication includes the **preparation of roadmaps** at national level in order to ensure a common strategic framework for the EU (delegations and Member States) and other stakeholders as regards engagement with civil society. The present mapping study fed into the preparation process for the roadmap in Mozambique, which took place in parallel.

The mapping study took place within the context of formulation of the 11th European Development Fund (EDF) and of implementation of the Non-State Actors (NSAs) budget line for 2015 to 2017 in Mozambique. Both advocate for joint programming with the Member States (MS), as well as complementarity among the various instruments and levels of programming.⁹ Based on this, the mapping study focuses on the main sectors defined for the 11th EDF – *good governance and rural development* – where civil society may play a vital role in ensuring social accountability, as well as in implementation of programmes and projects.

9. 11th European Development Fund, PowerPoint presentation, EC, n.d. <http://eukonvent.org/wp-content/uploads/2014/10/4.-11th-European-Development-Fund.pdf>

It is the intention that the analysis as well as the recommendations presented be useful not only for the EU and other international partners, but also for the Government and Mozambican civil society itself.

The mapping study started immediately following the swearing in of the new Head of State in Mozambique, in January 2015. The study is thus framed within the new political environment, and within this context it is interesting to highlight the promising words of the Head of State. In his swearing-in speech, the President indeed emphasized the importance of civil society, among other actors, “in the consolidation of a national culture of dialogue and social cohesion”, as well as the importance of a “vigorous defence of human rights” and of “building an inclusive society”. He alerted to the need to reduce regional asymmetries and foster participative governance. He also expressed the aspiration that “state and public institutions be synonymous with integrity and transparency”.¹⁰

10. Official Speech, Swearing-In Ceremony. President of the Republic of Mozambique, 15.01.2015.

However, on March 3rd a somber shadow was thrown over the Mozambican political environment when the Constitutionalist Gilles Cistac, a Professor in the Faculty of Law at Eduardo Mondlane University, was brutally murdered in broad daylight in one of the main avenues of Maputo. The motives behind this murder are still not clear and the investigations continue. Many analysts interpreted this as an attack on freedom of expression, reducing the space for open dialogue on constitutional interpretation in Mozambique. Civil society reacted swiftly, condemning the killing and demanding respect for fundamental freedoms and a functional justice system.



Demonstrations of civil society in Maputo, March 2015.

1.2 Objectives of the mapping study

The overall objective of the mapping study is to *provide the EU and all of the interested parties with a wide-ranging view of the state of the CSOs in Mozambique, including identification of CSO's needs in order to be able to perform better in the most relevant areas of public policy. The study will also provide recommendation for the priorities to be included in the EU Roadmap for engagement with civil society, thus improving the strategy for support to CSOs within the current programming.*¹¹

The specific objectives are:

1. To analyse the overall situation of civil society in Mozambique, in particular in relation to the structure, degree of independence, environment, capacity, engagement and sustainability of civil society organizations in the country.
2. To identify existing gaps, the fundamental needs and as well the opportunities for CSOs to be involved in policy dialogue, to influence the Government's decision-making process, monitor implementation of the State's commitments (particularly as regards the public budget), and to ensure transparency, accountability and the full carrying out of their advocacy activities.
3. Provide specific recommendations on the way to best respond to the needs identified, by suggesting priorities for the existing interventions and programmes in support to civil society, whether of the EU or of other donors.

11. Mapping Study of Civil Society Organizations in Mozambique, specific Term of Reference, FWC Beneficiaries 2013 – Lot 7: Governance and Home affairs, EuropeAid/132633/C/SERE/multi.

The three specific objectives are linked directly to the expected outcomes and foresee a gradual accumulation of knowledge on which the recommendations will be based. The recommendations meet the needs of the strategy and priorities of the EU and of other involved donors. They also reflect the priorities of civil society itself toward ensuring effectiveness in the operationalization and adaptation of methods and outcomes.



Members of farmers' associations travel long distances to attend meetings, Niassa province.

1.3 Scope of the mapping study

A CSO mapping study is basically an analysis of the context in which civil society organizations operate. It is important to underline that it is not the drawing up of a directory of existing organizations, but rather a study of the key actors and their relationships, dynamics and involvements¹²:



Verification workshop with CSOs in Quelimane, Zambézia province, April 2015.

- *Mapping is an identification work on the key actors in a given country (or sector) in order to better understand how they are enshrined in a relational dynamics that give rise to development processes.*
- *With mapping, one aims at identifying the role and position of actors in a broader social, institutional and political framework of a given society, as well as its strengths and weaknesses, which allows for the analysis of their influences in this same arena.*
- *It is designed as a dynamic exercise and not simply a descriptive, easy-to-read one, and which enables the delegations to have a precise identification of actors to be incorporated in the various phases of a development process, according to their structuring levels and action lines.*

In terms of geographic scope, the present mapping study covered all ten provinces of Mozambique. However, with a main focus on Niassa, Nampula, Zambézia, Manica, Sofala and Tete – provinces in which the six main development corridors were identified in the 2010–2019 Strategic Plan for Development of the Agricultural Sector (PEDSA) drawn up by the Ministry of Agriculture.

12. https://webgate.ec.europa.eu/fpfis/mwikis/aidco/images/2/24/GUIDE_CIVIL_SOC_FINAL.pdf.
<http://capacity4dev.ec.europa.eu/t-and-m-series/blog/concept-paper-nr-3-mappings-and-civil-society-assessments>

1.4 Structure of the report

In addition to the present introductory chapter, the report includes six other chapters. Chapter 2 describes the methodology applied, chapter 3 is the backbone of the report, dealing with the context in which civil society organizations operate, and the analysis of available information, based on document review and information gathered from interviews, focus groups and workshops. Chapter 4 presents a sector analysis, triangulating information in relation to the key sectors and to the EU's complementary actions. Chapter 5 addresses the architecture of support to civil society, and lastly, Chapter 6 presents in summarized form the main findings and recommendations derived from the study. Annexes comprise the bibliography, interview guide, information on current EU-funded civil society projects, information on the joint mechanisms and funding programmes for civil society, a contact list of CSOs, recent cases of legislative changes influenced by civil society, and provincial civil society profiles.



Verification workshop with CSOs in Quelimane, Zambézia province, April 2015.



Sanga District, Niassa province, March 2015.

2. Methodology applied

2.1 Methodology

The mapping study focuses mainly on five interconnected aspects, which serve as analytical entry points to civil society.

- **The environment** in which civil society and CSOs are framed, taking in the historical, political, economic and social context, as well as the legislative framework and the respective implications.
- **The structure of civil society**, including the typology of the various groups which add up to civil society and a proposal for a flexible and comprehensive definition of what civil society is in the Mozambican context.
- **The capacity of civil society**, focused on the overall and common capacity of CSOs to engage in policy dialogue and in development, rather than their individual capacity.
- **The financial, organizational and political sustainability** of CSOs, including existing opportunities for strengthening.
- **Engagement** as regards capacity to use and exploit the existing knowledge and resources to define and carry out intervention and advocacy strategies.



Thus the collection and respective validation of data benefited from the combination of a normative approach (definition of the categories of CSOs) with a practical approach (identification and verification in the field). The available information was subjected to a triangulation of subject matters – the definitions, the information gathered in the field (interviews, focus groups and workshops), and the consulting of existing documents.

In parallel to the present mapping study other studies were carried out on civil society in Mozambique,¹³ and the team interacted with the protagonists of those studies to take advantage of synergies, establish comparisons and verify the information gathered. In order to optimize the mutual gains and ensure the exchange of information, measures were taken for coordination in terms of joint interviews, sharing of notes and mutual participation in some of the workshops held.

13. An academic study on civil society taking place between 2014 and 2016, on the initiative of IrishAid and in collaboration with the University of Dublin and the Catholic University. The main researcher followed our work in Zambezia Province in February 2015 and collected information was exchanged. A CIVICUS study on civil society also took place in the first half of 2015, under the aegis of JOINT. They participated in the verification workshop for the present study in Maputo at the end of April 2015, and the head of the study team for the mapping study likewise participated in presentation of the findings of the CIVICUS study. A study on the sustainability of civil society sponsored by KEPA, Oxfam, Helvetas, Diakonia and Family Health International was still under way at the time the present study was finished. Impressions were exchanged with the representative of KEPA on aspects that were common to the studies. A member of the mapping team participated in the seminar that took place in Maputo on May 28 for presentation of the results of the study, and the report was shared with the mapping team.



MULEIDE
Association Women Law and Development.

2.2 Approach

The mapping study was carried out based on a participative approach at all levels, both with the direct involvement of stakeholders and informants, as well as within the team and with the European Union Delegation and main international partners.



Workshop with CSOs in Inhambane, Inhambane province, March 2015 .

Participation was ensured through direct contacts and various forms of information gathering, namely:

- *Individual interviews* using guidelines and open-ended questions, which allowed exploration of new ideas and issues coming up during the discussions;
- *Focus groups* that allowed participants to engage in a horizontal dialogue favourable to the development of ideas and opinions;
- *Workshops organized with the help of provincial platforms*, taking advantage of the structures of civil society itself; and
- *Validation* of information with the main informants as a key element for the second phase of the field work, which included three provincial workshops and one in Maputo, as well as the sounding of opinion by email from other CSOs interviewed.

Interviews conducted and workshops held

Interviews conducted	
National CSOs	72
Platforms, networks and umbrellas	16
INGOs and programmes	27
Government of Mozambique	13
Private sector	7
Departments within the EUD	6
Development agencies	17
Others	3
Total number of interviews	161 (of which 11 focus groups)
Workshops held	
Provincial workshops for information gathering	9 (186 participants)
Workshops for verification of findings and validation of recommendations	4 (98 participants)
Total number of workshops	13 (284 participants)

The information gathering was carried out in **two stages**:

The **first period** (January 26 to March 7, 2015) included work at national level and visits to all of the provinces, interviews and nine workshops.

In each **province** an effort was made to interview CSOs and other institutions reflecting the diversity of civil society and of the various actors: platform(s) and/or network(s) - governance and implementation organizations respectively; faith-based organizations; and representatives of trade unions, private sector and media. At provincial and district level, government institutions were also contacted: Provincial Government; District Administration; Provincial Directorates of Planning and Finance (DPPF), Women and Social Welfare (DPMAS), or Agriculture (DPA). Thus a total of approximately 150 individual interviews were conducted with various CSOs, government representatives, INGOs, platforms and networks, media and private sector. Discussions were also held with focus groups composed of organizations from similar areas of intervention with the goal of promoting dis-

cussion and creating synergies so as to optimize the results of the joint work.

The nine **workshops** included were attended by a total of 186 participants; they were organized with the help of the provincial platforms, and – where conditions permitted – the premises of those platforms were used. One of these workshops was held at district level (Mocuba in Zambézia Province) and the others were held in the provincial capitals, in all cases with the exception of Nampula with the participation of representatives of the district organizations.

Provincial workshops

The participants were organized into groups and each group addressed one of the five topics – structure, environment, capacity, engagement and sustainability. Notes were distributed to each group in Portuguese to guide the discussions, in the same format as the interview guide, clarifying that they had to discuss the concrete case of their province. Each group worked on the topic that was indicated beforehand with a marker.

SWOT (strengths, weaknesses, opportunities and threats) was used as the structure for the discussion, and each group identified the Most Significant Changes over the past five to ten years.

Flip-chart paper was provided to the groups and the results from the group work were put up on the wall.

The representatives of each group presented the respective conclusions, and all participants were asked to comment on and supplement the work of each group.

At national level interviews were also carried out with CSOs, INGOs and platforms of CSOs, official bodies and donors, both from the Member States (MS) as well as from other development agencies. The EUD organized two meetings with representatives of MSs and other development and cooperation agencies interested in the roadmap process, in which the team presented the draft report (6.2.2015) and the preliminary findings and recommendations (6.3.2015). Meetings were also organized by the EUD for the team with the GON, and preliminary findings and recommendations of the mapping study were presented on 12.03.2015.

The **second period** (April 13 to 30, 2015) served to check the preliminary findings and to validate recommendations. To this end, four workshops were held in provinces that were selected based on the characteristics of the respective civil society.

- Nampula – a province in the North with great potential for economic development, investments in megaprojects and a high population density. Historically Nampula is a province with a strong civil society, and good interaction between civil society and the provincial government;
- Tete – as a province of the Centre characterized by investments in the coal industry sector, and with much civil society activity in the promotion and defence of rights related to the land and to the benefits from exploitation of natural resources that ought to revert to the communities;
- Zambézia – is a province of the Centre with a high population density and high economic development potential, but with very low development indices and investment levels. Zambézia is inclined to the political opposition, and civil society plays an important role in political dialogue with the government;
- Maputo City – is the headquarters of many Mozambican CSOs and is characterized by the proximity to the central government institutions and to the development support partners.

In addition to workshops, a series of additional interviews were carried out with the objective of filling in gaps in terms of information, mainly as regards the rural development sector and the complementary actions (human rights, social services and social protection, vocational training and culture).



Girls' education is a priority of the CSOs in Nicoadala District,
Zambézia province, March 2015.

3. Civil society in Mozambique

3.1 The environment in which the CSOs operate

3.1.1 Political context

Mozambique won its independence in 1975. In the years that followed independence and up to 1994, the state was governed within a single-party system, in which the state was confounded with the party – Frelimo. From 1976 to 1992 the country experienced a civil war that opposed Renamo¹⁴ and the government. The war ended following the signing of the General Peace Agreement (AGP) in Rome, Italy, on October 4, 1992. In 1990, the single-party Parliament approved the country's first multi-party Constitution. In 1994, the first multi-party elections were held, and from that time they take place regularly every five years. From 1992 up to 2011, two decades of relative political stability passed. It was interrupted between April 2013 and September 2014 by a new politico-military conflict with its epicentre in the central region of the country, in particular in Sofala, between the residual forces of Renamo and the government.

In October 2013, civil society organized a mass march to appeal for an end to the politico-military conflict and against the kidnappings in the cities of Maputo and Matola. Other initiatives followed, involving civil society, the private sector, academic and other sectors of Mozambican society. Within the context of those initiatives, civil society promoted discussions and set up meetings with some of the main parties intervening in the conflict. One of the main demands of civil society was the holding of a meeting between the President of the Republic and the President of Renamo to bring the conflict to a conclusion. At the same time, political dialogue was being held at the Joaquim Chissano Conference Centre in Maputo between Renamo and the government, in which the main causes of the conflict were discussed. On September 5, 2014 the agreement was signed putting an end to the military hostilities, by the President of the Republic, Armando Guebuza, and the President of Renamo, Afonso Dhlakama.

14. Mozambique National Resistance (opposition party).

In October 2014, the fifth general elections were held, and won by Frelimo and its presidential candidate Filipe Nyusi. Civil society was actively engaged in the entire election process. Various mechanisms were established to ensure solid participation. The Electoral Observatory, an organization specialized in electoral processes, working in parallel observing the process and tallying the electoral results. The Human Rights League, the Youth Parliament and the Bar Association – which joined together with civil society in the electoral observing - also had an important role in the observation process. The CIP was key in the dissemination of information on what was happening in various parts of the country, through its email list platform. Various situations of violence were reported by civil society during and after the campaign, along with cases of violation of human rights related to illegal detentions by the police of supporters of the opposition,¹⁵ and various illicit electoral acts.

The results were contested by Renamo and by the Mozambique Democratic Movement (MDM), a party created in 2008 by former Renamo members. Following that, the President of Renamo moved forward with the intention of governing the provinces where he considers having won the elections – a claim that ended in drafting the law on provincial local authorities, which was submitted to Parliament and voted down by the majority parliamentary group.



Demonstrations of civil society in Maputo, March 2015.

The historical state-party relationship prevailed over the years and prevails following the establishment of the democratic system, since the manifestations and influence of the party in power over the institutions of the state persist as an important source of political discord and of exclusion. The majority of the CSOs declared that over the past five years the space for political discussion became inhospitable, the level of political tolerance¹⁶ and of discussion of ideas declined. Following this environment, characterized by political intolerance and scant discussion of ideas, in 2013 an informal group emerged (known by the acronym G40), made up of some young academics and characterized by a way of thinking that rejects out of hand and alternative policy opinions, amplified by social and public media.

16. An increase in violence and political intolerance was recorded during the elections process. The security forces were accused of disproportionate use of force and of having committed violence against citizens. In the Municipality of Quelimane a young sympathizer of the MDM died from a gunshot fired by an officer of the FIR; in the municipality of Gúruè in Zambezia, two citizens were shot by police officers; and in the Province of Gaza, in five districts – Xai-Xai, Chibuto, Bilene, Chôkwè and Macia – serious cases of violence between sympathizers of the Frelimo Party and those of the MDM took place, when sympathizers of the Frelimo Party sought to prevent the carrying out of the election campaign of the MDM for the general elections of October 2014.

15. See the final report (in Portuguese) from the European Union Electoral Observation. http://eeas.europa.eu/eu-om/missions/2014/mozambique/index_en.htm

The murder, on March 3rd, 2015 of the constitutional lawyer Gilles Cistac – according to whom there was no legal-constitutional impediment to the creation of provincial local authorities – has been associated with political intolerance and the absence of critical discussion of ideas.

The intervention of the CSOs in matters concerning policies has faced serious challenges, as described in MARP (2010), specifically as regards barriers in access to information, cases of intimidation and reprisals, mainly with the local governments, and co-optation of the leadership of civil society organizations. According to the AGIR Programme evaluation report,¹⁷ the closing off of the public authorities and institutions in relation to civil society organizations is in part a consequence of the transformation of organizations initially devoted to service provision, into organizations that scrutinize and demand accountability from the governments in the area of implementation of development programmes.

17. Holmberg, Annica; Macuane, José & Salimo, Padil (2014), Evaluation of Thematic Results Achieved and Demonstrated with the Programa de Acções para uma Governação Inclusiva e Responsável – AGIR. Final Report Sida Decentralized Evaluation, 2014:37; Stockholm, September 2014. <http://www.sida.se/publications>

3.1.2 Economic context

The country has recorded stable indices of economic growth for nearly a decade. The data indicate that the country's Gross Domestic Product (GDP) is growing at an average of 7-8%.¹⁸ In 2009 major reserves of coal were discovered in Tete, and in 2012 the existence of enormous quantities of natural gas in the Rovuma Basin in the Province of Cabo Delgado was announced. The boom provoked by the discovery of the natural resources placed Mozambique in the spotlight of foreign direct investment (FDI). A strong economic growth in the coming years is thus foreseen. However, doubts remain in relation to transparency and good governance in management of the resources, along with concerns as to the impacts that such large investments may cause to environment and to property rights and exercise of citizenship on the part of the communities directly affected.

According to the KPMG study (2013),¹⁹ the extractive industry sector dominates exports, with particular emphasis on the aluminium produced by MOZAL, coal (Vale Mozambique and Rio Tinto) and electricity. However its contribution to GDP and employment remains insignificant, according to Castel-Branco (2008 and 2010).²⁰ Agriculture continues to be an important sector for the advance of the economy. Indeed, in 2012 agriculture employed close to 80.5% of the labour force, and its contribution to GDP was 31.5%, as against only 3.4% for the industrial sector (KPMG, 2013).

18. IMF. Country Report No. 13/200, July 2013. See: www.imf.org/external/pubs/ft/scr/2013/cr13200.pdf

19. KPMG. Monitoring African Sovereign Risk. Mozambique Snapshot. 2013 Quarter 2. In: www.kpmg.com/Africa/en/KPMG-in-Africa/Documents/2013

20. Castel-Branco, Carlos Nuno (2008), Os Mega Projectos em Moçambique: Que Contributo para a Economia Nacional? Document presented at the Civil Society Forum on Extractive Industry that took place on November 27 and 28 2010: www.iese.ac.mz/lib/noticias/Mega_Projectos_ForumTIE.pdf and Castel-Branco, Carlos Nuno (2010) Economia Extractiva Desafios de Industrialização em Moçambique. Cadernos IESE No. 01/2010: www.iese.ac.mz/lib/publication/cad_iese/CadernosIESE_01_CNCB.pdf

The experiences with resettlement and loss of lands in Tete derived from coal mining were marked by conflicts between the population and the companies and government. The revolts against the Vale Mozambique company against the resettlements in Tete, and the strong concerns linked to the environmental impacts and those on the health of the population following the coal mining activities by Jindal Mozambique Minerals,²¹ reflect signs of a complex field of interests that put into question the welfare of the communities, as well as social and political stability. The Centre for Public Integrity (CIP), the Institute of Social and Economic Studies (IESE), the National Union of Peasants (UNAC), the Rural Mutual Aid Organization (ORAM), the Human Rights League (LDH) and the Living Land Centre (Centro Terra Viva – CTV) are some of the CSOs that have been visible in scrutinizing the governance processes in the natural resource and agricultural megaproject sector.

21. To be operated at the Chirodzi mine, with open-pit coal mining.



Civil society and the communities affected by the coal industry in Tete, by the forest plantations in Niassa, by the potential risks arising from implementation of ProSAVANA and from construction of the future Liquefied Natural Gas (LNG) plant in Palma in Cabo Delgado Province by the companies Anadarko and ENI, assign responsibility to the government for the alleged violations of human rights²² that are noted in those areas. The communities consider that the government “is not worried about them, but rather about doing businesses”.

The solutions adopted in Moatize for the resettlements of the population affected by the mining constitute only apparent solutions for the communities. The fact of habits and customs of the affected population being neglected in some situations limits the effectiveness and sustainability of solutions adopted. The box below shows the history of two communities – Cateme and Benga – affected by the coal industry in Tete.

22. It is important to highlight that in letters sent to the President of the Republic, the Civil Society Organizations and Social Movements reported situations of police violence, non-fulfilment of promises made to the population by the company Vale Mozambique, and arbitrary detention of community leaders and representatives of associations of the communities of Cateme due to demanding their rights.

Narrative based on events recounted by the communities

The 25 de Setembro Neighbourhood was built by Vale Mozambique in the Moatize Municipality to house the resettled population. Capanga, which lies in the coal exploitation area of the Rio Tinto company, is a community of 100 families, which is still to be resettled. In the community, they face situations which go against their cultural practices, and they express enormous disappointment in relation to the performance of the companies and of the government.

Talking to a group of residents in the resettlement neighbourhood of Vale Mozambique, they started questioning the sedentary life which they have come to live in a neighbourhood where they cannot get a piece of land to practise farming – the activity that represented the basis for their survival prior to being removed from their lands. One woman from the group, who is a traditional doctor, demonstrated her discontentment by saying the following:

“The government is not concerned with its people, because it is aligned with the companies that came to remove coal where we used to live and used to have our plots, where we had our businesses and did not depend on markets to live. When the government came to speak with us, it said there was nothing more for us to do there and that we should leave the land so the companies could begin removing the coal.”

In the meeting with the communities living in Capanga, who have been awaiting their resettlement since 2008, it was said that they saw one part of the community resettled in Mualadzi and another in urban resettlements in the town of Moatize. The population that remained to be resettled was promised to be resettled quite soon. However that did not happen, and at the same time they were prevented from carrying out any activity in the area. Some of the resettled population went back again to establish themselves in Capanga. During the meeting with part of the group to be settled, the following was said:

“People are going back because the conditions they expected to find have not materialized. Men who are polygamous arrived there and received only one house, when before they left each wife lived in her own house. Bringing together two families in the same house is at odds with our tradition. There are also people who carry on in the resettlement neighbourhoods but are almost always here, because they still have their ancestors buried here and need to visit them.”

Civil society is involved and very well-articulated with the affected communities, and has established a liaison link with the government and with the companies. This process took time and also faced significant challenges, including threats. Some members of civil society organizations active in defence of the rights of the affected people ended up on the side of the companies. However, others remained firm in the defence of community interests and rights. It was following the combined effort between civil society organizations and communities, and the respective social pressure on the companies and the government, that the Resettlements Regulation was approved. Following that legislation, in Tete for example, the Provincial Commission for Resettlements was created, which is made up of representatives of the key sectors of the provincial government and one representative of civil society. Working groups were also created involving communities, representatives of the companies, organizations of civil society and the government, to discuss practical aspects of the rights and benefits of the communities.

3.1.3 Social context

In spite of the recorded growth in the country, the poverty indices have paradoxically not improved. The 2014 UNDP report²³, shows that the country rose from third place amongst the poorest in the world in 2013 to 10th place, which is to say 178th place out of 187 countries. Although there has been a slight improvement in the index, the report highlights that poverty and poor capacity for resilience prevailed. In 2010, the National Statistics Institute (INE),²⁴ the official body for generation of statistics in the country, indicated that around 54.7% of the population was poor. This data compared with the results on poverty published by the same institution in 2002-03, which indicated that 54% of the population lived below the poverty line, reveal a stagnation of poverty in the country.

Close to 50.4% of the Mozambican population is illiterate. The greatest percentage of the illiterate population is located in the provinces of the North of Mozambique and in Zambézia, where the percentage is of more than 60%. The Province of Cabo Delgado has the highest percentage of illiterate population at 66.6%, followed by Zambézia and Nampula with 62.5% and 62.3% respectively.²⁵ A recent USAID study²⁶ shows that more than 60% of the children enrolled in third grade do not recognize the letters, which means that they do not know the alphabet, and consequently cannot read. The majority of the children finish fourth grade without being able to read and write. If reading constitutes a fundamental basis for the process of knowledge construction, then the substantial concern that society has been expressing around the issue of educational quality is understandable.

23. UNDP (2014). Human Development Report 2014. Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience. Washington, 2014.

24. INE (2010). Household Budget Survey (IOF 2008/2009). INE, Maputo.

25. Data from the 2007 Population Census carried out by the National Statistics Institute; www.ine.gov.mz

26. USAID: Impact Evaluation for the USAID / Aprender A Ler Project in Mozambique. Baseline Report. Revised June 13, 2013.

The civil society organizations have a platform of dialogue with the education sector – the Education for All Movement (MEPT), which works in close collaboration with the Ministry of Education and Human Development. The capacity of the civil society organizations to influence improvements in the quality of education is limited, and there is a need for strengthening for its advocacy within the sector to involve unexplored areas, in particular the quality of teaching. Up to 1984 the country had only one single institution of higher education, and by 2004 the number had grown to a total of 17, and eight years later, in 2012, the number of higher education institutions grew by 27.1%, going to a total of 46.²⁷ All provinces of the country have at least one higher education establishment. Despite the effort for broad access to higher education, the quality of education continues to constitute a challenge. MEPT is exceptionally well integrated into the dialogue mechanisms in the education sector. The organizations of MEPT also carry out individually activities and specific projects in the education sector, with emphasis on monitoring of the quality of services and on management of the funds for Direct Support to

27. MINED (2014). Statistical Data on Higher Education in Mozambique in 2012. Maputo, April 2014.

the Schools. Although the role of civil society organizations within the sector is recognized, it is likewise true that their involvement has not had sufficient influence on the quality of education. A report from IBIS Mozambique²⁸ indicates the existence of frailties in the vertical links between the organizations working at the base and those that are national in scope, with evidence derived from experience at the base not being properly integrated into the national-level advocacy agenda.

In terms of health and nutrition indices, roughly 44% of children in Mozambique suffer from chronic malnutrition or stunting.²⁹ 50% of the women attending prenatal clinics present sexually transmittable diseases, and half of these women get pregnant while still children. In addition, malaria and gastro-intestinal parasites affect half of the population.

28. IBIS Mozambique, Annual Activity Report of IBIS Mozambique, 2012: http://ibismozambique.org/sites/default/files/PDF%20global/Mozambique%20PDF/relatorio_anual_de_actividades_da_ibis_mozambique_2012.pdf

29. Stunting occurs in the period between conception and two years of age, and cannot be overcome following that period. This early growth failure increases mortality in early childhood and reduces cognitive function in those who survive. Productivity losses on the order of 110 million USD per year were estimated in 2004 resulting from the prevalence of the problem.

HIV continues to constitute a major threat to development. Existing data on HIV³⁰ indicate that the country has an HIV prevalence rate of 11.5% among men and women aged between 15 to 49 years of age. The lowest levels are recorded in the northern region (9%), while in the central (18%) and southern (21%) regions there is a rising trend.

30. MISAU, INS and INE (2010). INSIDA - 2009 National Survey on the Prevalence, Behavioural Risks and Information about HIV and AIDS in Mozambique.

A large part of the civil society organizations – especially the small organizations at local level – work in the health sector, with an emphasis on HIV/AIDS issues. In 2001, the Network of International Organizations Working on Health and HIV in Mozambique (NAIMA+) was founded and works in conjunction with the government and civil society in the health sector. The actions NAIMA+ NGO members are implemented in partnership with Mozambican civil society organizations. Many civil society organizations in the health sector are involved in the spirit of helping the underprivileged; meanwhile few are engaged in the dialogue with government authorities on sector problems, or in developing a collective awareness around the right to health. N’weti is one of the few civil society organizations working in communication for health and in fostering knowledge on reproductive health and rights.

3.1.4 The legal context for the CSOs

The CSOs in Mozambique operate within a legal framework approved in 1991 by Law 8/91 of July 18, which established the process for recognition and registry, and the principles, rights and duties that govern associations. The myriad of civil society organizations that has arisen over the last two decades is quite varied both in its form, as well as in the type and nature of interventions that they carry out. Law 8/91 considers all forms or types of CSOs indiscriminately, designating all simply as associations. The majority of the organizations consider that the process of registering associations is not complex. However, it is not always a rapid process. In many cases it is inefficiency of some institutions that ends up having an influence on the registration process – in particular those for criminal records and units issuing identity documents are problematic due to delay in obtaining the documents. Registration of the associations is undertaken by the Ministry of Justice.³¹ In terms of the structure of the organization, the CSOs must include a General Assembly, a Fiscal Committee and an Executive Board. These bodies constitute the governance mechanisms that take on the power to ensure a balance of forces within the organization.

The Law considers associations to be actors for service provision, supposed to act in cooperation with the public administration. This perspective confounds the role of the civil society organizations with that of the government. The interpretation often made by government authorities at local level – particularly in the districts – is to expect the organizations to operate in harmony with the government and report to it. Despite of not being clear in which stage the process is, a debate is under way among the CSOs aiming at drawing up a draft Civil Society Organizations Law and filing it with Parliament. On September 8, 2009 the Parliament approved

31. For the purposes of registering an association a minimum of ten founding members are required, plus copies of their identity documents and criminal record, the association’s articles of association, notarization of the signatures of the founding members in a notary service, request for issuance of a negative clearance for the association’s name, and presentation of all of the documents, including the negative clearance for the association’s name, to the authorities in the Ministry of Justice.

Cooperatives Law 23/2009. The debate about the definition of civil society is complex, and cooperatives in certain circumstances certainly tend to be incorporated into the group of civil society organizations. Nevertheless, the Cooperatives Law is very specific to a particular group of CSOs – the cooperatives. The Law expressly defines economic aspirations as cooperatives’ purpose. Unlike what happens with the cooperatives, the CSOs are not confined just to meeting of economic aspirations, and their target group may be much broader than solely their members.

Although it does not contain an explicit prohibition, the current Associations Law also fails to provide clear legal coverage for policy actions – advocacy and lobby activities, and other new forms of expression – be it via networks and/or platforms, or through social movements, such as those seen in 2008 and 2010, in response to attempts to increase prices for semi-collective transport (commonly known as “chapas”) and for staple food-stuffs. Within this context of unknowns, the CSOs act in the field of governance, based on interpretations of the Mozambican Constitu-

tion (CRM) as regards the exercise of fundamental rights, as expressed in Articles 48, 51 and 52 of Chapter II of the CRM, and other separate legislation.³² There is also a growing concern derived from the suspicion in relation to civil society organizations run by members of political parties, as the BTI writes³³ (2014, 11). Indeed there is a perception that those organizations may defend party-political interests, and consequently will have little credibility for intervening in the field of policy dialogue.

32. Article 48 of the CRM concerns Freedom of Expression and Information; in its paragraph 1 it says the following: “All citizens shall have the right to freedom of expression and to freedom of the press, as well as the right to information.” Article 51 sets out that “all citizens shall have the right to freedom of assembly and demonstration, within the terms of the law” and lastly Article 52 mentioned in its paragraph 1 that “all citizens shall enjoy freedom of association”; paragraph 2 says that “social organisations and associations shall have the right to pursue their aims, to create institutions designed to achieve their specific objectives and to own assets in order to carry out their activities, in accordance with the law”.

33. Bertelsmann Stiftung’s Transformation Index - is an index that evaluates the transformation to democracy and market economy and quality of political management.

In 2014, the Right to Information Law was passed by the Parliament. This Law is a result of civil society initiative. The draft Law was submitted to the Parliament in 2005, and over nearly nine years its debate was regularly postponed by the members of Parliament. However, in the last three years civil society has applied enormous pressure – through lobbying and advocacy activities – looking to approval of the draft law by Parliament. The Law raises strong expectations for improvement of the environment and of relations between civil society organizations and government institutions. Indeed the draft law advocates for alteration of the confidential treatment of information by public institutions, with the objective of facilitating access to information by citizens. It is expected that the organizations – and the citizens at large – will find an enabling environment for getting access to information and the respective sources, thus making possible improvement in the exercise of citizenship. Obviously the existence of this Law does not in and of itself guarantee a change toward facilitation of information on the part of the public entities. In that sense civil society will need to work hard for the institutions to understand, review and effectively comply with the Law.

3.2 Structure of civil society

In Mozambique CSOs are registered with the Ministry of Justice, but this body lacks a directory providing a sufficiently solid database on the totality of CSOs.³⁴ Since 1990, with the approval of the Associations Law, the number of CSOs has grown by leaps and bounds. The Census of Non-Profit Institutions (CINSFLU) carried out in 2004 by the National Statistics Institute (INE) concluded that the total number of CSOs at that time counted 4,853 formally recognized associations. One decade later, the number of CSOs has grown significantly, as a consequence of policies – both governmental as well as those of development partners – that encourage organization in associations as a way to access assistance and funding opportunities of various kinds. Bearing in mind as well, that community based organizations may be registered at local level, the number of CSOs in the official statistics falls well short of the reality. Civil society constitutes the array of key actors from society at large, in constant interaction with the other stakeholders: the public sector (state) and the private sector.



UCA Lichinga, Niassa province, 2009.

34. It should be mentioned that there are many CSOs operating that are not formally registered.

3.2.1 Definition of civil society

The issue of defining Mozambican civil society was raised in the interviews with the CSOs in all provinces and provoked a great deal of discussion, in all cases aimed at understanding and defining civil society in the current context of Mozambique. The post-electoral context exacerbated the politicization of various arenas of social interaction at economic and political level, and the general environment is characterized by the threat of a latent armed conflict. There is a constant concern within the population and in civil society, and the general perception encountered is that “civil society is always the opposition” – not in terms of party-political politics, but rather regarding its role as watchdog in relation to the performance of the state in defence of citizens’ rights.

“It is necessary to clarify which organizations that make up civil society. The CSOs are groups of citizens who join hands to defend a particular interest – it may even be the interest of a criminal.”³⁵

In the workshop with the CSOs in Manica Province, the question which CSOs should participate was raised. More concretely, the commercial associations wanted to leave the room, since they questioned the validity of their own presence, given that by definition CSOs should not have profit-making purposes. It was agreed that they should stay, due to their objectives of influencing public policies.³⁶

There are various definitions of civil society advanced by international institutions (see the text box below)³⁷ that allow us to differentiate civil society from other forms of organization and/or stakeholders. The various definitions bring forward elements that help to understand the diversity and the dynamic of civil society in Mozambique. One of the definitions most used globally is that of CIVICUS, which defines civil society as “the arena, outside of the family, the state and the market, which is created by individual and collective actions, organizations and institutions to pursue shared interests”.³⁸ This definition has been applied in Mozambique in the 2007 CIVICUS study³⁹ but contested by civil society for including for example political parties and organizations with current or past party-political affiliation, as is the case of the OJM and OMM.

35. Workshop with CSOs in Pemba, Cabo Delgado Province, February 2015. Opinions diverged among the workshop participants as to the inclusion or not of associations that defend the rights of criminals. Some participants were against the inclusion of such associations, while others were of the view that on the basis of human rights any and all citizens are entitled to be defended.

36. Workshop with CSOs in Chimoio, Manica Province, February 2015.

37. https://www.unglobalcompact.org/howtoparticipate/civil_society;
<http://www.oecd.org/dac/peer-reviews/48784967.pdf>;
http://eudevdays.eu/sites/default/files/com2012_0492en01.pdf/<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:PT:PDF>

38. Enabling Environment Index, CIVICUS, 2013.

39. Index of Civil Society in Mozambique, CIVICUS, 2007.

Figure 1. International definitions of civil society

UN Compact, 2010	OECD/DAC, 2011	EU, 2012
<p>Organizations of civil society (CSOs) are non-governmental and non-profit entities that seek to produce a positive social and environmental change. They include advocacy groups, as well as organizations that operate at grass-roots level. Organizations of civil society may be groups with a “multinational” base and of an international nature, or small groups at local level. The definition of civil society organizations used by the Global Compact does not include the private sector, academia, labour organizations or municipalities.</p>	<p>CSOs can be defined to include all non-market and non-state organisations outside of the family in which people organise themselves to pursue shared interests in the public domain. They cover a wide range of organisations that include membership-based CSOs, cause-based CSOs and service-oriented CSOs. Examples include community-based organisations and village associations, environmental groups, women’s rights groups, farmers’ associations, faith-based organisations, labour unions, co-operatives, professional associations, chambers of commerce, independent research institutes and the not-for-profit media.</p>	<p>The EU considers CSOs to include all non-State, not-for-profit structures, non-partisan and non-violent, through which people organise to pursue shared objectives and ideals, whether political, cultural, social or economic. Operating from the local to the national, regional and international levels, they comprise urban and rural, formal and informal organisations. The EU values CSOs’ diversity and specificities; it engages with accountable and transparent CSOs which share its commitment to social progress and to the fundamental values of peace, freedom, equal rights and human dignity. They include membership-based, cause-based and service-oriented CSOs. Among them, community-based organisations, non-governmental organisations, faith-based organisations, foundations, research institutions, Gender and LGBT organisations, cooperatives, professional and business associations, and the not-for-profit media. Trade unions and employers’ organisations, the so-called social partners, constitute a specific category of CSOs.</p>

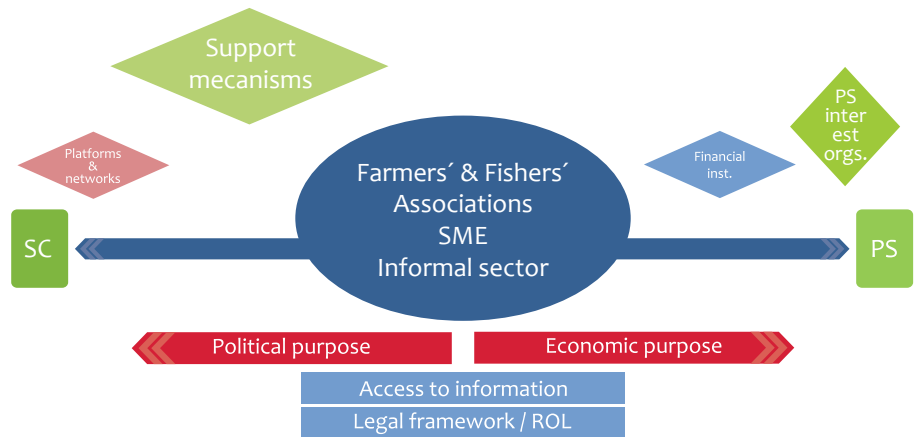
The common features of these definitions include aspects such as:

- i) working on a non-profit basis;
- ii) operating in the public sphere;
- iii) pursuing common interests or objectives;
- iv) defending rights and causes; and
- v) including a vast range of organizations.

In some cases the non-inclusion of specific groups is underlined – for example the academy – and in other cases attention is drawn to the specific category of certain groups – for example the trade unions and other labour market social partners, like the professional societies or associations.

The dynamics of Mozambican civil society reveal flexibility or fluidity as regards the identity of civil society. Belonging to civil society may be circumstantial and transitory as well as permanent. The grey area between civil society and the private sector in which some organizations find themselves, clearly illustrates this fluidity.

Figure 2. The blue area between civil society and the private sector



The illustration shows how some organizations (peasants' or fishers' associations) and the informal sector (small and medium-sized enterprises and associations of market vendors) find themselves juxtaposed between the two sectors. Both sectors have common interests – preserving their civic rights, e.g. access to information and the defence of rule of law and a legal framework favourable for exercise of their activities. When undertaken by civil society, the respective activities have a political character, while the private sector has as its main motivation the undertaking of profit-making economic activities. But the organizations in the middle – between civil society and private sector – identify themselves in certain aspects with civil society, and in other aspects with the private sector.

Likewise there are organizations based on occupational interests (for example the bar associations and societies for engineers, doctors, accountants, etc.) The *raison d'être* of these organizations is primarily the defence of professional (and economic) interests, but in some circumstances they act like civil society, in particular when they pass over to the field of defence of more general rights like human and civil rights.



Illustration: Press Release Order of Lawyers in reaction to the murder of Professor Gilles Cistac .

The findings of the present mapping study are identical to the observation of CIVICUS (2007) – the interviewees still think that any organization with a party-political affiliation, current or past is not part of civil society. Accordingly the question of party links had a particular interest in the discussions carried out with the CSOs, and it was underlined that “one cannot confuse party organizations with civil society”.

The perception of the CSOs is that inclusion of party organizations within civil society creates conflicts of interest, for example in competitions for access to district-level development funds, since a certain tendency to party organizations being favoured is suspected.⁴⁰

Giving another example: in a discussion with CSOs in Niassa Province⁴¹ in 2014, the issue of “who is part of civil society?” was raised. The discussion had no clear conclusion, but reflects the doubt and complexity concerning the issue, as also noted also – and as already mentioned - in the mapping study interviews. The doubt resides mainly in relation to the mass organizations (OMM, OJM), as well as to the trade unions (OTM-CS, but also CONSILMO), which historically have a relationship with the party in power. In general terms the opinion expressed is that in some cases there may be common interests between these organizations and civil society, but the strong influence of party-political interests questions their direct inclusion as CSOs.

Party-political affinity is seen as a problem by the participants in the Niassa workshop. The discussion as to the involvement of political figures revealed a strong opinion against the participation of party figures in civil society, since it is understood that such participation will change the message. However, the need is recognized to undertake strategic alliances with political figures as an important part of lobbying and advocacy activities.⁴²

40. Workshop with CSOs in Beira, Sofala Province, February 2015.

41. Interrogating Civil Society: A View from Mozambique, by Tanja Kleibl et al., Development Studies Association of Ireland, 19.08.2014.

42. Workshop with CSOs in Lichinga, Niassa Province, February 2015.

However, in the case of Mozambique, having a definitive definition does not necessarily matter; rather what matters is a perception of the role and characteristics of the elements of civil society, both in relation to other stakeholders in society, as well as in the relationship among themselves. With a definition of civil society in the Mozambican context, the intention is not to include or exclude particular groups, but rather to acknowledge the diversity and the roles performed by various elements which as a whole make up civil society. In other words, civil society should be understood in its complexity, including its contradictions,⁴³ and it is of interest to identify what the necessary alliances are for civil society to be able to play an influential and effective role in policy dialogue and in the social and economic development of the country. It is important within this context to pay attention to the emergence of new organizational forms, in order to be able to understand the dynamic inherent in civil society.

43. *Interrogating Civil Society: A View from Mozambique*, by Tanja Kleibl et al., Development Studies Association of Ireland, 19.08.2014.

In 2011, a representative group of NGOs and civil society met in a luxury hotel in Maputo for one of their regular workshops on the “vision of civil society for stronger citizenship”. Around midday the delegates were able to see from the windows of their air-conditioned meeting room that a group of poor people was demonstrating in the street, holding up placards laboriously made by hand. They were ex-combatants, along with their families, protesting against non-payment of the pensions that they had been promised. The police quickly dispersed the demonstrators and the situation returned to normal. While the representatives of “true” civil society went to have lunch at the hotel, those of “real” civil society ended up wandering the streets or returning home hungry and thirsty. Our issue here is not to make a moralistic criticism, but simply to show the total separation and the mutual lack of interest between the two parts of civil society. None of the participants in the workshop in the luxury hotel even thought about going down to the street to find out what was happening, much less about offering solidarity.⁴⁴

44. *Ibid.*

In the following sub-chapter a typology of Mozambique civil society is presented, with the objective of identifying various kinds of organizations, their characteristics and their intervention strategies toward inducing changes.



Labour union in Quelimane, Zambézia province, March 2015.

3.2.2 Typology of civil society



Workshop with CSOs in Inhambane, Inhambane province, March 2015.

Mozambican civil society includes various interconnected groups with distinct and complementary roles. There is a great variety of organizational forms, from the so-called “elite” organizations – the research and ad-

vocacy organizations (RAOs) – down to the movements – often spontaneous and lacking in established organizational structure. Between these two extremes various intermediate layers with specific characteristics are found – each one with its *raison d’être* and role, but all of them contributing to what one understands as civil society. The link between the various layers is not a hierarchy, nor is it necessarily static, since the organizations may develop or alter their characteristics and in the future move on to another layer. This kind of transformation may be caused by external factors (political environment) or internal ones (increased capacity, change in focus). The movements represent a good example of such flexibility, since there are different organizations that only temporarily are part of the movements. Accordingly, the various types of organizations are complementary and at times partially overlapping.

The following types of organizations are identified – complementary, interconnected and at times overlapping:

Research and Advocacy Organizations (RAOs⁴⁵).

Over the past ten to fifteen years, a group of organizations has represented the so-called “elite”, due to having gained space for dialogue based on studies and production of evidence. These organizations have strong academic roots and legitimacy gained through credibility and solidity of their work (as think tanks). They are headquartered in the capital of the country, but in some cases with satellites or affiliates at provincial level. The issues for research and production of evidence depend on the political order, but often focus on issues that are on society’s agenda, such as the extractive industry, mining projects, corruption, poverty and social protection – among many other topics.⁴⁶

Some RAOs have vertical links with CSOs at provincial level. For example, within the context of public expenditure tracking or budget monitoring, the Centre for Public Integrity (CIP) has a network of provincial CSOs that support the organizing of studies and pub-

45. Research and Advocacy Organizations (RAOs).

46. http://www.iese.ac.mz/?__target__=home; <http://www.cip.org.mz/>

lication of results. Indeed, the CIP collaborates with the Association Formigas Unidas, Wonelela Association, Estamos (community organization) and the Institute for Development of Citizenship and Sustainable Development (Facilidade /Facility) in the collection of data at provincial and district level.⁴⁷ The partnership between on the one hand the RAO at central level – capable of digesting and publishing information – and on the other hand the local CSOs involved in gathering of information, often suffering pressures and political damage, is not always satisfactory for the latter. In fact while the RAOs understand the collaboration as a partnership on an equal footing, the CSOs claim that the central RAOs end up with all of the laurels, and the efforts of the local CSOs remain unseen by public opinion. The RAOs are few in number – not more than ten to 15 at national level. The following stand out among others for their greater weight: CIP, the Mozambican Debt Group (GMD), the Institute of Social and Economic Studies (IESE) and the Rural Observatory (OMR).

47. <http://www.cip.org.mz/article.asp?lang=&sub=publ&docno=161>

Knowledge-based organizations.

This category of organizations is similar to the RAOs. However, they have additional characteristics, due to the fact of combining evidence-based studies with technical and professional capacity on the topics of study, with mobilization and action in the field, and sometimes subsequent advocacy activities. Some examples of this type of organizations at national level are the Centre for Learning and Skills Training of Organizations of Civil Society (CESC), the Living Land Centre (CTV), Fórum Mulher, Environmental Justice (JÁ!), Kukumbi, Human Rights League (LDH), LIVANINGO and Women and Law in Southern Africa (WLSA). There are also examples of this kind of organizations at provincial level – among others: Akilizetho and Facilidade in Nampula, Estamos in Niassa and National Human Rights Pressure (PNDH) in Sofala. Some organizations work in service provision linked with monitoring, research and advocacy – such as the LDH, PNDH, National Union of Peasants (UNAC) and the Rural Mutual Aid Organization (ORAM).

Examples of vertical connections – important for national advocacy⁴⁸

UNAC is represented at local level, offering a platform to the peasants where they can express and discuss the problems that they face, e.g. usurpation of lands and violation of human rights. This aspect is very important and should be strengthened. UNAC manages to influence public policy processes at national level. If the Union did not have a presence and roots at local level, it would not have “tools” and arguments to struggle in defence of peasants’ rights. In a complementary fashion, UNAC collaborates with institutions that specialize in research with the objective of being able to ground its argumentation in technical and scientific terms.

48. Interview with focus group on the land with UNAC, ORAM and OMR, 23.02.2015.

Like UNAC, ORAM works based on a common cause – the defence of peasants’ right to land. It has offices in all provinces, and is through its central structure an integral part of various national platforms. It supports the peasants in forming associations and operates as facilitator to ensure that their members are represented in the Consultative Councils at the various levels. The provincial offices are relatively independent and feed into the advocacy activities at national level with evidence gathered in the field.

The Faith-Based Organizations represent a cross-cutting – and controversial – group of civil society. There are organizations at national level with international links (CVM) and links with INGOs (CAFOD), the churches of various congregations and Moslem organizations that operate in the development sphere, from national to grassroots level. Mainly within the community – be it urban or rural – one sees a very large mobilization

force on the part of the religious groups and organizations; one example of this is the growing trend of the Universal Church of the Kingdom of God (Igreja Universal do Reino de Deus) to mobilize believers.

The faith-based organizations mainly undertake activities related to education – primary, secondary and technical-vocational – and social protection, caring for vulnerable persons in the community, orphans, widows, the elderly or people living with HIV/AIDS. It is in this group of civil society that voluntarism is practiced on a day-to-day basis – not as a replacement for government services, but rather as a supplement offered by responsible citizens engaged in the improvement of the population’s welfare.

It is clear that this strength to mobilize has great potential for facilitating the success of development activities. And it is precisely due to the results of those activities, more than the direct intervention on the political stage, that the faith-based organizations often have good relations with the government. In the workshop in Mocuba in Zambézia Province various religious organizations participated

and underlined the opportunity which good coordination between them and the government offers to influence and obtain results. Through their higher-level structures, this type of organizations makes the concerns identified at field level known at central level.

However, religion may also in certain circumstances represent a cultural barrier in the performance of the CSOs’ activities:⁴⁹ As an example with reference to HIV/AIDS work, there are problems in introducing the use of condoms, since the Catholic Church and other Christian churches do not consider this an acceptable practice. In addition to that, for some CSOs certain interpretations of the doctrines of the Catholic Church and of Islam are considered conservative, making paternalistic structures and traditions eternal – which may not provide sufficient space for the active participation of women and the promotion of gender equality.⁵⁰

49. Conclusions of the workshop of CSOs in Beira, Sofala Province, February 2015.

50. Interviews with CSOs in Beira, February 2015.

Organizations defending common interests.

In this category are included the professional societies (lawyers, engineers, doctors), merchants' associations, trade unions and other private sector organizations operating based on common interests. As mentioned above, these organizations are found in the grey zone between civil society and private sector. The objective is to defend occupational interests, frequently also involving economic aspects – negotiation of wages, conditions for economic activity, commerce or production. However, these organizations may struggle and induce legislation and an institutional rule of law framework – and it is in this connection that their interests coincide with those of civil society. Accordingly, the organizations defending common interests may – depending on cause and circumstances – become important strategic partners or ad hoc allies of the CSOs. An example of this is the memorandum signed by AGIR and the Bar Association within the context of the Access to Information Sub-Programme, to ensure the support of the Bar for CSOs involved in cases requiring legal assistance.

Service provision organizations.

Represent a considerable portion of the CSOs in the country, and are also a cross-cutting group within civil society. They may act at any level, based on faith or causes, composed of professionals from a particular branch of knowledge. They are active in the development sectors and operate mainly in health, education, environment, agriculture, water and sanitation. Many of these organizations were formed during the nineties, with the objective of combating HIV/AIDS and financed through the National AIDS Council (CNCS) and its provincial committees. Presently, with the decline in funding opportunities, many of these organizations have disappeared, and others have diversified their activities to other areas in line with funding opportunities: health (nutrition, opportunistic diseases) or other issues (environment, agriculture, climate change, advocacy, governance, etc.). This type of organization normally depends on project funding and has difficulties in obtaining core funding, which increases their organizational fragility and makes sustainability difficult.

PAMODZI⁵³ was founded in 2005 as a foundation, initially based in Niassa Province. It specializes in water supply and sanitation through mobilization of communities and associations taking responsibility for maintenance of installed systems and salubrity. Presently PAMODZI in Maputo cooperates with and is funded by the EU, through WATERAID. Normally the organization survives 100% on project funding with no additional financing that might ensure its post-project sustainability. The funding of particular projects, with no core funding and without capacity building for fund-raising, creates a situation of discontinuity and loss of installed capacity as soon as the organization finishes the project. Considering these issues, WATERAID is presently also supporting PAMODZI in the development of its strategic plan.⁵⁴

53. http://eeas.europa.eu/delegations/mozambique/press_corner/all_news/news/2012/20120509_en.htm

54. Interview with PAMODZI in Zimpeto on 17.02.2015 and with WATERAID in Maputo.

Community-Based Organizations (CBOs)

Represent the majority of civil society in the country. Among others, they count the innumerable peasants' associations, water committees, natural resource management committees, health committees and development committees that represent the rural and urban communities. It is in relation to this group that the expression "civil society is the people" applies with full justification.⁵⁵ CBOs are seen as voice for the communities, and often represent the defence of common interests vis-a-vis the government, development projects and the private sector.⁵⁶

"In Tete, we have very small organizations created at community level to resolve problems locally, like for example mutual aid groups in the event of illnesses, deaths or other problems that have to be faced. There are associations created by people connected to a specific kind of activities – like peasants' associations, potters' associations and others. We also have organizations that are basically associations working in defence of the well-being of poor communities."⁵⁷

Interviews with peasants' and education associations, with water committees, natural resource management committees, and with urban neighbourhood organizations demonstrated engagement and an impressive knowledge about communities' and citizens' rights. CBOs have very few resources, difficult access to information and a lack of staff with a level of schooling that might allow them to contextualize their reality.

However, through interventions by various development programmes, often carried out by local CSOs, the CBOs have demonstrated great strength in terms of determination to defend their rights, and have successfully tested innovative ideas for the resolution of problems encountered.

55. Workshop with CSOs in Pemba, Cabo Delgado Province, February 2015.

56. Workshop with CSOs in the Provinces of Inhambane and Cabo Delgado, February 2015.

57. Workshop with CSOs in Tete Province, February 2015.



FAPIM Programme (CARE), Nampula Province.

In Tete, the community of potters said that in 2008, when the mining companies began coal mining, they did not have any knowledge as to their land rights. The community was also unaware that they could obtain benefits from the natural resources exploitation in their areas, and that they could demonstrate in defence of their rights. Following the activities for capacity building and for access to information on their legally enshrined rights, the potters came to understand their role and their prerogatives as citizens. It is in this context that they have been negotiating with the companies and the government over the past three years, and also pronounced to justice institutions the solution to the problems encountered after being resettled.

In Jangamo, a district in Inhambane Province, members of small grassroots community organizations referred to their engagement for community well-being. Within this context, they called in 2012 and 2013 for the district government to fulfil its promises of drilling of water boreholes to benefit the communities that formerly had to travel 10-15 km to get water. Despite a fear of reprisals, they have also spoken out about the poor quality of service to the population in the health units, as well as of the problems of lack of material and equipment in the schools.

In Miala in Sanga District, the community claims that the traditional chief (régulo) has not passed on the funds from the natural resources taxation. The natural resources committee demanded from the district government the percentage of the funds designated for the community from annual tax paid by the Chikweti Company to undertake forest projects.⁵⁸

There are various forms of traditional organization within the community. The religious groups connected to the churches and mosques are for many people the most important organization outside of the family. But also other economic groups exist, better known as xitique groups, which are rotating savings and credit membership groups. These groups have a very strong potential for mobilization of social and economic resources within the community, and represent an unexplored force in civil society.

Access to information is an important element for growth of the CBOs. The extension of the mobile phone network and the Internet seen over the last three to five years has contributed greatly to more and easier access to information on the part of this stratum of civil society. The isolation previously experienced in rural communities is gradually being left behind, and people are able to communicate despite geographic distances and frailty of infrastructure. Nowadays people in far-away communities request photographs to be sent by email or WhatsApp – something that would appear to be a dream five years ago!⁵⁹

58. Various CSOs carried out awareness-raising activities, among which UPCN, AAJC, LDH and JA.

59. Interview in the community of Miala, District of Sanga, Niassa Province, February 2015.

Movements are, on the one hand, a strategic means used by civil society, and on the other hand, the informal and unstructured civil society. Movements with strategic significance are often ad hoc initiatives of a particular group of CSOs, not always with a well-known leadership and persons in charge. Movements represent joint actions and initiatives that bring together many more wills than the sum of the CSOs, united for a common cause. Marches – which gained popularity as a civil society expression in the last four years - represent a good example, in which various CSOs join hands to mobilize the population for a one-off event. They are likewise used proactively to advocate for a cause, or as a response to a particular situation of injustice that harms society at large. The recent marches reflect the diversity of civil society: March for Freedom of Expression;⁶⁰ March against Domestic Violence;⁶¹ March for the Lichinga–Cuamba Road;⁶² March for the Elephants,⁶³ and others.

60. 07.03.2015 <http://www.wlsa.org.mz/marcha-pela-liberdade-de-expressao/>

61. 06.12.2014 <http://www.portugues.rfi.fr/afrika/20141206-marcha-em-maputo-contra-violencia-domestica>

62. 24.03.2013 <http://www.jornaldomingo.co.mz/index.php/nacional/857-sociedade-civil-marcha-pela-asfaltagem-da-en13>

63. 04.10.2014 <http://www.voportugues.com/content/marcha-pelos-elefantes/2471247.html>



Road transport, Niassa province, March 2015.

March for the Road in Niassa. Despite the promises of rehabilitation, the conditions of road EN13 linking Lichinga to Cuamba have always been an impediment to the development of the province. The road is the main route for transport of agricultural products and goods to leverage the economy of Niassa Province. At the end of 2012, CSOs in Niassa took the initiative to propose a march for the road, to call for the provincial government to upgrade of the road. Faced with that initiative, the provincial government informed that the 2013 PESOP would include budget for road rehabilitation. However, in March 2013 it became clear that there was no budget for the road, and Niassa civil society went ahead and organized the march on March 9, 2013. “It is a way to demand that promises to pave the EN13 made more than 15 years ago are kept”, explained the FON-AGNI representative.⁶⁴

64. <http://www.jornaldomingo.co.mz/index.php/nacional/857-sociedade-civil-marcha-pela-asfaltagem-da-en13>; <http://noticias.sapo.mz/aim/artigo/806819062013154151.html>; interviews with CSOs in Lichinga, February 2015.

However the initiative was not well received by the government and the organizations responsible for the march have suffered various forms of pressure, including warnings and threats of expropriation of properties.

Movements have also provided a framework for the spontaneous reactions to the increase in prices of transport and staple foodstuffs, for example in February 2008 and September 2010.⁶⁵ These reactions may be interpreted as “outlines of a contemporary moral economy”,⁶⁶ but do not always result in the desired changes. The so-called *madjermanes* represent an illustrative example of a civic reaction, since for decades they have demanded the return of the value of social security premiums deducted from their wages in the former German Democratic Republic. Nevertheless, in the absence of any reaction from public authorities, marches and demonstrations have

65. *Revoltas da Fome: Protestos Populares em Moçambique (2008-2012)*, Luis de Brito et al., Cadernos IESE nº 14P/20015.

66. *Ibid.*

become increasingly violent.⁶⁷ The movements are included at the base of the pyramid of civil society solely due to traditionally not being structured as organizations.

Platforms, forums and thematic networks are important structures of civil society in Mozambique, seen as a significant change over the last five to ten years by the participants in the workshop in Beira, Sofala Province, and by the interviewees in Tete, Inhambane and Gaza, as well as in Nampula and Lichinga.

Civil society is organized from the local level – water and health committees, local Consultative Councils (CCs) - up to district level – District CCs, which in turn are organized into provincial platforms. The provincial platforms are normally organized according to thematic networks, which are represented in forums and observatories called upon to provide their contribution on their subjects. Through their thematic networks the provincial platforms also participate in national thematic forums. There are also provincial thematic forums – for example FEDUZA, the Education

67. <http://www.jornalnoticias.co.mz/index.php/capital/29055-marchas-dos-madjerman-suspensas-temporariamente>

Forum of Zambézia, which includes not only Mozambican and international CSOs, but private sector and the thematic institutions.

The platforms represent spaces often created in order to obtain a structure for easy communication between CSOs and government or donors. The platforms started emerging at national and provincial level around the years 2003-2005. They were established in the context of participative governance, with the creation of the Development Observatories as an important milestone in the context of PARPA monitoring.⁶⁸ The G20 was established at that time, representing CSOs and providing a single operational voice for civil society.⁶⁹

68. PARPA – The first plans referred to the reduction of absolute poverty, although the current PARP plan only mentions poverty reduction.

69. G20 was an initiative of civil society but sponsored by the international co-operation partners in order to ensure a single spokesperson. G20 has had problems over the years in terms of acting effectively in a timely fashion. The current leadership is from the CIP, which took on the responsibility in the month of April 2015, replacing the GMD, which had been criticised for not being sufficiently critical and dynamic. For more information on G20 see Appendix N,

The provincial and district platforms represent a voice for their CSO members, and are responsible for members' coordination of implementation, monitoring and evaluation of the government's plans (public services) and those of other development actors; for the design of strategies and joint coordination; for research and gathering of evidence and policy dialogue with government; and for the institutional development and capacity building of member organizations for fund-raising. They should also serve as a link with national forums and secure the setting up of district platforms, as well as reporting to the government.⁷⁰

There are CSO platforms or forums at national level and in all of the provinces, but some of these suffer from a certain ossification, having lost their dynamic, and are as such no longer considered true representatives of their members.

70. Workshops with CSOs in the Provinces of Nampula and Cabo Delgado, February 2015.

One fundamental problem that contributes to the ossification of the platforms or forums is the fact that they begin to act like organizations implementing projects outside of their sphere of operation. Consequently, instead of being the coordinator, voice and umbrella that protects the interest of all, the platform begins to compete with its own members. For example, FOCADÉ in Cabo Delgado went from NGO secretariat to implementing body; FONGA in Gaza is operating as a project implementation organization, putting itself in the place of the district organizations and platforms in intervening in specific sector matters; FONAGNI in Niassa is presently implementing projects within agreements with Concern Universal.⁷¹ The PLASOC platform in Manica Province can also be mentioned, as it no longer operates well due to a different problem: lack of a specific role and internal conflicts, lack of involvement of associated CSOs in the twists and turns of decision-making, etc. This situation is regretted both by civil society as well as by the provincial government.⁷²

71. Workshop with CSOs in the Provinces of Gaza, Inhambane, Cabo Delgado and Niassa.

72. Workshop with CSOs in Chimoio, Manica Province, February 2015.

The operation of platforms and forums was discussed in the workshops with CSOs. Some participants defined the following as indicators for platforms active at district (and provincial) level:

- i) having the capacity to map and know about the CBOs;
- ii) having the capacity to periodically meet with other members;
- iii) having the capacity to energize ongoing actions with other organizations or networks in the field.⁷³

Curiously, these indicators focus on internal activities in relation to members, but do not include the platforms' role in policy dialogue with government – something that in other circumstances is seen as a fundamental role of the platforms.

73. Interview with FONGA, Gaza Province, February 2015.

Despite the weaknesses described above, there is a concern both within civil society, and from INGOs and development agencies, to meet the need for support to the provincial and district platforms, both in terms of restructuring and in terms of establishment and consolidation (Gaza, Niassa). It was also found that the district platforms with technical and financial support - and without a heavy structure - like those supported by MASC are stronger and better structured to respond to members' needs and dialogue with government (Jangamo and Morrumbene). The PPOS in Nampula is another example of a functional and agile platform that has benefited from support from various partners. The lesson learned in regard to the operation of platforms is that platforms with no support and with heavy structures, hierarchical and institutionalized and implemented as projects do not respond to the needs of their members, nor do they represent them vis-a-vis government.

The thematic networks may be seen as sectoral branches of provincial platforms. Over the last five years there has been a trend in setting up thematic networks, for example on land and natural resources, health, education, etc. The formation of thematic networks is a significant change,⁷⁴ useful for coordination, harmonizing sectoral actions and reporting to the government.⁷⁵ In general, the coordination and the possibility of exchange of experiences offered by the networks are valued. In Niassa, there is a network of organizations supported by the same programme, which is also seen as a catalyst for synergies.⁷⁶

In general terms, the thematic networks may be considered a development and not an atomization of the provincial platforms. The platforms operate in the area of governance, or specifically in dialogue between civil society and government, while the networks offer a thematic space for the service provision organizations, which may also induce lobbying and advocacy actions.

74. Workshop with CSOs in the Provinces of Niassa and Zambezia.

75. Workshop with CSOs in Pemba, Cabo Delgado Province.

76. ARENA Programme implemented by WeEffect, a Swedish INGO.



Community radio Chiveve in Beira, Sofala province, March 2015.

The UNICEF cluster model.⁷⁷ The UNICEF cluster model seeks to take in the greatest possible number of CSOs defending children's rights. The CSOs are supported in working jointly in a forum to coordinate actions and have stronger engagement in advocacy and monitoring of government's policies with direct influence on children's lives. As a result of this initiative, the Civil Society Forum for the Defence of Children's Rights (ROSC) was established,⁷⁸ including more than 150 CSOs working at national level. Among other tasks, the role of ROSC is capacity building of members in advocacy and monitoring of procedures, regulations and policies, in addition to mobilization and coordination of CSOs in policy dialogue. The added contribution of this approach is the involvement of a greater number of CSOs in advocacy activities, without the need to sign individual contracts with each one of the forum's member CSOs.

77. Information from UNICEF in Maputo, e-mail of 09.02.2015.

78. <http://www.rosc.org.mz/>



Association of traders,
Mecuburi District, Nampula province.

The platforms and networks are structures with a strong potential to facilitate collaboration between various organizations, be it in the context of good governance – G20, Development Observatories, District Consultative Councils and other IPCCs – or in sectoral context, bringing together organizations with the same calling – ROSC or the national platforms for natural resources, land, social protection, community theatres, etc. There is substantial acknowledgement on the part of CSOs of the need for collaboration, exchange of experiences and diversification, which constitutes an opportunity for civil society strengthening that should be expanded in the future.

Examples of national platforms and networks

Civil Society Platform on Natural Resources and Extractive Industry (PSCM) – a forum that brings together the Mozambican and international non-profit organizations CIP, IESE, WWF Mozambique, Rural Observatory, KUWAJA JDA, Association for Environmental Health, Association for Support and Legal Assistance to the Communities and IBIS. Through the intermediary of their thematic networks, the provincial platforms also participate in this forum. The platform participates in international platforms like “*Publish What You Pay*”, an international network of CSOs with specific focus on activities linked to transparency, accountability and good management of the extractive sector.⁷⁹

Civil Society Platform for Social Protection (PSC-PS) – set up in 2008 and formally registered in 2011, brings together 26 members at national level, including focal members in seven provinces. It has four thematic fora on women, elderly people, persons with disabilities and children. It works with various INGOs – HelpAge, Handicap International and Save the Children. The advocacy activities cover issues of basic allowances, budget monitoring, capacity building for CSOs and information campaigns directed to the public through radio and television, as well as awareness-raising programmes for Members of Parliament. The PSC-PS collaborates with the Ministry of Gender, Children and Social Action (MGCAS) and the National Institute for Social Action (INAS).

Mozambique Human Rights Network, brings together national-, provincial- and local-level partners, from the LDH and UNAC to faith-based organizations, CBOs and a very broad array of other CSOs. The network has provincial branches, where it brings together various organizations linked to defence of children’s and women’s rights as well as land and labour rights.

There are many other examples of platforms and networks, among which Fórum Mulher, Rede Criança, the GMD and the Network of Organizations for Food Sovereignty (ROSA), which bring together various national partners, including other fora and networks.

79. <http://www.cip.org.mz/article.asp?lang=&sub=poil&docno=134>

3.3 Capacity of civil society

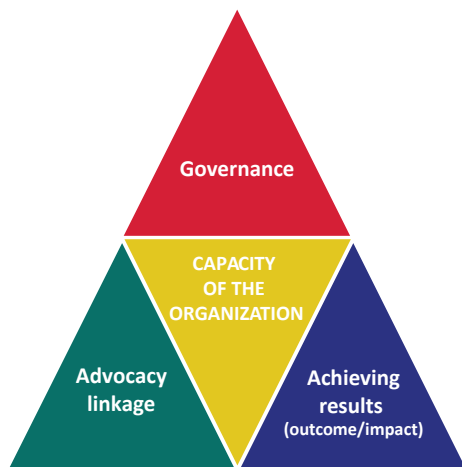


Association Desafio Jovem working in the area of social protection in Beira, Sofala province, March 2015.

In this chapter, a cross-cutting analysis of civil society's capacity of civil society in relation to legitimacy and credibility, governance capacity and capacity to achieve results and engage in advocacy is undertaken. The analysis is framed by the typology defined in Chapter 3.2.2, as well as a conceptual model of internal and external capacities presented below.⁸⁰

80. The conceptual model of internal and external capacities is inspired by the work of SDC – Swiss Development Cooperation – on CSO capacity development; interview with SDC on 02.02.2015.

Organizational capacity may be analysed within the conceptual framework of a triangle that places the organization's capacity at the centre. Internal governance capacity is a fundamental premise for achievement of consistent results and for strengthening links allowing for an effective advocacy action capable of influencing policies and practices of good governance (external capacity):



- **Governance capacity** is the internal capacity to establish democratic oversight mechanisms. The governing bodies – the General Assembly, Fiscal Committee and Executive Board – respectively secure strategy, management and oversight of the organization's accounts, and it is to these decision-making bodies that the executive reports.

- The **capacity to achieve results** is an internal capacity reflected in external actions vis-à-vis the funders, as well as with the organization's target groups. Without this capacity to achieve results, the organization lacks a rationale for existence.

- **Advocacy linkage capacity** reflects external capacity in terms of establishing contacts and applying the knowledge managed through advocacy activities in favour of the organization's strategic cause.

In addition to these categories of internal and external capacity, it is important to distinguish between **capacity development of the organizations**, which involves the development or strengthening of the organization's structure with a view to its sustainability, and **capacity building of the human resources**, which may also result in the strengthening of the organization, but contributes less to its sustainability, since it represents an investment in individuals and not in the structure of the organization.

3.3.1 Legitimacy and credibility

The legitimacy of organizations is based on various elements. Traditionally the number of members is considered the fundamental element – the greater the number of members, the greater the representativeness, and thus the greater the legitimacy. However, as described in Chapter 3.2, in some organizations the legitimacy derives rather from the appropriate defence of their causes and from the capacity⁸¹ to defend those same causes, than from the numbers of their members.



Planning meeting with farmers' associations, Niassa province, 2009.

81. In academic and technical–professional terms, but also lobbying and advocacy capacities.

“The element of legitimacy comes from two things. The first is the cause and the other is representativeness. If you are in Mozambique and speak of issues of land usurpation, even if you are not representing a group, you have legitimacy, because that is an issue that the country is living through and there are many Mozambicans who are losing their land. If you speak of accountability of the state, or of sexual assault, you are also talking about matters that are of interest to the communities. The second basis for legitimacy arises from the group that you represent. And this is where you have to represent the interests of the group and of the social movements in which the group is involved.”⁸²

82. Interview with ActionAid, 02.02.2015.

Within this premise, one will say that all of civil society interventions are legitimate, irrespective of the number of members involved,⁸³ of the formal or informal nature of the organizations and movements, and of the organization’s internal capacity problems.

Legitimacy is a pre-condition for organizational credibility. In addition, credibility also implies fulfilment of rules of transparency and consistent and effective activity. In order to comply with those pre-conditions political independence is also needed – this being an aspect highlighted by many of the interviewees. Another aspect that influences CSOs’ legitimacy/credibility is the phenomenon of co-optation of their leading staff. The cases of co-optation are many, and they have had negative impacts in the sense that the representative and/or the CSO itself accommodate themselves and start acting in line with the policy of the entities that they are meant to keep an eye on and monitor.

83. For example the LDH has many members and CIP only the ten people representing the governance body.

3.3.2 Governance capacity

Internal governance capacity is important for the democratic and transparent functioning of any organization – be it a RAO legitimized by its adherence to a cause, or a peasants' association legitimized by its numerical representativeness. Accordingly, the need to ensure solid forms of internal participation and governance, capable of strengthening representativeness, leadership and independence of the CSOs in relation to the political power, is a general concern of all layers of civil society and also a concern of the donors⁸⁴.

The current Associations Law, which governs all of the CSOs (see Chapter 3.1.4 Legal context of the CSOs above), requires a minimum of ten founding members with up-to-date and clean Identity Documents and Criminal Records for registration of the organization. It also defines the internal governance structure of the associations - the General Assembly, Fiscal Committee and Executive Board. Many funders, including INGOs, require the establishment of these internal structures as a condition for funding.

84. For example Swiss Development Cooperation, United Nations, Canada and Finland.

These structures are seen as a positive factor for strengthening of internal democracy and accountability of governing bodies and members of the organizations themselves. However, a considerable part of the provincial CSOs, as well as many of the CBOs, mention difficulties in setting up this structure. In summary, despite evaluations based on organizational capacity development activities, legal and donor requirements do not always correspond to the nature of the organization. In the same way, various CSOs interviewed mention conflicts between the governing bodies and executive organs.⁸⁵ There are cases in which such conflicts of interest may lead to operational paralysis of the organization, since they gravely affect the enabling environment for effective work.

The problems related to CSOs' internal governance capacity – the weak participation of the governing bodies in associational life, the lack of internal democracy, the need to provide/strengthen an active voice for the members, dependence on individual leader – appear in the discourse of many of the interviewees. As said, frailties in terms of internal capacity,

85. Interviews with CSOs in Niassa, February 2015; reports from the Sofala workshops of 13.02.2015 and the Chimoio workshop of 16.02.2015.

which at times are the object of media coverage,⁸⁶ have negative repercussions on the overall credibility of CSOs.

These issues are well synthesized by one of the interviewees: *“The Associations Law is also out of date – the General Assembly, Fiscal Committee and Executive Board are very heavy structures given the flexibility needed at present. There are many mechanisms and spaces that arise over time and there is no specific legislation to frame them.”*⁸⁷ In order to respond to the current diversity of types, sizes and field of action of CSOs, it is imperative to carry out revision of the Associations Law.⁸⁸ Such a revision should also include other aspects, such as more flexible formats for the governing bodies and articles that contribute to clarifying the roles and prerogatives of the various bodies and minimizing conflicts of interests that are seen at present.⁸⁹

86. <http://www.voaportugues.com/content/crise-na-li-ga-mocambicana-dos-direitos-humanos/2614075.html>

87. Interview with CARE on 05.02.2015.

88. Law 8/91 on Associations.

89. Example: The executive earning wages and the governing bodies without any financial support to carry out their work (not even allowances) as stated in Quelimane workshop held on 17.04.2015.

Along this line of concerns, one of the recommendations of the 2007 Civil Society Index⁹⁰ is to establish a code of ethics and quality parameters for CSO actions and interventions. Civil society recognized the need for such a code, and recently significant steps were taken along those lines – e.g. approval in December 2014 of two documents referred to as fundamental by various interviewees – *the Agreement on Principles for a Code of Conduct and Ethics for the CSOs and the Compliance Monitoring Guide*. These instruments are essential for the self-setting and monitoring of goals for the organizations' actions, and constitute the guarantee of action increasingly framed within ethical and quality standards that will strengthen the credibility of CSOs.

The **Agreement on Principles for a Code of Conduct and Ethics for the CSOs**⁹¹ contains seven main points:

- 1) **Guiding principles:** human rights and social justice; dignity; transparency and accountability; veracity and legality; democracy and empowerment; rationalization of resources; and cooperation;
- 2) **Integrity of the CSOs:** non-profit; non-governmental; non-party; self-governed and volunteer in character;
- 3) **Internal governance** – defines the governance structure, governing bodies and executive organs, and addresses the issue of conflicts of interest;
- 4) **Financial management** – includes financial transparency and accountability;
- 5) **Partnership and collaboration** – guiding partnership and collaboration principles and the relationship with partners;
- 6) **Mechanisms for monitoring implementation of the instrument** – indicating the objective, frequency and areas;
- 7) **Statement of adherence** – defines the terms in which the organization signs the Agreement on Principles for a Code of Conduct and Ethics for the CSOs in Mozambique.

90. CIVICUS, *The Mozambican Civil Society Index Within: Evaluation, Challenges, Opportunities and Action*, FDC, 2007, p. 99.

91. Agreement on Principles of Conduct and Ethics of CSOs in Mozambique; document approved following consultation and enriching by the CSOs, December 2014. The code was signed by 41 CSOs in December 2014. A process was subsequently initiated, led by JOINT, for awareness-raising of the CSOs throughout the country for their adoption of the code of conduct.

The **Guide to Monitoring of Compliance** is an instrument that will help CSO signatories to the Agreement to monitor implementation and level of performance as regards principles and practices. Collective monitoring is proposed, with organization into groups of three or four CSOs that coordinate on a rotating basis the process of monitoring, with application of the evaluation parameters. The evaluation parameters are grouped according to the following topics:

- 1) **The main guiding principles** (human rights and dignity; transparency and accountability; veracity and legality; democracy and empowerment; rationalization and resources; cooperation);
- 2) **Integrity of the CSOs** (non-profit organization; non-governmental organizations; organized; independent and self-governed; voluntary);
- 3) **Internal governance** (governance structure; governing bodies and executive; conflicts of interest);
- 4) **Financial management** (financial transparency and accountability);
- 5) **Partnership and collaboration** (principles of partnership and collaboration; relationship with partners); and
- 6) **Mecanismos de monitoria da implementação do instrumento.**

Approval of the Agreement on Principles for a Code of Conduct and Ethics for the CSOs was based on a prior process of expanded sounding of opinion among the provincial platforms and networks, and apparently saw broad acceptance.⁹² However, the application and monitoring of adherence is still pending, since - if the agreement is followed to the letter - there will be profound implications in many CSOs, particularly as regards the aspect of internal governance. Some funding mechanisms are also considering the possibility of using the Code as a pre-condition for funding – something not envisaged, but also not opposed by civil society.⁹³

The needs for CSO capacity strengthening vary in accordance with the type and characteristics of each organization. There is a lot of work carried out in the area of assessment of institutional capacity, which constitutes the basis for a sustained intervention for strengthening of internal CSO capacity development and capacity building

92. Interview with the CSO Focus Group on law in Quelimane, 09.02.2015.

93. Interviews with CESC, 16.02.2015 and CSOs in Zambezia, 09.02.2015.

of human resources.⁹⁴ Despite the fact that management capacity, generally speaking, being greater in consolidated CSOs operating at central level, internal governance and capacity of governing bodies of RAOs and other cause-based CSOs have recently been questioned. Indeed, various CSOs from this category have gone through crises of management and leadership – or continue to do so. Unlike the small CSOs, where this weakness has always been identified and supports have been provided straightaway in order to overcome it, the RAOs and other knowledge-based organizations – for example the Electoral Observatory, CIP, MEPT, CEDE, LDH, MISA and MONASO,⁹⁵ – have not benefited from that kind of support for the consolidation of internal governance systems.

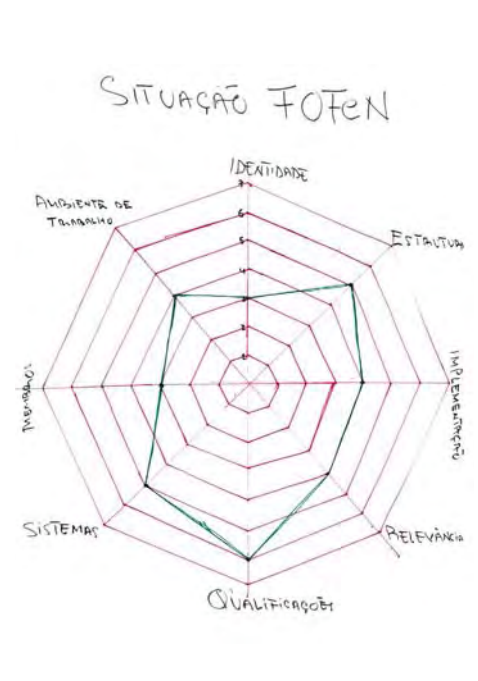
The need for strengthening governance capacity to ensure proper administrative and financial management, as well as democratic and transparent internal procedures, is expressed by many entities interviewed at

national and provincial level.⁹⁶ As mentioned at the workshop in Cabo Delgado: “The donors do not give us funds, because they lack confidence in us – we have internal governance problems and conflicts.”⁹⁷ The present study confirms the finding from the evaluation carried out on the AGIR Programme, which highlights the fact that despite the structures and decision-making bodies set up and the efforts toward providing training focused on the organizational realm, there persisted a “generalized low level of satisfaction among the partners in the area of capacity development in a vast range of critical issues, and a limited replication of training at provincial level, where generally speaking the capacities are weaker than at central level.”⁹⁸

96. Interviews with SDC, Oxfam, Diakonia, LDH, CIP and CTV, February 2015; workshops with CSOs carried out in February 2015.

97. Workshop with the CSOs in Cabo Delgado, 20.02.2015.

98. Mid-Term Review of the AGIR Programme Final Report, Kevin Kelpin, Vibe Johnsen and José Jaime Macuane, with Ian Christoplos and Jessica Rothman, SIDA, 2013.



Organizational capacity assessment of FOFEN, Niassa province, March 2015.

94. For example the ICAP Project, MASC and AGIR, and previously the Civil Society Support Programme (PASC) in Niassa.

95. Interviews with INGOs implementing AGIR, February 2015.

3.3.3 Capacity to achieve results

The capacity to achieve results stems from both the organization's management and technical capacity. Without this combination it is not possible to produce results, and without results the justification for the organization's existence itself is questioned.

Project management capacity includes the capacity to draw up projects/programmes and corresponding outcomes and indicators, to raise funds, and as well the capacity for financial management and monitoring and evaluation of projects and/or programmes. Technical and professional capacity has to do with the subject matter and the sector in which the CSOs operate – be it as service provider with the ability to advise its beneficiaries or as advocacy organization able to understand and transmit a technical subject – for example concerning the environment, budget implementation or legislation.

As a framework for this topic, the great asymmetry in the geographical distribution of human and financial resources should be mentioned, as it limits the CSO capacity to operate in direct contact with the population. In this context, Francisco⁹⁹ points out the resource gap i.e. in spite of 75% of formal CSOs operating in rural communities and districts, national and international CSOs active in the main urban centres – and representing 7% of the total – concentrate more than half of the human and financial resources. In the same way, 1% of the formal CSOs employ around one-third (32%) of the human resources and concentrate 40% of the revenues.

The generalized perception in the provinces is one of inability to comply with the administrative and financial rules for getting access to funds. In the Cabo Delgado workshop it was mentioned that there are one or two organizations with such capacity, and in Nampula “some organizations” are mentioned as having such capacity.

In the workshop with CSOs in Mocuba¹⁰⁰ the rural development organizations indicate the following weaknesses: access to funds (financing); capacity for financial management; lack of financial resources for hiring of qualified staff; scarce access to advanced technologies; and capacity building (training events).

“We have limited institutional capacity (technical, structural and operational). The projects have been constantly turned down by donors and State's interference. The complexity of the forms used by the EU and of other donors – we struggle but we are already defeated – we strive to the maximum, we go without sleep, but with no result. For ever failed! They do not grasp our context!”¹⁰¹

99. Sociedade Civil em Moçambique, Expectativas e Desafios, IESE, Francisco 2010, pp. 76-77.

100. Workshop with CSOs in the Province of Zambezia, 11.02.2015.

101. Workshop with CSOs in the Province of Gaza, 13.02.2015.

The need to promote individual technical capacity building and ongoing professional upgrading of human resources is also identified. This need for specialization is mentioned both at central and at local level. Even CSOs with professional human resources and targeted activities – for example the environment, human rights or social protection – mention the need for specialization in certain thematic areas in order for them to be able to fully perform their job. CTV and AMA (as examples of knowledge-based organizations) are organizations which face the task of analysing environmental assessments and impact studies and dealing with companies that are highly specialized in the subject matter.

This investment in individuals may have a positive influence on the overall context of the country – qualified staff pass through to other sectors, taking with them the experience and knowledge on civil society to apply in a positive way in public or private action. In recent years, one even notes a trend of brain drain from civil society and public sector toward the private sector, and even to the donors.

*Mozambican CSOs and their technical staff are on unequal footing with foreign NGOs. Whenever a technical staff person improves within a CSO, a foreign NGO entices him/her with a better salary and he/she ends up giving in to the invitation, going after greener pastures, to the detriment of the CSO that they previously belonged to.*¹⁰²

The loss of qualified staff is seen by CSOs as a serious problem that takes place within the organizations: “The CSOs train people who go there because ‘they need to earn bread’ and when they become professionalized they assign themselves value and consequently are drawn in by government and no longer need civil society. The government headhunts in civil society.”¹⁰³

It is thus important to continue strengthening internal capacity for monitoring and evaluation, as well as refining tools to make increasingly visible the results of individual CSOs and also of

their networks. It is also important to sharpen demonstration of relevance of those results in behaviour change of the various stakeholders and in the overall impacts obtained in terms of alterations to legislation and public policies in general.

Despite all of the work of institutional and individual capacity building referred to above,¹⁰⁴ it was found that generally speaking only those CSOs that belong to the categories of RAOs, knowledge-based organizations and nationalized organizations affiliated to INGOs, plus platforms, networks and umbrellas, demonstrate capacities for formulation and management of projects and a consolidated practice of monitoring, evaluation and readjustment of plans, programmes and projects. The group of remaining CSOs is vast and diversified, including some implementing organizations that are analysing their capacities on these matters, in whole or in part, with the aim of strengthening.

102. Report of the II Conference of the Organisations of Mozambican Civil Society, JOINT, December 2014.

103. Workshop com OSCs, Província de Gaza, 13.02.2015.

104. The funding procedures and instruments used by the MASC and AGIR have been mentioned frequently as examples of good practices, and the evaluations of AGIR highlighted above also signal an increase of capacity on the part of the CSOs involved in the programme.

3.3.4 Capacity for linkage with advocacy

Good practices of monitoring, reflection and gathering of evidence are basic elements for the capacity to link with advocacy activities. The capacity to conduct research studies and compile evidence has a direct impact on the effectiveness of engagement in advocacy activities and for influencing political agendas (see Chapter 3.5). In addition to that, it should also be mentioned that research capacity has expanded to the provinces. Examples include the issue of the reforestation surcharge and the impacts of the mining industry.¹⁰⁵

105. Survey on the Forest Restocking Surcharge. Case study: District of Mongicual, Thematic Network on Natural Resources and Agriculture. PPOSC. Nampula, March 2012; A Quality Study on the socio-economic impact of the mining industry in Palma District, Province of Cabo Delgado, AMA November 2014. Both studies were financed by the CSSM.

In fact one sees a notable strengthening of CSO action in terms of investigation, compilation of evidence and subsequent advocacy activities – with visible results, in particular as regards the production of legislation and support to rural populations in the defence of land rights.¹⁰⁶

However, application of studies produced for advocacy is still limited. For various reasons – the termination of a project or the matter ceasing to be on the agenda of donors and others – the advocacy activities often end up being “lost causes”,¹⁰⁷ since it is not possible to monitor if the process results in changes in political decision-making. Other studies share this finding of the need for a long-term perspective in order to influence political processes, alter legislation or obtain changes of social perception.¹⁰⁸

106. For example: Action on the part of UNAC and respective Provincial Unions that resulted in the internationalization of some of their struggles, with the involvement of civil society of other countries – PROSAVANA; Action by the CTV in Tete and Cabo Delgado and the general provision of information to the population on land rights, by way of a network of para-legals that presently includes 600 people.

107. Interview with CIP, GMD and N'WETI, 03/03/2015.

108. COWI and ITAD, 2012.

Despite all limitations described, civil society has obtained success in recent years in various political processes. Among these successes are the passing of the Law against Domestic Violence (2009), the International Campaign on those affected by Vale (2011/12), the Right to Information Law (2014) and the demand for specific articles in the proposal for the new Criminal Code (2014).¹⁰⁹



Workshop with CSOs in Manica province, March 2015.

109. For more details and examples, see Appendix I: Recent cases in which the action of civil society resulted in legislative changes.

Pressure from the CSOs against revision of the two laws: Rights and Duties of the President of the Republic while in Office and after Leaving Office, and the Statute of the Member of Parliament.¹¹⁰ The national CSOs undertook various advocacy activities to roll back approval by the Parliament of the Draft Law for Revision of Law 21/92 of December 31 – Law on the Rights and Duties of the President of the Republic while in Office and after Leaving Office, and of revision of Law 31/2007 of December 21 – Law on the Statute and Social Welfare of Members of Parliament (LPSD).

Among the activities of civil society were: the carrying out of a study on economic impact of the two laws that served as a basis for discussions in public sessions; meetings with Parliament; as well as an appeal to the Head of State. The CSOs made use of the political moment – the eve of the 2014 elections – but Parliament approved the laws with only a few amendments to the initial proposal immediately after the elections.

Although the results of the action did not encompass all civil society's demands, this case demonstrates the importance of evidence-based studies in advocacy and as well the capacity to organize and strength in unity of the CSOs.

In summary, one notes that the legitimacy and credibility of CSOs are closely linked to political independence and non co-optation of the organizations and their leaders. Legitimacy may be based on a cause – as is the case with the RAOs, knowledge-based organizations and some organizations defending common interests – or on the number of members – as is the case for example of peasants' associations. Similarly, one notes that internal governance capacity is important, not only as a key element for democratic organizational development, but also as a prerequisite for obtaining and keeping funding.

110. Interview with CESC and FORCOM, 16.03.2015.

However, current demands – which do not distinguish between the various kinds of organizations – are not compatible with the present diversity of organizations. Lastly, the capacity to achieve results and apply them in advocacy depends particularly on technical capacity, which in the majority of cases is limited. In fact, it was found that the majority of the CSOs lack technical knowledge and generally speaking only the RAOs, the knowledge-based organizations and those affiliated to INGOs have sufficient technical abilities in their subjects of work.

3.4 Sustainability of the CSOs



The concept of sustainability is not restricted to the financial dimension, and is based above all on the establishment of a citizenship basis for civil society in general and for CSOs in particular. Consequently, the organizational and political dimensions are both equally important for analysis of sustainability strategies adopted by CSOs. Accordingly the question of sustainability is addressed in three dimensions:

1. Organizational sustainability includes the issue of organizational solidity, in terms of organic structure and well-defined division of responsibilities between the governing bodies and the executive and as well the question of technical capacity for the performance of activities. This is also linked to the use of appropriate work methodologies, the qualifications of human resources, the quality of work and the institutional capacity for learning.

2. Political sustainability results from the effective integration of CSOs within political spaces for the exercise of social oversight on public policies and on the actions of the state in general. Political sustainability depends on the external CSO context, as well as on the internal capacity to act within this same political context.

3. Financial sustainability requires having the financial resources needed for the CSOs to undertake their missions on an ongoing basis and to have the capacity to potentially generate their internal resources to finance their activities.

3.4.1 Organizational sustainability

As mentioned above, organizational structures are often overly complex and may represent an impediment to organizational development. The availability of suitable human resources is an important factor for organizational sustainability, which depends – among various factors – on establishing a balanced relationship between existing human resources and the structure required for organizational operation.

The scarcity of human and financial resources, especially in local CSOs, is part of a vicious circle that obliges the small organizations to remain small and the big ones to be ever-larger. It is often mentioned in relation to provincial level CSOs, and also by representatives of district level CSOs and platforms that participated in the provincial workshops.

The lack of staff and internal capacity influences on organizational sustainability. An example that is interesting inasmuch as it may serve to strengthen the organizational sustainability of small CSOs comes from the Diakonia within the framework of the AGIR Programme.¹¹¹ In Zambézia Province, a model of outsourcing of book-keeping and monitoring and evaluation services through an “umbrella” type organization has been introduced. This allows for serving various CSOs, assuring at one and the same time that the costs of these services are both accessible and sustainable. The small CSOs with limited human resources can use the services of third parties, reduce the administrative burden and free up human resources for the organization’s key activities.

Another key element for organizational (and political) sustainability is the integrity of the organization and of its leaders (*see Chapter 3.3.1, Legitimacy and credibility*). The considerations presented by the representative of the Economic Development Agency of Manica (ADEM) in Manica Province clearly highlight the importance of this element:

“I’m going to speak about the issue of sustainability of the CSOs. The CSOs have various levels of sustainability. I don’t want to talk about financial sustainability, but rather about the other dimensions of sustainability that are more important than that of finance about which we speak so much nowadays. I’m going to speak about the political, technical and social sustainability of the CSOs. We leaders have a very great responsibility and we ought to take into account these key elements when we speak of the policy of good governance and influence on public policies. It is important that we as CSOs clean up our own houses before we question the governing figures. How can we demand proper rendering of accounts from the government leaders if we do not do so within our organizations? A good civil society activist ought to be viewed as a role-model, not as a thief or a corrupt person. I believe that a good CSO, one that is honest and transparent, will get credit with their members and the latter will increase the payment of their dues, civil society in general will support them and the government will respect and negotiate with them, in the same way as the donors will allocate funds for the operation of the latter. Let’s reflect on this, dear colleagues.”¹¹²

3.4.2 Political sustainability

As mentioned above, there is a tendency to see CSOs as the “opposition”, and often the organizations operate within a political environment in which the risk of being marginalized is high. In general terms civil society in the provinces and districts suffers from greater political insecurity than CSOs in urban centres, due to them being more exposed and lacking the strength that flows from joint action. The mapping study notes that the political environment in the provinces may prevent or make unviable CSOs’ access to resources needed for their work, above all when they deal with topics that touch upon the economy linked to the interests of the party in power.¹¹³

Accordingly political sustainability depends above all on the capacity to establish networks and to ensure joint CSO action. Unity and visibility offer protection and strength, for which reason vertical and horizontal alliances are important to ensure independence and political sustainability and prevent co-optation of the CSOs. Participants from various CSOs in

111. Interview with Diakonia, 18.02.2015.

112. Interview with ADEM, Manica Province, 18.02.2015.

113. Workshop with CSOs in Manica, 16.02.2015.

the workshop in Sofala mentioned that “the union between people of an organization allows the division of labour and the exchange of experience, and provides strength, particularly in advocacy. Collaboration and alliances between CSOs offer the possibility of speaking at the same time on the same matter in different places, and to share with other organizations the problems and the solutions encountered. Union thus represents added value.”¹¹⁴ Therefore collaboration and the establishment of networks and platforms is in principle seen as an important element for CSOs’ political sustainability, irrespective of their category or geographical location. Despite the added value of networks, the threats referred to above persist – of co-optation, ossification and in some cases the platforms having a tendency to act like organizations in competition with their own members for funding. However, the growing awareness on the importance of working in networks and of inherent difficulties in that process, provide the hope for gradually overcoming these problems as they are detected.

114. Workshop com OSCs em Sofala, 13.02.2015.

3.4.3 Financial sustainability

In Mozambique there is a vast stratum of CSOs established in the nineties on the basis of funding opportunities from certain short-term projects.¹¹⁵ They are located particularly at provincial and district level, and at present face a crisis of lack of resources, linked to the lack of capacities. In this context, the issue of fundraising for undertaking of activities¹¹⁶ is a crucial aspect for the CSOs that operate outside of urban centres and feel increasingly suffocated due to the lack of information and access to resources.

One particular aspect in relation to the problematic of ensuring financial sustainability is related – as was said – to the provincial platforms that in seeking funds for operation opt for implementing projects with no relationship to their core business. As already mentioned this situation is undesirable, because it creates competition with members and harms the organizational sustainability of the platform.

It is important to remember that one of the key elements in the definition of CSOs is the characteristic of being non-profit.¹¹⁷ In the context of the CSOs, income-generating activities are not considered for-profit when undertaken for the collective welfare of the organization. The concept of for-profit activities applies to cases in which the revenues revert to the benefit of individual members. Accordingly, the initiatives of some CSOs to implement income-generating activities for the benefit of the organization are legitimate.¹¹⁸

115. CSOs that were established with funds from the National AIDS Council and CSOs founded by former workers of international organizations as a way to take over assets, however lacking the ability to manage programmes.

116. Report from Sofala workshops on 13.02.2015 and the Chimoio workshop on 16.02.2015.

117. See the definitions in Chapter 3.2. Reference to the Code of Conduct and Ethics of the CSOs in Mozambique, December 2014.

118. Interview with N’WETI in Nampula on 13.02.2015.

Examples of CSOs with income-generating activities

- Rental of meeting rooms and provision of occasional administrative services. Examples: Magariro in Manica, NANA in Mocuba, Akilizetho in Nampula, FONGA in Gaza.
- Agro-livestock producer cooperatives and associations that sell products and offer services. Examples: Associations in Manica Province; Nely Agricultural and Livestock-Raising Operation in Gaza; National Rural Extension Association and Progresso Development Association, both from Nampula Province.
- Provision of specialized services in the area of mobilization. Examples: the theatre groups Mutumbela Gogo, Theatre of the Oppressed Centre and Mbeu Theatre Group.
- Carrying out of research and specialized studies (economic viability and environmental impact). Examples: Rural Observatory, Technoserv and Community Land Initiative.

It is assumed that the pivotal question for obtaining sustainability is diversification of funds, and the capacity to not only exploit existing sources, but also to identify alternative and innovative funding sources.

There is an almost universal tendency in Mozambican civil society to exclusively consider funds from development and cooperation agencies as the sole source of funding. However, in the last five years we are seeing some new trends as regards alternative funds mobilization, particularly for humanitarian actions. Such new trends in funds mobilization – crowd-funding, sponsoring of causes, etc. – already constitute an important base in other contexts and may come to do so in Mozambique for civil society action in general and for the CSOs in particular. There is also a raised awareness on solidarity actions among the population at large, and of cultural actors and the private sector in particular. There are many examples of volunteerism expressed in campaigns, for example of collection of donations for support to flood victims. Following this year's floods (2015), which affected above all Zambézia and Tete, this movement grew considerably and brought new initiatives from some commercial

banks that created possibility through the use of ATMs for donation of funds to the Mozambique National Institute of Disaster Management (INGC). The mobile telephony companies MCell and Vodacom are also getting involved in this new type of engagement, and in many places – supermarkets and public institutions – boxes are set out for the collection of donations in kind.

In Manica Province successful models for support to CSOs working in rural development were found. On this basis, there are donors providing support through sub-contracting of small local consulting firms that undertake management of sub-grants for support to capacity development of farmers' and dairy livestock breeders' associations.¹¹⁹

119. USAID funds contributed to by the Government of Mozambique. Cases of Land O Lake and Technoserv, which contracted consulting firms in Manica to manage the funds for financing agribusiness (FINAGRO), contemplating training in book-keeping and management of the beneficiaries' projects financed by them.

Mozambique does not yet have a very strong tradition of Corporate Social Responsibility (CSR), with the exception of a few examples of social funds established by large enterprises (for example MOZAL, Chikweti and the ENI Foundation). Many CSOs are afraid of and refuse the possibility of mobilization of such funds, out of fear of being “bought” (co-opted). But looking to the future, there may be good opportunities to explore, mainly as regards investments by companies from countries in which the business code of conduct is applied and acknowledged. In addition to the already mentioned crowdfunding and cause-based sponsorship, alternative possibilities of sponsorships and patronage (mainly in the areas of sport and culture) may also be explored.

For that to happen, it is necessary that the CSOs have strategic development plans and fund mobilization strategies. In this context, the ample use of means of communication for dissemination of the image and achievements of CSOs should be emphasized, like for example participating in events of relevance for the sharing of experiences, learning and marketing; fostering actions for the visibility and branding of the CSOs and respective partners and funders, etc. Development of capacity and strategies for fund-raising may also be reinforced by use of innovative information and communication technology (ICT) models – a field not yet properly explored by CSOs in Mozambique.

Theatre of the Oppressed Centre (CTO)

“We have our own headquarters, made without external funding. We bought eight stalls in the Hulene market surrounding an open space used as a parking lot. We knocked down the stalls and began the process of building. There were “subtle” difficulties based on various arguments to try to prevent us from having our own headquarters. We had to struggle a lot. Construction was put under a stop-work order. The media helped us out a lot by disseminating the situation. The National Director of Culture (DNA) took a stance and made the construction possible. We follow an internal rule/arrangement: we have a fund for salaries that is supposed to pay two people – the coordinator and a clerk. However, as the wildcard other colleagues have no salary, we divide the salaries with the colleagues in accordance with the hours that they work, be it in the theatre or in general jobs for the CTO. The contracts that we establish are undertaken on behalf of the CTO and not in the name of the technical staff individually. Thus the product of the work that we carry out as CTO comes to the CTO. We do paid consultancies both within the country and abroad (for example a workshop in the USA or the setting up of the Theatre of the Oppressed in Angola), the money from which reverts to the organization. We could have bought goods for each one of the actors and live a more comfortable life, but we prefer to invest the money in the CTO and ensure our job positions. Thus it was that we managed to build the headquarters and buy the equipment. We have a sound system and the dream (and a space already reserved) to set up a sound studio.”¹²⁰

120. Interview with GTO, February 2015.

3.5 Engagement of civil society

3.5.1 Spaces for dialogue

The creation of spaces that broaden the possibilities for interaction and greater citizen participation in the processes of governance is an imperative for reducing the distance between governments and citizens.¹²¹

The spaces for participation range from formal to informal. Formal spaces are considered those whose existence is defined under a law, standard or regulation approved by a state body. Informal spaces are those that arise, get structured and operate on the basis of arrangements by civil society groups or another kind of entities themselves, and that do not derive from the approval of a law, regulation or official rule.¹²²

In a certain way the formal spaces are very close to the so-called “invited spaces”. These are designated “invited” because they are structured, controlled and chaired by the government authorities, with the participation of civil society being by invitation from those entities. Informal spaces are identified in their majority with the so-called “claimed spaces”, since their creation and rules of participation result from the initiative of civil society itself.

One cannot rigorously assume that this formal/invited and informal/claimed relationship is linear. One example is the Open and Inclusive Presidency (PAI), which is a Presidential initiative for evaluation and consultation on the performance of district governmental institutions.¹²³

Some examples of formal / invited spaces are:

- I) Development Observatories (ODs);¹²⁴
- II) Institutions for Community Participation and Consultation (IPCCs), which are community participation mechanisms¹²⁵ at district level composed of (a) local councils, (b) local committees and (c) local forums;
- III) Entities for political representation,¹²⁶ namely the (a) Parliament; (b) Provincial Assembly; and (c) Municipal Assembly.

The informal/claimed spaces are essentially the following:

- I) Civil society platforms
- II) Networks of civil society organizations;
- III) Social movements.

121. Cornwall (2004), cited by Macuane, José J. (2014). *Baseline Study: Political and Social Dialogue among the Non-state Actors and Public Authorities*. Final Report. Project financed by the European Union.

122. Deutsche Institut für Entwicklungspolitik (DIE): *Domestic Accountability in Mozambique: The Presidência Aberta e Inclusiva*. Final Report of the Country Working Group Mozambique. Bonn 26.05.2011.

123. DIE (2011) analyzes the Open and Inclusive Presidency as an informal space. Nevertheless, authorship of the creation of the Open and Inclusive Presidency is that of President Armando Guebuza, and accordingly the participation of civil society in that space follows the characteristics of an invited space.

124. ODs are spaces created for dialogue on implementation of the Poverty Reduction Plan (PARP).

125. The IPCCs were created by Law 8/2003 of May 19 and regulated by Decree 11/2005 of June 10. They exist and operate at district level.

126. The logical assumption for framing the political representation mechanisms as part of spaces for participation derives from the opening offered by the legal basis in the form of a window of opportunity for civil society participation.

The platforms are groups or forums that include groups of civil society organizations working in different areas, with the aim to join voices to collectively discuss different issues. The organizational networks are essentially thematic groups, or organizations that work on the same issue – for example, the thematic networks for governance, natural resources, human rights, etc.



AKILIZETO office in Nampula, donated by AGIR programme.

As a complement to these spaces, the social networks should be mentioned, with particular emphasis on Facebook and also on Twitter. Despite being virtual spaces inhabited by social actors with diffuse characteristics, the social networks have at least over the last two years been the most important platforms for influencing the agenda of the national political discussion.

Other actors – the media, Parliament and its members, the academy and culture – are also important, due to the fact that they represent potential strategic allies of civil society. These actors have a very large potential for lobbying and influencing that apparently is not being properly exploited. However, the information gathered revealed examples of strategic lobbying with Members of Parliament as regards initiatives for influencing legislation, as well as links to the culture area (theatre, music) to disseminate and make messages of CSOs more effective.¹²⁷

127. The Theatre of the Oppressed Centre (CTO), which is national in scope and with structures at district and provincial level, at present with close to 90 Theatre of the Oppressed Groups (GTOs) active throughout the country and referred to quite a lot by CSOs of district (Inhambane) and provincial (Nampula) scope.

Table: Spaces for dialogue

SPACE FOR PARTICIPATION	NATURE	NATIONAL	PROVINCIAL	DISTRICT/ MUNICIPAL
Parliament	Formal	X		
Provincial Assembly	Formal		X	
Municipal Assembly	Formal			X
Development Observatory	Formal	X	X	
Civil society platforms	Informal	X	X	X
Civil society networks	Informal	X	X	X
Local council	Formal			X
Local committee	Formal			X
Local forum	Formal			X
Social networks (Facebook, Twitter...)	Informal	X	X	X

3.5.2 Formal spaces and quality of interaction

The studies on spaces for dialogue either formal or by invitation raise many doubts in relation to their effectiveness, functionality and relevance for the policy debate.



Botão Association in Nicoadala, Zambézia province, March 2015.

Some studies of governance question the efficacy and viability of the consultative councils and development observatories as effective spaces for dialogue¹²⁸ The few works that exist on the subject likewise indicate that civil society participation in relation to the political representation bodies (Parliament, Provincial and Municipal Assemblies) is characterized by weak engagement in spaces for dialogue that exist in these structures.¹²⁹

The study by Macuane (2014) analyses the spaces for dialogue between public entities and non-state actors. In his approach to the formal spaces he points out that the non-state actors (in this case the CSOs) indicate shortcomings and dysfunctions of these spaces. He says that the problem derives from barriers in access to information, untimely notification of meetings, the party-politicization of the dialogue and weak representation of the interest of communities on part of members of consultative councils.

128. Forquilha, Salvador Cadete & Orre, Alask: Conselhos Locais e Institucionalização Democrática em Moçambique. In: Weimer, Bernhard (Org.) (2012). Moçambique: Descentralizar o Centralismo. Economia Política, Recursos e Resultados. IESE, Maputo, Setembro de 2012. Pp. 330-354; Macuane, José J. et.al.: Entre o Estado, Amakhas, Ampamelas, Landins e ONGs: Relações Sociais, História, Política, Centralização e Descentralização em Nampula. In: Weimer, Bernhard (Org.) (2012), Moçambique: Descentralizar o Centralismo. Economia Política, Recursos e Resultados. IESE, Maputo, Setembro de 2012. Pp. 238-276.

129. MARP: *República de Moçambique: Relatório de Revisão do País, Julho de 2010; Salimo, Padil: Lições dos Primeiros Anos de Funcionamento das Assembleias Provinciais em Moçambique: Estudo de Caso das Províncias de Manica e Zambezia 2010-2011. Relatório Final. Maputo, Maio de 2013.*

Opinions on the functioning of formal spaces

The research group for the present study held various meetings with different groups, involving the government, the private sector and civil society itself. The government representatives think that civil society has scant technical capacity to discuss specific matters within the policy dialogue framework of development observatories. In turn, the members of civil society indicate difficulties in the operation of the development observatories and a concentration of decision-making power in the hands of the Governor or Minister. They also mention that due to the weak institutionalization of Development Observatories (DO), the decisions around organization and operation are generally speaking based on the will of those officials. As a principle, the ODs should be held at least twice a year, in the first and fourth quarter of the year. But various examples are given in which the agenda of the Governor or of the Minister prevents the holding of the ODs, thus restricting the scope of society's participation in policy discussion. For example, in 2013 in the provinces of Tete, Inhambane, Gaza and Niassa the observatories were held only once. It is also pointed out that the governing figures do not acknowledge the full extent of the role and work of CSOs, and for that reason react with intolerance to criticisms expressed by civil society within those spaces for dialogue. In meetings with members of CSOs in Inhambane and in Jangamo District, it was mentioned that during a session of the Provincial DO in 2013, the Frelimo Party First Secretary accused civil society of seeking to belittle the work of the government with criticisms presented in relation to government's stocktaking on the Economic and Social Plan and Provincial Budget (PESOP).

The civil society group G20 suffered a serious blow to its vibrant participation and engagement in the national DO, where it has been active since 2003. Over nearly five years, between 2007 and 2012, the G20 lost its legitimacy as well as the capacity for mobilization, linkage and coordination with its members. The production of poverty assessment reports, which was yearly and served as a basis for opinion-making in the DO, became irregularly and the documents produced were considered of very poor quality. The lack of financial capacity and termination of donor support, as a result of poor management, led to vulnerability of the G20 leadership and consequent capture by the political elite. This situation was altered only starting from 2012, when MASC assumed the risk of supporting G20 with the aim of reclaiming and taking advantage of the potential for civil society participation in the DO, a prime space for policy discussion and influencing desired changes (Salimo, 2014b). At that time, new models for G20 operation were defined. Having established had a rotating coordinating function among members, the evaluation interventions focussed on a specific sector, and in 2013 DO guidelines were approved. They harmonize with the planning cycle and have a schedule that ensures predictability of meetings, as well as set out provisions for accountability in cases of organizational failures.

In light of reduced opportunities for civil society organizations to influence changes, they end up belittling the importance of those spaces in terms of policy debate.¹³⁰ Organizations that have been working for many years with the District Consultative Councils demonstrate interest in ceasing to do it and in finding other forms of interaction with government. These organizations consider it a “waste of time” to work with politicized institutions, with agendas that are not focused on local development issues and without participation mechanisms based on a consultation model.¹³¹

130. Macuane, José J. et.al.: *Entre o Estado, Amakhas, Ampamelas, Landins e ONGs: Relações Sociais, História, Política, Centralização e Descentralização em Nampula*. In: Weimer, Bernhard (Org.) (2012), *Moçambique: Descentralizar o Centralismo. Economia Política, Recursos e Resultados*. IESE, Maputo, September 2012, pages 238–276.

131. They confirm the interviews with ACUDES in Inhambane on 09.02.2015; in Tete with AAJC on 22.02.2015; and the interview with Facilidade in Nampula within the context of another study carried out for the SDC on the options for support to civil society organizations in Northern Mozambique (Salimo, Padil: *Opções para o Apoio às Organizações da Sociedade Civil a Nível Descentralizado. Um Estudo das Províncias da Região Norte de Moçambique: Nampula, Niasa e Cabo Delgado*. Document Prepared for the SDC. Maputo, August 2014.).

This positioning is consistent with the reflection on the environment for civil society organizations, the difficulty in understanding the context and using it as a reference point for their options. Curiously, the local councils – although created by government – exist as a consequence of strong pressure and influence from civil society itself. In addition, the current context demonstrates in a very explicit way that in spite of their weak efficiency the formal spaces for dialogue are in general terms the spaces that offer the best opportunities for dialogue between government and civil society. Finding alternatives to exploit the spaces in an informed and persistent way in order to influence both in terms of changes in the framework, and based on these, promote policy advocacy actions, should be the most efficient way – instead of abandoning spaces that were never sufficiently exploited by civil society. Despite the weaknesses pointed out in the context of policy dialogue, especially in formal spaces, a well-structured civil society with mastery of issues that it defends holds the potential to influence decisions as well as changes in policy options. Within the national-level Development Observatory, the G20 (which re-emerged in 2012) was decisive

for the establishment of a framework for poverty monitoring and evaluation indicators and for approval of new guidelines for the development observatory. These guidelines made possible the harmonization of DO meetings with the planning cycle. It was within this framework for dialogue, established in the DO, that an increase from 7% to 10% of State Budget allocated to the health sector was achieved between 2013 and 2014.¹³²

132. Salimo, Padil (2014), *Case Study of the Mozambican Debt Group Project. “Informed Participation of Civil Society in the Development Observatories”*. Maputo, December 2014.

3.5.3 Informal spaces and quality of interaction

The informal or claimed spaces have grown over the last five years. The difficulty for the organizations in building alternatives for penetrating formal spaces, linked to the existence of numerical limitations and low openness to participation, is in part giving rise to the creation of platforms and networks that constitute alternative spaces to express voice, apply pressure and advocate policies and interests with the governments.

Studies show that when well structured, the platforms and networks are much more efficient than the formal mechanisms in producing results in the field of policy dialogue and advocacy.¹³³ Examples of changes and legislation approved due to the influence of civil society networks and platforms are described in the box below.

The Civil Society Platform on Natural Resources and Extractive Industry, counting ten members, was formerly hosted by CTV and by WWF and is presently taken in by CIP. It produced studies and research efforts on resettlement effects, the contribution of extractive industry to the economy and consequences of tax benefits given to megaprojects. Strategic use of study results and research efforts in public seminars and workshops, coupled with the movements of popular contestation, have created strong pressure with the government, which has been obliged to pay attention to this issue. Within this context, the Regulation for Resettlements of Communities Affected by Extractive Industry was approved, along with the Law for Taxation Scheme for Mining Activities.

The Civil Society Platform for Good Governance undertook persistent lobbying and advocacy activities with Parliament and political parties and as well with regional institutions – the SADC and African Union, for legislation to be promulgated on rights to information. These activities, coupled with discontentment of civil society due to Parliament's postponing for nearly a decade the analysis of the draft law presented, were determinant in passing the Right to Access to Information Law in 2014.

In synthesis, the platforms and networks are not just spaces for dialogue, but also constitute mechanisms for learning and capacity development. When foundations for sustaining learning and capacity development are lacking, the platforms fail to duly foster proximity and linkage between their members and lose the capacity to contribute effectively to the desired changes. The lack of financial resources, the weak governance structure and the tendency to transformation of the platforms into project implementation organizations, in direct competition with their members, do not favour stability and quality of operation. However, the platforms and networks have enlarged their field of operation considerably in recent years. In addition to the aspects already highlighted, the platforms and networks are also strategic for strengthening the effectiveness and security of the CSOs, functioning as a protective shield against the risk of threats of reprisals.

133. See the study about how changes take place in Mozambique drawn up by Salimo (2014).

In the last four years civil society organizations have started to work more frequently with government sectors, with the objective of jointly assessing the performance of the state in provision of public services. MASC has been strengthening the capacity of the partner organizations to carry out social audits. For example in Lichinga, MASC is working with Concern Universal on the promotion of social audits of basic services at district level. In this context Concern Universal carried out a social audit in Sanga District in 2013. One year after this audit, positive changes were noted in relation to issues that had been pointed out previously. The District Administrator highlighted the importance of the initiative, which permitted government to be alert and to respond to demands of the communities. The CESC is also working with some local partners in the provinces of Gaza, Zambézia and Cabo Delgado on monitoring the quality of public services, applying social auditing as a key tool for interaction between communities and authorities. The organizations *Estamos in Niassa* and *Kukumbi in Zambézia*, as well as *Acudes in Inhambane* – all MASC partners – are likewise carrying out social audits with a focus on the quality of services in education,

health and infra-structures sectors. Another example of social auditing is the community monitoring of the social protection strategy, undertaken by the Civil Society Platform for Social Protection. This monitoring provided information on transparency and accountability in administration of the Basic Social Allowance Programme in Matutuíne District. It revealed the need to strengthen transparency in the administration of funds and in application of criteria for awarding of allowances.¹³⁴

Generally speaking, the ongoing experiences indicate the need to strengthen CSOs' and communities' knowledge about the importance and mastery of social audit methods. It is also important to consolidate the capacity to define strategies for articulation and communication with government as it may contribute to mutual commitments in relation to social audit practice. This means a strengthened understanding on the part of governments as to the importance of social auditing as an instrument in support of governance. However, it may be noted that the lack of financial capacity of some CSOs prevents

134. Estudo sobre a Transparência e Prestação de Contas na Gestão do Programa de Subsídio Básico em Moçambique (PSSB), PSC-PS with the support of FDC, December 2014.

the proper monitoring of actions and subsequent community mobilization as a whole to carry out broader monitoring of government activities.



Marketing of agricultural products, Niassa province.



HIV/AIDS prevention campaign, Niassa Province, 2009.

4. The role of the CSOs in a sector perspective

In this chapter, the role of CSOs is analysed by sectors – good governance and sustainable rural development – and also by the subsectors of human rights, culture, social services and vocational training. In each chapter the overall trends are emphasized, along with the main stakeholders and some examples and practices to be highlighted.

4.1 Good governance

The number of organizations that operate in the area of governance has increased significantly during the last ten years as allocation and execution of public budgets were questioned and the international partners prioritized the strengthening of civil society to act in the field of governance, call for greater transparency and contribute to improvement of the x democratic governance system. The process of international partners' boosting of funding to CSOs contributed to changes in the focus of innumerable organizations, formerly aimed at service provision. Setting up of new organizations focused specifically on governance issues was also seen.

The debate on transparency and accountability in Mozambique is recent. CIP was one of the most pre-eminent organizations to bring matters regarding corruption, transparency and accountability to the public arena around 2005-06. Later other organizations began as well within their specific areas to discuss questions related to transparency and accountability. Activities in the governance component began with CIP focussing on anti-corruption, with the objective of fostering greater integrity in the management of public

property. The creation of the National Forum for Combating Corruption in 2007, within the context of the public sector reforms, considered civil society organizations to be an integral part, and likewise encouraged the involvement of other organizations. Approval of the Anti-Corruption Package of 2012-14 was one of the most important results of a very complex process of bargaining, using of influence and pressure, of which civil society was an integral part. Following the entry into effect of the Public Probity Law, which is an integral part of the Anti-Corruption Package, 2014 witnessed the resignation of public leaders in different posts in more than one public institution and/or state body.

As a result of strong pressure exerted by CSOs such as CIP, IESE, Living Earth Centre (CTV), Environment Justice (JÁ!), the OMR and others, the government acknowledged the pertinence of: publishing the extractive industry contracts; approval of a specific system for the oil operations and of the tax benefit scheme; and approval of the regulation for the resettlements within the framework of the activities of the extractive industry. The CSOs adopted the set of strategies ac-

knowledging the problems as a concern of society at large. Lobby activities with the respective institutions and with the largest donors in the country, various seminars and public debates (some of which with the participation of pre-eminent international figures representing a global moral reserve), drawing up of position documents and press releases and the publication of evidence-based studies, acted as a significant contribution to the achievement of those results.

Based on the actions, awareness on rights within the communities improved markedly, with emphasis on the regions with big investments in the sector of extractive industry, lands and forests. The increase in community knowledge concerning rights represents an important change in relation to the past. Below we present a box that reflects knowledge on demand of rights in a Niassa community. The study team visited Miala, in Sanga District, where a focus group with members of the Consultative Council, Natural Resource Management Committee and Water Committee was organized. In the interview these members affirmed the following:

Extracts from a group interview in the Miala community in Sanga

“We did not have a Natural Resources Committee here in the District. It was due to the forest company (Chikweti) that the Natural Resource Management Committee was created with five members. The Chairperson of the Committee is the régulo of the community. Today the forest area is exploited by another company that bought Chikweti. We are concerned with the way in which the funds paid by the company are being used by the régulo – the sum that the company pays (20%) is not benefiting the community. Among the members of the committee only one is a woman, Ms. Julieta; we want more women to be on the committee. We have sought to discuss the matter in the Consultative Council, but the Consultative Council does not deal with natural resources. The number of members of the committee is low (five): in the Committee we find the régulo and his grandchildren, with the only member of the Committee who is not from the régulo’s family being Ms. Julieta. Initially, when the Committee was created with the support of ROADS, it had 13 members. The Committee has received work visits from many organizations, and we have worked with IBIS, Concern Universal, UCA, ORAM, CCM, ROADS and others. It is thanks to the training sessions that we received from these organizations that today we know that these lands belong to us, that women’s ideas are valid, and what it means to direct and lead. The communities made an appointment last year with the Administrator to find out from him about the distribution of the seven million metical fund. The community’s concern was related to the fact of the amount allocated for the projects to be financed (200 thousand) being less than what the community knew was foreseen (300 thousand). The audience with the Administrator allowed the problem to be resolved.”¹³⁵

135. Interview with members of natural resource and water committees, and members of the District Consultative Council in the community of Miala in Sanga, 26.02.2015.

4.1.1 Budget monitoring

In 2010, the Budget Monitoring Forum (FMO) was created, made up of certain civil society organizations, namely the Civil Society Forum for Child Rights (ROSC), the Centre for Learning and Capacity Building of the Civil Society Organizations (CESC), the Centre for Public Integrity (CIP), Mozambican Debt Group (GMD) and Foundation for Community Development (FDC). The FMO established links with the Parliament, through the Planning and Budget Committee (CPO), which probably constitutes the first structured and systematic initiative for a relationship between Parliament and civil society organizations. The FMO undertakes analyses on execution of the State Budget (OE) and the results are submitted to the CPO, which normally uses them for government hearings. It was after the advocacy activities carried out by FMO that the proposals for the State Budget were released publicly on the site of the Ministry of Planning and Development (MPD) – the current Ministry of the Economy and Finance,¹³⁶ – prior to their submission to Parliament.¹³⁷ This procedure allows civil society organizations to discuss the documents and present their proposals for improvement, both to government itself and to the Parliament (in the case of the latter via the CPO).

136. This new Ministry includes the recent structure of ministerial bodies in the Nyusi government and results from the fusion between the Ministry of Planning and Development and the Ministry of Finance.

137. ITAD/COWI: *Apoio À Participação da Sociedade Civil no Diálogo sobre Políticas*, Relatório Nacional de Moçambique, November 2012.



Provincial Directorate for Planning and Finance,
Niassa, Province, March 2015.

Opinion of the CPO Chairperson on the FMO:

The Planning and Budget Committee (CPO) collaborates with the Budget Monitoring Forum (FMO) since 2010. When the past legislature began we received a proposal for a memorandum of understanding based on which the Forum should receive the Economic and Social Plan (PES) and the State Budget (OE) from the Parliament prior to debate. Given that the CPO lacks autonomy to sign memoranda, the proposal was submitted to the Chairperson of the Parliament, who in turn submitted it to the First Commission, the Constitutional Affairs, Legality and Human Rights Committee. The final decision was that information could not be provided before being made public. Along those lines, the parties discussed the best ways to make the process more effective and useful for the Parliament, since opinions concerning the Economic and Social Plan and the State Budget were of interest for the legislative organ and especially for the CPO. It was agreed that the FMO would receive the PES and the OE prior to their discussion in Parliament. The CPO assumed the responsibility to ask from government that access to the two planning instruments would be guaranteed by the Ministries responsible, the MPD and the Ministry of Finance; and this did indeed take place within the terms envisaged. However, in subsequent years the CPO started to provide documents directly, since delays occurred in the ministries supposed to make them available. The FMO produced reports with opinions regarding the PES and OE, and the CPO uses them for formulation of opinions in hearings with government, as well as in oversight of the OE. The CPO expressed its satisfaction with the development of the CSOs in recent years, at the same time as it understands that there is a need to provide them with capacity in legislative matters, particularly in relation to the mining and petroleum area, which are critical areas for the country's development.

The work carried out by the FMO contributed to changes in the allocations, for example in relation to the basic social allowance, which doubled in 2012. In 2010, when the FMO produced its report analysing the 2011 State Budget, the document made reference to the difficulty in reading and interpretation of the OE documents. This has always been a concern of civil society, and the articulation between the FMO and Parliament helped government to implement the "Citizen Budget", which reflects a concern to make the reading, understanding and interpretation of OE document more accessible to citizens. The FMO also had the opportunity to analyse and produce an opinion – which was sent to the CPO – on the current year's Economic and Social Plan and State Budget. As in other situations, the FMO's opinion was used as part of its reference document in hearings with government.

Nearly all of the FMO member organizations carry out budget monitoring activities at local level, some of a comprehensive character and others focused on specific budget lines, like for example monitoring of the Fund for Direct Support to the Schools (ADE). Meanwhile, the most complex initiative at this level has been implemented by CIP, through the tracking of public expenditure, with a focus on districts. This experience has been quite useful for some governments committed to transparency in management and execution of public expenditures. The CIP acts in partnership with local CSOs, which allows for strengthening them and ensure their long term ownership to the process. In Nampula for example, the CIP works in partnership with Facilidade, and in Niassa it works with Estamos. Evidently, studies directed at public expenditure tracking or budget monitoring have direct implication on more problematic governance issues. When public officials are less prepared and less committed to these processes, they often tend to react negatively to the interference from civil society. In Niassa in 2012 for example, the Governor prohibited ESTAMOS from continuing to carry out public expenditure tracking.

4.1.2 Studies – production of evidence

Lobbying and advocacy activities represent the most important lines of intervention of civil society organizations working in the area of governance in Mozambique. The majority of civil society organizations working in that field still lack capacity to make their intervention more effective. Very few organizations produce consistent evidence-based studies. The organizations that do so with scientific rigour and in a systematic way are still relatively few in number and those organizations are generally based in Maputo. As referred, this kind of experiences exists at local level, but is only visible to a limited extent and the number of actors comes to one or two organizations, often operating in articulation with central-level organizations.

The IESE, CIP, WLSA, OMR and LDH are some of the organizations that carry out scientific studies and produce evidence-based studies within the context of their strategic activities. The IESE is a solid institution in terms of scientific research, regularly producing studies on economic and social policies. The CIP is characterized by coupling research with advocacy. WLSA produces studies and uses them as a basis for their lobbying and advocacy activities on issues of gender, women and development. The Rural Observatory (OMR) has a clear focus on issues of rural development, in particular on agricultural sector policies and development. Other organizations, like the Human Rights League (LDH), carry out studies on human rights in Mozambique, and some of their provincial offices produce rapid evidence-based studies. In the environment area, organizations like Livangingo, Environmental Justice, the Living Earth Centre (CTV) and AMA also undertake studies, for the time being limited to case studies and produced irregularly. For many of the organizations that engage in governance studies, constraints in terms of funding and qualified staff are difficult to overcome.

At provincial level only the few large organizations with headquarters in the capitals undertake evidence-based studies, often in collaboration with a national-level organization. Examples are AMA in Cabo Delgado, Estamos in Niassa and Facilidade in Nampula. Recently, the provincial platforms have tried to integrate the production of evidence to provide their members with grounds for demanding policy changes.

The challenges for civil society organizations to carry out and use evidence-based studies can be divided in two groups. The first has to do with the complexity of some of the studies –very long and dense and with a highly academic twist. The second is directly linked to the first, and has to do with CSOs' the limited use of the studies for lobby and advocacy activities. In fact, in spite of national and international acknowledgment of the quality of the research outputs, there is a growing concern as regards the need to convert the knowledge produced into action. Various interviewees drew attention to the fact that evidence-based studies produced by the RAOs are not applied in practice. This non-use is due to the reasons indicated, but also to the diffi-

culty in mobilization and to the fact that the focus of the RAO intervention sometimes does not embrace advocacy actions.



Documentation and evidence for advocacy activities.

4.1.3 Access to information

In Mozambique, access to information is an ongoing challenge for civil society organizations and for citizens at large. With a few exceptions, the state institutions tend to not make information available, even when it is legally defined as public in nature. It was following the recurrent violations of the constitutional right of the citizens to access to information that MISA Mozambique submitted the draft Right to Information Law to Parliament in 2005. This draft law was only passed in 2014. In addition to the Civil Society Platform for Good Governance,¹³⁸ the Danish non-governmental organization IBIS Mozambique and partners of the AGIR-funded Access to Information Programme were also decisive in passing that law. Despite approval of the Law, difficulties in access will probably prevail for yet some time, given the attitude and culture of public agencies developed over various years. In this context, the CSOs need to work hard on the design and on putting into practice strategies that contribute to a change of attitude. Taking into account the

138. See Chapter 3.5.3 Informal spaces and quality of interaction.



Community radio Chiveve in Beira, Sofala province, March 2015 .

potential challenges within the framework of implementation of the Right to Information Law, IBIS Mozambique will implement a project for dissemination of the law among civil society organizations and citizens, framed within its Sub-Programme for Access to Information and Citizen Engagement.

4.1.4 Human rights

The concept of human rights is cross-cutting the various aspects of development.¹³⁹ The growing investments in the extractive industry and agricultural sectors point to a situation of dichotomous confluences between investments, development and human rights.

The participation of civil society has shown a very strong presence, both in the processes of preparation and formulation of new laws, as well as in debates on the Universal Periodic Review (UPR) in which a very wide-ranging group of CSOs participates.¹⁴⁰

The role of the state is important, being responsible for the legislative framework and the main duty-bearer. But the role of CSOs is indispensable in the defence of rights, as spokesperson for new legislative initiatives and key actor in monitoring of implemen-

139. CESC: State of the Union Mozambique Report. Justina Dugbazah, Romão Xavier & Padil Salimo, CESC, Maputo 2013.

140. Summary prepared by the Office of the High Commissioner for Human Rights in accordance with paragraph 15(c) of the Annex to Human Rights Council Resolution 5/1: Mozambique, Working Group on the Universal Periodic Review, Tenth Session, 24 January to 4 February, 2011.

tation and application of legislation. Some organizations stand out in this area, such as the Human Rights League (LDH), the Mozambican Association for the Promotion of Citizenship (AMOPROC), the Centre for Public Integrity (CIP) and others. The area of women’s and gender rights stands out with a strong representation of CSOs, for example: Women and Law in Southern Africa (WLSA), Association for Women, Law and Development (MULEIDE) and the Mozambican Association of Women Legal Professionals (AMMCJ).

The action of civil society in human rights has benefited from much support over the years, but the support continues to be pivotal for strengthening the levels of intervention of civil society in terms of legislative production, participation in international, national and local monitoring, as well as in promotion of active and democratic citizenship. Consequently, the focus on human rights requires support in all sectors – in the productive sectors (access to the land, labour rights), in the social sectors (education, health, social protection) and in the political sector (justice, elections, freedom of expression and organization).

Example of a human rights organization headquartered in Sofala:

National Pressure for Human Rights (PNDH) is a member of the National Human Rights Platform. It operates currently only in Sofala Province – in particular in Búzi and Nhamatanda Districts – but it already has a focal point in Tete. They work in family counselling to reduce and prevent domestic violence. The counselling is undertaken by volunteer lawyers at the PNDH headquarters and in the mobile legal clinics that operate in the districts where the organization operates. The role of PNDH is to receive incoming issues, analyse them and then direct the cases to the proper public authorities. In its work, PNDH collaborates with various media with which it establishes a Memorandum of Understanding (MoU): TVM and community radio stations, among which Radio Chiveve, Pax, Pica, Nhamatanda and Búzi. To facilitate its work with the communities, PNDH has translated into Sena the Protection of Elderly Persons Law and the Social Protection Policy, the Family Law, the Law against Domestic Violence and the Land Law.

	(HOMENS)	(MULHERES)	TOTAL
VIOLÊNCIA DOMÉSTICA	2	7	9
CONFLITO DE TERRA	74	110	184
AGENTE DE VIACAO	2	1	3
CONFLITOS SOCIAIS	17	1	18
CONFLITO LABORAL	198	9	207
INTOLERANCIA POLITICA	1	0	1
VIOLACAO DO DIREITO DA CRIANCA	0	1	1
DEFAMACAO	1	0	1
FURTO	1	1	2
ROUBO	0	1	1
DIVORCIO/SEPARACAO	0	1	1
TOTAL GERAL	295	131	426

List of rights abuses, PNDH in Beira, Sofala province, March 2015.

Within the context of the present report there is a substantial interface between the human rights sub-sector and the social services sub-sector as regards defence of the rights of various vulnerable groups. See also Chapter 4.3:1 Social Services, below.

4.2 Sustainable rural development

In Mozambique close to 70% of the population lives and works in the rural areas, and the primary sector contributes most to GDP.¹⁴¹ In this context, the promotion of rural development in its multiple facets constitutes a pivotal aspect of socio-economic development policy. The pursuit of inclusive and sustainable rural development encompasses a great diversity of aspects – from conservation and sustainable use of natural resources to interventions in social and economic sectors, to matters related among others to preservation and transmission of culture to the new generations, and the safeguarding and sustainable use of the rich and diverse cultural, material and immaterial heritage held by the rural population.¹⁴²



Young agricultural trader, Zambézia province, March 2015.

141. Agriculture, livestock-raising, hunting, forestry, related activities and fishing continued to have the greatest share in Mozambique's economy with 35.6%, followed by manufacturing industry with 10.3%. INE, data in relation to the second quarter of 2014, released in September 2014.

142. In the recent study carried out by the EU to define priority areas of intervention in terms of rural development, six sets of indicators were used, encompassing 21 sub-indicators, so as to find the "rural development index". Identification of the 11th EDF Geographical Focus and Rural Development Interventions – Niras and IBF International Consulting, EU Delegation Mozambique, February 2015.

4.2.1 The main actors

Rural development has been one of the targets for government intervention since independence in 1975, with various large programmes with the objective of improving the situation of the rural population in the areas of agricultural, livestock-raising and forest production; water and sanitation; access roads and rural markets; and health and education services. Thus the government has designed strategies and plans and has implementing various rural development programmes, namely: PROAGRI I and II (beginning in 1998 and 2005 respectively), the Green Revolution Strategy (2007), PEDSA¹⁴³ (2010–2019), the Action Plans for Reduction of Absolute Poverty (PARPA I and II) and as well sector plans and programmes, e.g. the Strategic Plan for Rural Water and Sanitation (PESA-ASR, 2006–2015) and the Rural Market Promotion Programme (PROMER).

143. PEDSA is implemented through Five-year Plans and Economic and Social Plans: the 2010–2014 Five-Year Plan that harmonises efforts within the sector by introducing measures to significantly improve land use, water and forests; the Action Plan for Food Production (PAPA), covering the 2008-2011 period – part of PEDSA for the first five-year period; the 2015-2019 Five-Year Plan, which consolidates food security and expands market access for national produce; the Strategic Plan for Development of the Agricultural Sector (PEDSA), 2010-2019; Ministry of Agriculture, October 2010.

According to the Rural Development Strategy, 2006–2015,¹⁴⁴ “*rural development is the process of improving living, working, leisure and welfare conditions for people in rural areas*”. The document mentions the need to join public and private sector efforts, as well as civil society, international partners and investors in order to reach the five strategic objectives defined:

1. Increased competitiveness, productivity and rural wealth accumulation;
2. Productive and sustainable management of natural resources and environment;
3. Expansion of human capital, innovation and technology;
4. Diversification and efficiency of social, infra-structural and institutional capital;
5. Good governance and market-directed planning.

However, the role of civil society is addressed in a very succinct way – participation of organizations like the Mozambican Association of Economists (AMECON) and UNAC, among others, in actions for monitoring and evaluation of the strategy (page 73) and “*support to the NGOs with a rural focus*” within the context of strategic objective 5 (page 81).

Recently natural resource management – of forests, land and minerals – has been an important focus in rural development. Indeed, the government has a specific programme for this area,¹⁴⁵ the private sector is directly involved, and civil society has a national platform¹⁴⁶ and provincial-level thematic networks on this matter aim at ensuring sustainable and transparent natural resource management.

144. Rural Development Strategy, 2006-2025. Government of Mozambique, Council of Ministers, 11 September 2007.

145. The Rural Development Strategy and the Programme for Promotion of Use of the Natural Resources for Development. Ministry of State Administration, National Directorate of Rural Development. Maputo, March 2010.

146. Civil Society Platform on Natural Resources and Extractive Industry.

The main **ministries** related to rural development are: Economy and Finance; Agriculture and Food Security; Land, Environment and Rural Development; Mineral Resources and Energy; and Public Works, Housing and Water Resources,¹⁴⁷ although all other ministries also in one way or another perform functions related to rural development. The recent configuration of ministries, which unites environmental management and land in the same ministry, may be the result of reflection on the importance of recognizing not only economic potential, but also the need to coordinate management of all natural resources.

147. www.portaldogoverno.gov.mz

The **private sector** is an important intervening party in rural development, particularly as regards agricultural development. Agricultural production, even in the family sector, is guided by market forces, and as discussed in the previous chapter, precisely for this reason there are many peasants' associations or associations of small-scale producers that find themselves in a grey area between civil society and private sector. The private sector invests in projects related to natural resources, in agriculture and fisheries, but also in innumerable associated economic activities, whether upstream – the sale of inputs and production plant, small machinery repair workshops, etc., or downstream – warehousing, agricultural marketing, cold chain – thus taking a role of great importance for rural development.

In terms of **civil society**, peasants' involvement in collective actions for rural development began with the first Land Law and Cooperatives Law, approved in June 1979, in which cooperatives were defined as “organizations of a collective nature that carry out socio-economic activity without the exploitation of man by man”. The process – initiated with the collective plots (*machambas colectivas*) and continued by cooperatives – was conducted in a top-down manner.¹⁴⁸ However, the notion of the need to combine efforts with the wide-ranging concept of rural development – improvement of living and working conditions, diversification of agricultural production – was already present at that time: “... after mentioning that the cooperative had been initiated by 33 members and at the time had 503 cooperative members, (he) states that ... it is with the ongoing support of the Party and the State that the cooperative grows and is consolidated, with other complementary sector activities

created, namely: consumer shop, crèche, canteen, health post, small pottery and the raising of cattle, pigs and small species...”.¹⁴⁹

148. The “socialization of the rural environment” was one of the main objectives of Frelimo’s post-independence policies, based on the experiences from the liberated areas during the national liberation struggle. It was the Party and the State that induced the cooperatives and made available the means of production, machinery and equipment. Mosca, João. *Agricultural Policies of (in) Mozambique (1975-2009)*.

149. Speech by Raimundo Valói, President of the Chókwe Mozambican Heroes Cooperative, at the Fourth Congress of Frelimo in 1983. Cited in Mosca, João. *Agricultural Policies of (in) Mozambique (1975-2009)*, pp. 76-78.

Despite the scarce references made in official documents,¹⁵⁰ the contribution of Mozambican civil society organizations in promotion of rural development has been constant, and has grown continually since the 1980s and 1990s. Community consultations presently have an important role in various rural strategies and programmes, as a way of ensuring consultations with the rural population¹⁵¹ and various CSOs undertake these consultations as their primary task. With reference to the typology described above, a few examples of knowledge-based CSOs can be listed:

- The **National Union of Peasants (UNAC)**, which describes itself as “a movement of peasants from the family sector, founded in 1987 and legally registered in 1994, struggles for the active participation of its members in the development process of Mozambique”,¹⁵². UNAC is an organization with thousands of members, including both CSOs that operate at provincial, district and local level, as well as individual peasants. In 2010, UNAC had around 86,000 individual members¹⁵³ grouped into 2,200 associations and cooperatives. The latter in turn are organized into higher-level structures with a total number of 83 district unions, seven provincial unions and four provincial peasants’ committees. It is therefore strongly established at grassroots level. In terms of national networks, UNAC is a member of Fórum Mulher, G20, GMD and ROSA. It is also a member of Via Campesina, a global organization uniting 164 organizations from 73 countries from various continents. UNAC has a notable mobilization capacity and an international in scope.
- **KULIMA**¹⁵⁴ - was established in 1984 during the civil war in close collaboration with a French NGO (Bioforce), to support refugees by preparing for their final resettlement in more favourable areas. It was recognized in 1990 as a national NGO. Today it operates in all provinces, in various areas – rural finance, food and nutritional security, environment and natural resources, social promotion of human rights, education, community health and emergencies – and executes projects in more than 63 districts. It is focused on integrated rural development – and has hundreds of staff and volunteers engaged in project implementation. In terms of national networks, it is a member of the Mozambican Association of Micro-Finance Operators (AMOMIF), of the Forum for Energy Sources and Sustainable Development of Mozambique (FEDESMO), of Fórum Mulher, Fórum Terra, G20, GMD, JOINT, the African Peer Review Mechanism (APRM), MONASO, NAIMA+, the Network Against the Abuse of Minors (Rede Came), Rede Criança and ROSA. It is also a member of the international network of the Education for All Movement (MEPT).

150. PEDSA refers that the NGOs were consulted for programme validation, but does not provide information related to outcomes of such consultation and assigns the CSOs a complementary role to that of the state entities in rural extension activities.

151. The consultations are not always conducted in a way that satisfies the rural population, but in theory systems are set up and represent an invited space for popular participation.

152. Various interviews with ORAM branches at provincial level in February and April 2015; <http://www.oram.co.mz/apresentacao.html>

153. UNAC currently lists 100,000 members.

154. Interview with KULIMA on 22.02.2015. <http://www.kulima.org/joomla3/index.php/pt/quem-somos-pt/historia-2>

- The **Rural Mutual Aid Association (ORAM)**,¹⁵⁵ founded in 1992 and legally registered in 1994, is a socio-cultural association with the mission to promote “land justice” through dissemination of land and natural resource policies. The aim is to influence and balance decision-making processes and make them fair in terms of sustainable access to, use of and benefit from land resource. It has branches all over the country: Southern Region Branch, representing Maputo, Gaza and Inhambane; Sofala Branch; Manica Branch – representing Manica and Tete; Zambézia Branch; Nampula Branch – representing Nampula and Cabo Delgado; and Niassa Branch.
- The **National Rural Extension Association (AENA)**¹⁵⁶ is a non-profit organization founded in 2005, with the mission to provide rural extension services and advocacy rooted in local knowledge in a competitive, innovative and professional manner. AENA has approximately 30 members, and operates in the following areas: food, economic and nutritional security; gender equity; advocacy and lobbying on natural resources; and rural extension and organizational development.

In addition, Mozambique also has types of civil society organizations as described above, i.e. research and Advocacy Organizations with highly qualified and experienced human resources, and studies of great value for the definition of strategic lines of support to rural development made.¹⁵⁷

The CSOs referred to above, and other organizations with solid technical and scientific knowledge and/or a substantial local presence, constitute an added value that should not be ignored, whether in the definition of policies and strategies, or in the definition and implementation of integrated rural development programmes and projects.

155. Various interviews with ORAM branches at provincial level in February and April 2015; <http://www.oram.co.mz/apresentacao.html>

156. Interview with AENA on 10.02.2015. <http://aena-mz.com/index.php>

157. See the web sites of the IESE www.iese.ac.mz and the OMR www.omrmz.org.



Demonstration improved cooking stove to save firewood, Mecanhelas District, Niassa province, 2012.

4.2.2 The main current and future areas of intervention of the CSOs

CSO activities in the area of sustainable rural development are multiple and undertaken in two main areas: service provision and advocacy. Within these areas, CSOs act in relation to various sectors: agriculture, other activities in the rural setting, and physical and economic infrastructure.

Interviews with peasants' organizations working with land management in Zambézia Province confirmed that overall problems which have been ongoing concerns of the family sector for decades continue today: the lack of agricultural inputs; the lack of access to more advanced technical knowledge, and the difficulties in market access for removal of products.¹⁵⁸ Improvement in living conditions of the rural population involves the provision of basic infra-structures – access roads, water and sanitation networks, electricity and information and communication technologies (ICTs), as well as social infra-structures (schools, health posts and hospitals) and economic infra-structures (markets, shops, rural roads). Despite verified progress in execution of rural infra-structures and equipment, there are still many challenges to overcome in the rural areas.¹⁵⁹ Equal access to education, to health and sanitation, to drinking water and to social protection – particularly for children and other vulnerable people – are a state responsibility and aspiration expressed in various rural development programmes and strategies. This concern remains current and is contemplated in Priority 2 (Developing Human and Social Capital) of the Government's recently approved Five-Year Plan for 2015–2019.

158. Interviews with UPCZ, Terra Amiga, ORAM and the Botão Association, Zambezia Province, February 2015.

159. As can be seen in the 2015–2019 Five-Year Plan – Results to be attained in 2019: Net Enrolment Rate: 86%; Coverage Rate for Children Completely Vaccinated: 94%; Increase the rate of treatment of acute malnutrition in children under five years of age from the current 60% to 80%; Reduce the prevalence of chronic malnutrition in children under 5 years of age from the current 43% to 35%; Increase the percentage of the rural population with access to a safe water source from the current 52% to 75%; Increase the percentage of the rural population that has available suitable sanitation services from the current 50% to 80%.

Agricultural activity is closely linked to the right and access to natural resources (water, land, forests, etc.), which has been threatened both by illegal and ongoing usurpation of those resources,¹⁶⁰ and due to international investors' growing interest in agribusiness and exploitation of mineral resources.

As one example among many the establishment of forest companies in Niassa can be mentioned. It led to conflicts over land between the companies and the communities, and in some cases the conflicts resulted in deliberate destruction by the community of vast forest areas, as a way of contesting the threat of loss of their lands and other natural resources.



Land rights campaign, Iniciativa Terras Comunitarias, March 2015.

160. http://www.lemonde.fr/afrique/article/2015/05/22/nouveaux-ravages-chinois-dans-les-forets-du-mozambique_4638952_3212.html?xtor=AL-32280515

They say that eucalyptus planting provides jobs to the population, but the work is only at the beginning, at the time of the plantings. The forest species occupy the lands for a great deal of time, and the community will end up with no land for food production. The forest occupies the land for ten to 15 years at a minimum, and over this period the population ends up with no possibility of working on food crops. In addition, the children and grandchildren will also be disadvantaged. If a compromise were to be found harmonizing the two components – food and forest – this would be ideal. Without us understanding well and believing that those two components are in harmony, there is no way we will join in.¹⁶¹

161. Interview with the Nampula Provincial Peasants' Union on 18.02.2015.

CSOs like UNAC, ORAM, AENA, JÁ or CTV, often acting jointly either at national level or internationally, have shown themselves as great disseminators of land rights,¹⁶² in research and dissemination of evidence, in the delimitation and demarcation of community lands, and also in lobby and advocacy activities demanding legally enshrined land rights.

The need for land and natural resources is reinforced by the practice of itinerant farming, lack of knowledge about or shortage of suitable means of production and of other technical knowledge on agriculture and agricultural practices.

162. Through officers from various CSOs and CBOs that operate in direct contact with the population, with special emphasis on the Network of Associations of Para-Legals: http://www.itc.co.mz/lib/pdf/presentations/220414%20Paralegais_JL.pdf that in April 2014 had available 456 trained officers (of which 133 (29%) are women), part of the Association of Para-Legals of Cabo Delgado (ASPACADE) – 2010; Association of Para-Legals of Gaza (APG) – 2012; Association of Para-Legals of Manica Province (APPM) – 2013; Association for Protection and Defence of the Environment and Natural Resources (Terra Amiga), Zambezia – 2013; and the Association of Para-Legals for Sustainable Community Development (APADEC), Nampula – 2013.

The rural extension CSOs may provide a substantial contribution for minimizing the limiting factors described above. First of all many of UNAC's member organizations, – for example the Nampula Provincial Peasants' Union, which undertakes education and training of “promoters”, who are themselves peasants; the AENA, which works with food security among others; the AMVIRO from Inhambane, which disseminates and introduces improved farming practices, e.g. the production and application of organic compost, etc. Access to credit and markets is likewise an important aspect addressed by the CSOs.

As regards diversification of farming activity, there is a host of complementary activities that could also be encouraged and supported by CSOs, with potential to improve the quality of the population's nutrition and increase rural family income. Some examples to be mentioned are bee-keeping,¹⁶³ livestock-raising (specifically small species), fish farming, mul-

163. Already with a very significant presence in some provinces like Manica and Sofala, and with product processing units in operation. <http://www.jornalnoticias.co.mz/index.php/provincia-em-foco/26879-manica-producao-de-mel-triplica-em-sussundenga>

tiplication of edible and ornamental plants,¹⁶⁴ production of seedlings for reforestation, handicrafts, brick production, etc.

In relation to forestry, it is important to reinforce one aspect already addressed above, i.e. the need to support CSOs in dissemination on rights and law enforcement, both for forest conservation and for the benefit of communities in whose area forest resources are exploited.

The Forests and Wildlife Law (LFFB) provides that 15% of fees collected at the time of licensing be applied in reforestation (Article 35 of the LFFB). It determines as well that 20% of those taxes revert directly to local community capacity building in the areas where forest resources were extracted (Articles 101 and 102 of the Regulation to the LFFB).¹⁶⁵

164. In the Maputo Green Zones, along the main roads, there is intense trade in potted plants.

165. *Levantamento sobre a sobretaxa (15%) do Repovoamento Florestal. Estudo de caso: Distrito de Mongicual. Plataforma Temática dos Recursos Naturais e Agricultura. Civil Society Platform – Nampula, March 2012.*

Proper enforcement of the LFFB could provide a substantial contribution for safeguarding forest and reforestation, and at the same time create employment opportunities and diversification of rural communities' activities (15% tax) – collection of seeds from forest species, sowing and production of forest seedlings, tree planting, etc. – and contributing as well to improvement of life quality and diversification of productive activities (20% tax). It is therefore urgent to provide the communities with resources needed for demanding and obtaining these law enshrined rights, namely through strengthened support to CSOs working with these issues.¹⁶⁶

The present study allows concluding that application of the reforestation surcharge is unknown at district level, as a result of communication failures between central and district levels, since communication in the opposite direction is ensured at the time where required fees for forest licensing are paid. The results of this study aim to report in a broader sense the lived reality throughout the Nampula Province.

Capacity building of communities on the subject of forest legislation is something that should always be present, since it improves their participation in defence and protection of the environment, in addition to constituting a sufficiently strong advocacy group.

It is also necessary to increasingly strengthen the role of civil society in advocacy activities so as to ensure implementation and monitoring of current legislation.

At provincial level, and in the context of the 15%, coordination activities between various civil society actors in the forest sector should be shared among the Local Labour Committees (CLTs) and the Thematic Network on Natural Resources and Agriculture, in line with their respective competences, capitalizing on synergies between entities.¹⁶⁷

166. There are various CSOs working with government, private sector and communities in promotion of sustainable management of natural resources, for example ORAM, Forum Terra, Kulima, AENA and AMA.

167. Survey on the Forest Replanting Surcharge (15%). Case study: District of Mongicual. Thematic Platform on Natural Resources and Agriculture. Civil Society Platform, Nampula, March 2012.

At global level, new trends are also emerging in terms of tourism that values material and immaterial cultural heritage. These trends may be capitalized in favour of the rural population, in terms of increases in self-esteem and incomes. This is the case of creative tourism,¹⁶⁸ in which the tourist participates actively in local activities. This kind of tourism identifies and promotes the most genuine activities and differentiators of a given site, so as to combine them into tourist packages. Other advantages are the direct added value for the local population, through the additional benefit of tourists being able to contribute with their own knowledge in innovation and valuing of products of activities in which they engage.

There are already CSOs that are taking steps to promote this kind of tourism, for example the Theatre of the Oppressed Centre – which promotes workshops for the resident population and tourists, cultural gatherings with culinary demonstrations, etc. At the time of the interview with the CTO the viability of organizing tourist packages in Maputo was mentioned, in particular with another association (IVERCA) that already successfully promotes tourist tours and festivals in Mafalala.¹⁶⁹

In the same way, the large-scale development of eco-tourism projects with community involvement – for example in the Gorongosa National Park, the Maputo Special Reserve and the Great Limpopo Transfrontier Park¹⁷⁰ – may easily expand their spectrum of action, organizing tourist packages that include local activities in which the tourists may participate.

169. http://www.iverca.org/index.php?option=com_content&view=article&id=59&Itemid=87&lang=pt

170. The Covane Community Lodge (<http://www.covanecomunitylodge.com/about.html>) with an area of 7,024 ha, located 7 km from Massingir, was financed by USAID and the Swiss NGO Helvetas, but is owned by the Canhane community and managed by the Mozambican CSO LUPA. According to the initial agreement with the donor agencies, 50% of the profits from the lodge are to be spent in community infrastructure costs and the remainder in investments for the hotel.

The CSOs working at provincial, district and local level have cumulative knowledge about the culture and viable and distinguishing complementary activities that exist at local level, and are accordingly in an ideal position to encourage and support in technical terms the diversification of agricultural activity, including programmes and projects for creative tourism.



Rural initiative, Mocuba, Zambézia province, March 2015.

168. Referred to in the Culture Plan as an area of intervention. Example of a creative tourism network: <http://www.creativetourismnetwork.org/>

4.3 Other sectors

4.3.1 Social services¹⁷¹

The provision of social services – social protection for vulnerable, health and education – is in principle a state responsibility and is grounded in legislation and its own sectoral policies and strategies. The ministerial plans contain activities of formal and regular dialogue with civil society in various sectors – social protection, health and education. This dialogue is based on coordination, and offers civil society a formal (invited) space for advocacy activities.

Social protection is contained in the National Basic Social Security Strategy 2010–2014, based on Law 4/97 of September 7, the Framework Social Protection Law, which defines the social protection system in Mozambique as sub-divided into three sub-systems – mandatory social security, basic social security and supplementary social security.¹⁷²

171. The following organizations and institutions were interviewed in the area of social services: Social Protection Platform; FAMOD Lichinga; FTI Nampula; LAMBDA; ROSC; Child Rights Network in Quelimane; Concern Universal; FHI360; Elizabeth Glazer Foundation in Nampula; HelpAge; Handicap International; Malaria Consortium; MSF Tete; N'WETI Nampula; Pathfinder in Nampula; Save the Children and World Vision in Quelimane; DPMAS Zambezia and DPMAS Sofala.

172. Law on Social Protection (4/2007); <http://www.mds.gov.br/segurancaalimentar/07%20Mocambique.pdf>

The strategy contains various programmes aimed at vulnerable groups, including children, the elderly, people living with disability and households with no labour capacity. The main state actors are the Ministries of Health, Education, and Gender, Children and Social Welfare.¹⁷³ However, social protection requires integrated interventions and, in addition to the key ministries, also includes the intervention of other ministries¹⁷⁴ and governmental institutions: the National Institutes of Social Action (INAS), Disaster Management (INGC) and Vocational Education and Training.¹⁷⁵ Significant growth is registered in part of the State Budget (OE) allocated to social protection programmes – the amount of the budget has grown four times over the period between 2011 and 2014. However, the amount allocated for social protection only

173. The Ministry of Gender, Children and Social Welfare, created by the new government at the beginning of 2015, is the former Ministry of Women and Social Welfare. At provincial level the Provincial Directorates are still designated DPMASs.

174. The Ministries of Planning and Development (MPD), Agriculture (MINAG), Labour (MINTRAB), and Public Works and Housing (MOPH).

175. Basic information on the Programmes of the National Basic Social Security Strategy 2010-2014, Republic of Mozambique, UNICEF Mozambique.

represents 1.11% of overall 2014 OE, still below international reference values¹⁷⁶



Attending a meeting, Botão association in Nicaodala, Zambezia province, March 2015.

176. *Budget Report. Social Welfare Sector in Mozambique*; PSC-PS, FDC, ROSC and UNICEF Mozambique, 2014.

The basic social security subsystem includes four pillars:

- 1) Direct social welfare – MMAS;
- 2) Social welfare in Health – MISAU;
- 3) Social welfare in Education; and
- 4)) Productive social welfare – shared between MMAS, MITRAB, MPD, MINAG and INGC.

The basic social protection programmes were initiated in 2012, with the following sub-programmes – the characteristics and targets of which up to the end of 2014 and respective results obtained by June 2014 are as follows:

1. The **Basic Social Allowance Programme (PSSB)** consists in monetary transfers to people without the capacity to work. The allowance varies from MZN 280.00 to MZN 550.00. The programme assisted 311,362 of the 341,188 beneficiaries planned.
2. The **Direct Social Support Programme (PASD)**, which consists in support for a fixed period of time to poor people who suffer one-off shocks and misfortune that increase their vulnerability, through provision of diversified support in food or in goods and services. The programme had a target of 43,698 and had already assisted 34,032 beneficiaries.
3. The **Social Services Programme (PSSAS)**, which is targeted vulnerable people who able to work, creates temporary employment opportunities in periods of food crisis and had 30,842 beneficiaries who were assisted, within the total of 56,842 envisaged.
4. The **Productive Social Welfare Programme**, que se destina a pessoas vulneráveis mas com capacidade para o trabalho, cria oportunidades de emprego temporário, em períodos de crise alimentar, e tinha 30.842 beneficiários assistidos, no universo dos 56.842 previstos.

In addition to the government institutions, CBOs, OSCs and INGOs¹⁷⁷ also play a very important role in responding to social protection needs, and there is formalized dialogue (coordination) between government and civil society at various levels. Religious groups linked to churches or mosques, often engaged on a voluntary basis play an outstanding role in the area of caring for vulnerable groups. The inadequate coverage by the state, due to the lack of resources and gaps in decentralization of basic social services, opens space for these organizations, the role of which is officially acknowledged by the state in the Social Protection Law.¹⁷⁸ The trend of outsourcing state services to CSOs has created a market for social service provision CSOs. Information from government institutions confirms the poor coverage of vulnerability in various areas, particularly in cases and places where there no CSOs are devoted to these issues.¹⁷⁹

Civil society devoted to social protection is organized through the **Mozambican Civil Society Platform for Social Protection (PSC-PS)**, which was set up in 2011 based on inspiration from similar initiatives undertaken in other African countries. At present, it brings together 26 CSOs and four forums,¹⁸⁰ and has representation in all provinces except Cabo Delgado, Manica and Inhambane. The focus of the platform

177. At national level in the area of social protection, INGOs like Save the Children, Handicap International and Help Age stand out, in addition to the organizations of the United Nations and the Embassy of the Netherlands, but at provincial level many other organizations operate, example's. Pathfinder, Elizabeth Glazer Foundation, Doctors Without Borders and the Malaria Consortium.

178. Social Protection Law, Republic of Mozambique, pamphlet (N.D.)

179. Interviews with DPMAS Sofala on 12.02.2015 and DPMAS Zambezia on 16.04.2015.

180. FAMOD, ROSC, FTI and FM.

is to undertake advocacy and lobby actions, monitoring of policy implementation, provision of evidence to sustain advocacy actions and complementarity with the government's actions.¹⁸¹ According to the information collected, the establishment of forums at provincial level frequently encounters problems derived from lack of resources and training to fully comply with its monitoring duties.¹⁸² In this context, the need to reinforce support to this kind of actions is emphasized, relying particularly on CSOs with a simple and sustainable structure.

At present, special attention is paid to the **senior citizens' rights**. At national level there is an Old Age Forum sponsored by the AGIR Programme (Oxfam Novib), which includes 16 affiliated organizations. The Law for Promotion of Defence of the Rights of the Elderly was passed in February 2014 (3/2014) and the first draft of the new National Basic Social Security Strategy, 2015–2019 was presented in April 2015. One of the priorities of civil society in relation to old age is advocacy for a universal retirement pension, to improve the current situation in which only people with prior state employment are entitled to retirement. Particular attention has recently been paid to problems of violence and marginalization of widows and elderly women, often accused of witchcraft, with resulting social isolation. There are various organizations engaged in this problem, which call attention to the need for enlightening public opinion, disseminating information and assisting the victims.¹⁸³

181. Interview with PSC-PS in Maputo on 20.04.2015; PSC-PS – PowerPoint presentation, N.D.

182. Interview with ROSC in Maputo, 22.04.2015.

183. Interview with PNDH in Beira on 12.02.2015; oral communication by the researcher Tanja Kleibl on research in Inhassunge, Zambezia Province ; Old Age Forum – Case Study, Oxfam Novib, AGIR Programme, November 2013.

Defending rights of people living with disabilities has a long history in Mozambique. At present, there are various organizations operating in this area. The Forum of Mozambican Associations of the Disabled (FAMOD)¹⁸⁴ and the Association of the Disabled of Mozambique (ADEMO)¹⁸⁵ have fought for integration of persons with disabilities at work places, for accessibility in public buildings (schools, hospitals, other government institutions), for construction of facilities adapted to people with disabilities, and for inclusion of children with disabilities in the educational system (inclusive education). The Association of the Blind and Partially Sighted of Mozambique (ACAMO)¹⁸⁶ supports groups of people with visual disability, mainly by promoting teaching of Braille and in promoting advocacy actions for raising society's awareness on the situation of this group of people. However, the activities of civil society organizations in

this area are still weak, although attention to vulnerable and disabled people's rights to active and equal participation in society is increasing.



Promotion of Braille by ACAMO, Jornal Notícias, March 2015.

Interviews with the DPMAs in Sofala and Zambézia emphasize the importance of CSOs' role at district level to fill the gap of insufficient state resources for social protection work. The interviews carried out demonstrate various examples of CSOs that signed a Memorandum of Understanding with the Provincial Directorates of Health to implement home care activities for people living with HIV/AIDS.¹⁸⁷ The CSOs also work with community associations, for example assisting people with HIV/AIDS, provision of school material for children from vulnerable families, and food aid to orphans.¹⁸⁸ Many of the small CSOs operate with the objective of disseminating information as to preventive measures, the importance of testing, breaking the taboo and providing home care, as well as defending the rights of people living with HIV/AIDS. Attention to care for the most vulnerable also extends to other groups – orphaned children, elderly and people living with disabilities.

184. <http://www.famod.org.mz/> - page under reconstruction. The following associations are members of FAMOD: ADEMO, ACAMO, ASUMO, AJUDEMO and ADEMIMO, in addition to two organizations that are still reticent to join: Association of Disabled People who Practice Sport and the Association of People with Albinism.

185. <http://ddpuk.org/ademo.html>

186. <http://acamod.awardspace.com/portuguese.php>

187. Interview with WIWANANA, Nampula Province, 19.02.2015.

188. Interview with the Button Association, District of Nicoadala, Zambezia Province, 10.02.15.

In the **health** sector, the government – Ministry of Health – has recently undertaken initiatives leading to greater community involvement. For example, in the context of interventions aimed at reducing cases of children who are born with malnutrition problems, a community involvement strategy was used in the management of acute severe malnutrition. The interviews carried out show that the CSOs are part of multi-disciplinary actions with state institutions, as a way of capitalizing on efforts made at community level. The Multi-Sectoral Action Plans for Reduction of Chronic Malnutrition, which operates throughout the country in the context of the programme for Scaling Up Nutrition (SUN) is an example of this. The SUN programme, supported by the United Nations among others, strengthens the interaction between state institutions and civil society organizations in reduction of chronic malnutrition in the country.

Examples of involvement of civil society within the health sector

Based on the Multi-Sectoral Action Plan for Combating Chronic Malnutrition in Mozambique, a declaration of commitment was signed in 2010 between the Government of Mozambique, the development partners, civil society and private sector, for an accelerated response in the prevention of chronic malnutrition. All provinces of Mozambique – in conjunction with CSOs and private sector – had to draw up their multi-sectoral action plans for combating chronic malnutrition, with the support of central level. This action was coordinated by the Technical Secretariat for Food and Nutritional Security (SETSAN, presently operating within MINAG).

The INGO Light for the World promotes eye health in five provinces in the centre and north of Mozambique – Sofala, Zambézia, Tete, Cabo Delgado and Niasa – and participates in the promotion of community-based rehabilitation, inclusive education and advancement of the rights of persons with disabilities.

An initiative of the World Bank consists in financing civil society organizations – e.g. Save the Children in Nampula – to implement the powdered micro-nutrients programme at provincial level, facilitating their distribution both in health units as well as at community level, as a way of reducing the index of malnutrition. The programme for distribution of micro-nutrients is preceded by the training of community leaders, health professionals and activists who will manage the programme within their communities.

Demand for quality in health services – community intervention with support of the Theatre of the Oppressed Centre (CTO): ¹⁸⁹

The users of the Marracuene Hospital were discontented with the way in which they were treated. They made a theatre play in which the way that the doctors and nurses treat the patients was depicted by the actors. The show was put on by the local residents. The District Health Directorate (DDS) was present and wanted to stop the show, threatening to sue the CTO. But they carried on with the show. This attitude on the part of the DDS was criticized and the matter was followed by the media, so much so that a project is under way for humanization of the health services. The matter became a media event and they came to present the play in other hospitals. Despite the fact that posterior reprisals were experienced (an actress got pregnant and the Marracuene Hospital did not want to attend to her and she had to go to another hospital), the staff of the Marracuene Hospital ended up altering their wrong attitudes and the Director was transferred.

189. Interview with CTOs in Maputo on 23.02.2015.

In Mozambique, the framework **education** law (Law 6/92) in its Article 1, paragraph (b), states that *“the state, within the framework of the law, allows the participation in the educational process of other entities, including community, cooperative, business and private ones”*.¹⁹⁰ Following the passing of the National Education Policy, the Education Sector Strategic Plan was drawn up, which included an Integrated Vocational Education Reform Programme (PIREP). The programme is running and has refurbished or built schools from scratch, endowed with qualified teaching staff. Curriculum review, definition of teaching methodologies, criteria and methods for assessment, as well as selection for the inflow of students, were likewise concerns taken into account by the programme.

In order to overcome shortcomings in the education and training sector, the population and civil society groups have sought responses of various scales and involving multiple actors: the grassroots communities, Mozambican and foreign CSOs, Moslem and Christian religious denominations, companies and families.

190. Barreto, M.A. 2011.

As happens in the rest of the country, in Nampula Province religious groupings have created schools based on Muslim to replace the public school system: the madrassa schools. The Islamic Council and the Africa Muslim Agency are two NGOs of Wahhabi orientation which at the end of the 1980s created primary, secondary and upper-level education schools, officially recognized by the state, while they disseminate a Wahhabi interpretation of Islam (reformed Muslim education). One may speak of the existence of a Muslim educational system, articulated from the most basic levels up to university level, also including vocational training. This system operates at the same time as part of and marginal to the official education system, and has increased importance with the population since shortcomings persist in the state educational infra-structures.¹⁹¹

191. <http://sites.ipleiria.pt/projetoeducacao/>

In addition to the social service providers and the PSC-PS, there is also a series of organizations that **monitor and advocate for improvement in quality of health and education services and systems**. NAIMA+ is an example of a network composed of international organizations working in health and HIV/AIDS in Mozambique, which provides support to Mozambican CSOs in this area.¹⁹² N'WETI¹⁹³ is an important organization in the health sector that has undertaken actions of formative research, communication and promotion of information to reach a broader audience on the subject of monitoring of health services. There are also advocacy initiatives in the health and education sectors – with emphasis on actions for improvement of the quality of education. The Education for All Movement

192. NAIMA+ network does not implement projects, but is a mechanism for information, coordination, lobby and advocacy to improve the impact of the work of international NGOs, strengthen their inputs with Mozambican partners, and increase the influence of civil society in the national response to issues of health and HIV. Increasingly it is working in conjunction with Mozambican networks and NGOs through partnerships with their members and through collaborations at national level, including a national coalition of civil society networks. <http://www.naima.org.mz/>.

193. <http://www.nweti.org/>

(MEPT)¹⁹⁴ and CESC are working with the education sector with the aim to define and establish criteria for assessment, which again aim at improving the quality of teaching. Within the framework of the Citizen Engagement Programme (CEP), Save the Children, CESC, N'WETI and other organizations are undertaking a project in four provinces for monitoring of education and health services.¹⁹⁵ The action of these CSOs includes innovative initiatives around dissemination – the use of media (television and radio programs), partnership with theatre groups to demystify social taboos, and monitoring using new methodologies like for example community scorecards.¹⁹⁶

194. <http://www.mept.org.mz/>

195. www.cep.org.mz

196. The community scorecard (CSC) process is a community-based monitoring tool that is a hybrid of the techniques of social auditing, community monitoring and citizen newsletters. The CSC process is an instrument to demand social and public accountability and response capacity on the part of service providers. However, through inclusion of an interface meeting between service and community providers that allows immediate feedback, the process is also a strong instrument for empowerment. <http://siteresources.worldbank.org/INTPCENG/1143333-1116505690049/20509286/comscorecardsnote.pdf>

The CSO participation focusses on specific sector issues, but is conducted more frequently in terms of consultation than of negotiation,¹⁹⁷ despite of the fact that the latter is undertaken on behalf of the most underprivileged groups, it has much less media visibility than that undertaken in sectoral interventions.

The evidence compiled by initiatives for monitoring of social services will play an important role for improvement of those services and for defending rights in the context of implementation of and compliance with the legislation. It is important to maintain the focus on the sine qua non interconnection between provision of services as a response to needs of vulnerable groups, and compilation of evidence for substantiating actions in advocacy and defence of rights.

197. Homerin, Janaina: As organizações da Sociedade civil em Moçambique: Actores em Movimento, Embassy of France, January 2005.

4.3.2 Cultural heritage¹⁹⁸

The UNESCO definition of cultural heritage encompasses two dimensions:

- 1) **Material cultural heritage** (tangible), including mobile cultural heritage (paintings, sculptures, coins, manuscripts), immovable cultural heritage (monuments, archaeological sites etc.) and underwater cultural heritage (ship wrecks, underwater ruins and cities), and
- 2) **Immaterial cultural heritage**, including oral traditions, performing arts and rituals.¹⁹⁹

198. The following institutions and organizations were interviewed: Theatre of the Oppressed Centre, Mbeu Theatre Group, UDAAJ in Inhambane, AACON in Lichinga, Dans'Arte, Sunflower Cultural Association, Swiss Development Cooperation, Helvetas, UNESCO and the National Cultural Heritage Directorate, and the Culture Centre (Casa de Cultura) in Queimane was visited.

199. <http://www.unesco.org/new/en/culture/themes/illegal-trafficking-of-cultural-property/unesco-database-of-national-cultural-heritage-laws/frequently-asked-questions/definition-of-the-cultural-heritage/>

In this report the role of civil society in relation to immaterial cultural heritage is highlighted, in particular its use of culture as a critical space in policy dialogue and as a vehicle for communication, discussion and knowledge transmission.

The area of culture is contemplated by the government in the current Strategic Plan for Culture (PEC), 2012–2022, which has as its objective “to promote culture as a factor for economic, social and human development in Mozambique, as a way of providing a response to the global emergence of the new creative economy that generates millions of jobs in cultural tourism, music, theatre, dance, handicrafts and visual arts, in creative industries, and at the same time provides a response to the anxiety of Mozambican society to understand to what extent the culture sector contributes to GDP (Gross Domestic Product)”.²⁰⁰ The PEC is structured into two lines of action – operation and institutional coordination, and impetus to development of

200. www.folhademaputo.co.mz 11.07.2014. The PEC was adopted in the past political term and there is not yet information on changes in the area of culture at present being overseen in the same Ministry as tourism.

cultural actions²⁰¹ – but does apparently not contain specific references to the role of civil society or of CSOs. PEC has a focus on the economic dimension of culture – as employment possibility, emphasizing cultural activities as creative industries, and highlighting the possible contribution of the culture sector to GDP.

Over the past years, the culture sector has been handled by various ministries in various formats – either integrated in education or as an independent ministry. Since January 2015 culture is governed by the current Ministry of Culture and Tourism (MCT). The duties of the MCT focus mainly on aspects related to preservation of material cultural heritage – conservation of buildings and monuments, definition of museum policy, conservation of bibliographical holdings and creation of archives.

201. <http://noticias.sapo.mz/aim/artigo/504307062012193514.html>

The immaterial dimension is reflected in the “promotion of education of citizens in valuing and protection of cultural heritage goods and stimulation of its use for educational and touristic purposes”, as well as in the “promotion of knowledge and valuing of cultural heritage as an element of Mozambican cultural identity”.²⁰² Despite the existence of PEC, the culture sector is not a priority in budget terms, has little installed technical capacity, and often suffers from politicization of the sector institutions. The critics see the PEC as out-of-date and think that there is a lack of resources and structure for interaction between government and associations of artists.²⁰³

Various development agencies operate in the culture sector, including among others support activities to government institutions, cultural centres, individual events and skills training for technical staff of the Cultural Centres (Casas de Cultura).²⁰⁴ The interviews carried

202. Interview with the National Cultural Heritage Directorate on 04.05.2015.

203. *Training needs assessment cultural sector Mozambique*, Elma W. Doeleman, UNESCO, September 2010. Information obtained in the culture focus group discussion held on 27.04.2015.

204. Notes from the EUD from the meeting with UNESCO and other agencies on 23.03.2015.

out with development agencies during the present mapping study confirm the need for strategic attention to the role of CSOs in this area. In a not so distant past only few agencies – e.g. Swiss Development Cooperation, SIDA and Helvetas – had a strategic vision for support to CSOs in the area of culture. But a recent initiative, led by UNESCO and involving a group of close to 15 international agencies, has demonstrated intention to fill this gap.²⁰⁵ It is important to carefully follow this initiative and ensure that dialogue is established with the Mozambican CSO platforms in the culture area.

205. Minutes from the first partner meeting in the area of culture, 25.03.2015.

In any society, culture is a stage for innovative and free expression, traditionally offering a critical space or an alternative voice to that of institutionalized society. The role of culture in Mozambican society is no exception, and the sector has been paid special attention since independence. However, there are examples in recent years of restriction on the free expression of artists (musicians), as was the case of the rapper Azagaia in 2008.²⁰⁶

In Maputo and other urban centres there are artistic groups focussed at a narrow audience – classical music, problematizing women’s nudity through dance claiming the body as artistic expression, and demystification of the taboo against homosexuality through theatre plays. The expression of culture at local level has a broader and more direct reach, for example through the practice of traditional dances or dissemination of information through theatre groups that generate discussions and tackle taboo issues.²⁰⁷

206. <http://freemuse.org/archives/1223>

207. Interview with AACON on 27.02.2015.

Immaterial culture is seen as important for the ethical and moral upbringing of the youth. It is a very strong communication vehicle, and it is in this perspective that the present mapping study sees it in regard to CSOs – as an instrument for communication in support of mobilization, dissemination of messages and communication for advocacy. Within this context, theatre as political expression is highlighted. Various theatre groups – i.a. the Sunflower Cultural Association (Associação Cultural Girasol) and the Theatre of the Oppressed Centre (CTO) – disseminate mobilization messages on health, HIV/AIDS, land rights, domestic violence, democracy and governance. The methodology – which seeks to provoke reflection, expression of opinions and presentation of proposals for solutions – is replicated through a network at provincial and district level and serves for consciousness-raising and dissemination of information carried out in conjunction with local associations, CBOs and CSOs.

The Theatre of the Oppressed Centre²⁰⁸

The CTO presently works with 90 theatre groups throughout the country. Each one of the groups is trained and uses local language. They work on topics like health, democracy and good governance, social and fiscal justice, etc. The shows are interactive and clear, and provoke discussion and find solutions. The groups bring the results of their work to CTO for compilation. The work is taking place in all provinces, and in a large part of the districts. The CTO does not do theatre for people – it does theatre with people. It is the people who are the directors of the show, and of their own lives. For example, a group of peasants raise their voice through district platforms where they get together and discuss and via the District and Provincial Consultative Councils their voice reaches the Provincial Development Observatories.

The CSOs operating in the area of culture suffer the same difficulties as civil society in general: lack of capacity to manage funds, lack of networks – which limit their capacity for collaboration - and the non-existence of an umbrella organization to represent all artists (visual, dance, theatre, etc.) With the aim of filling this gap, the civil society cultural observatory (OCULTU)²⁰⁹ was established in 2013. The focus is on “*monitoring of national cultural policies, plans and actions, as well as research, production and dissemination of knowledge in the cultural area, to foster and value the diversity of Mozambique’s culture, through skills training, collaboration and carrying out impact studies on events, institutions and cultural exchanges*”²¹⁰ There is also a Mozambican Community Theatre Network where resources, opportunities and learning are shared. The establishment of the Amateur Theatre Network is recent and there are not yet any activities carried out.²¹¹

209. <http://observatoriodadiversidade.org.br/site/de-mocambique-para-o-mundo/>; <https://www.facebook.com/ocultu>

210. <http://novo.itaucultural.org.br/outros/ocultu-observatorio-cultural-de-mocambique/>

211. Information obtained in the culture focus group discussion held on 27.04.2015.

208. Interview with the CTO on 23.02.2015.

In addition, there are various sectoral organizations and associations – of musicians, painters, handicrafts, dancers. etc. (some provincial- and district-level) – but many of them with weak organizational capacity and difficulties in fund mobilization. The cultural groups (theatre and dance) and small associations at local level have important roles as bearers and transmitters of cultural identity.

Another problem related to development of the culture sector is the availability of physical space for performance. In the past, the artists had access to such spaces – theatre auditoriums, cinemas, museums and Casas de Cultura, but recent decades have seen the sale of those spaces to foreign churches or for commercial purposes. In the same way, the Casas de Cultura have suffered a growing politicization, which results in selective access for artists, specifically due to demonstrated preference for activities which do not create polemics on political issues. Consequently the Casas de Cultura are no longer characterized as experimental or as performance spaces for artists.²¹²

At decentralized level there are many cultural groups in theatre, music and dance. There are associations in many provincial cities promoting cultural actions and advocacy for preservation of cultural heritage. The associations that work in the preservation of material cultural heritage are stronger in the coastal cities (Ilha de Moçambique, Ibo, Inhambane and Maputo). In various districts, there are annual initiatives like culture festivals where local dance, music and theatre groups participate – for example the Metangulo Festival in Niassa Province. These initiatives are important in terms of creating space and opportunity for cultural expression and the preservation of immaterial cultural heritage.



Botão association guarantees school education to vulnerable children, Nicoadala, Zambézia province, March 2015.

212. Interview with Helvetas on 29.04.2015.

Some innovative initiatives deserve attention in future, due to their simplicity, easy replicability and extension potential:

1. Through the CAP Project (Cultural Activity Project 2006–2015), Helvetas has sponsored **“Open Terrace”** in Pemba to promote discussions on matters of common interest (among which the status of women, extractive industry, urban poverty, the impact of mega-projects and access to water and sanitation). The discussions – which take place on the last Friday of the month – enjoy the regular participation of 60 to 100 people (citizens, CSOs and representatives of provincial government). The possibility is presently being explored of establishing a link between the **“Open Terrace”** initiative and the Provincial Development Observatory.
2. Likewise the AMARC initiative **“Coffee with a Book”**²¹³ supported by Swiss Development Cooperation has been promoted. It takes place once a month in public parks in Maputo. The initiative has attracted the attention of the police, who usually keep an eye from a distance on the people who get together to participate in the literary discussions.
3. The **“Winter Theatre Festival”** has been held in Maputo since 2004 on the initiative of the Sunflower Cultural Association. The promotion of amateur theatre groups through dissemination of their artistic work, cultural associational life and training of actors, is one of the main challenges addressed by the Sunflower Cultural Association. Since the Winter Theatre Festival is not limited to the stage, the participants also benefit from theatre workshops. The Festival appears with the objective of supporting emerging groups promoting cultural associational life.²¹⁴

213. <http://heyevent.com/event/830567746990524/cafe-com-livro-ccd>

214. <http://www.girassolmoz.org/>

Recognizing the role of culture in the development of a democratic and free society, CSOs play an important role and deserve attention and support to ensure the preservation and inclusion of culture in all aspects of development.



Association Desafio Jovem, Beira, Sofala province, March 2015.

4.3.3 Technical and vocational education and training²¹⁵

Technical and vocational education and training (TVET) *“takes in formal, non-formal and informal learning for the labour world. Young people, women and men acquire knowledge and skills from the basic to the advanced level within a broad range of institutional and work environments and in various socio-economic contexts”*.²¹⁶

It is the National Institute of Employment and Vocational Training (INEFP) – set up in 1992 under the Ministry of Labour (MINTRAB) – that is the government entity responsible for TVET. The INEFP has national coverage, with 23 training centres, five mobile training units and three business incubators.²¹⁷

215. The following institutions and organizations were interviewed in the area of TVET: ADPP in Maputo, Youth Challenge in Beira, and Agha Khan Foundation in Maputo, CEPKA in Nampula and Young Africa in Sofala (by telephone).

216. <http://www.unesco.org/new/en/education/themes/education-building-blocks/technical-vocational-education-and-training-tvet/>

217. INEFP presentation to EU, 16.04.2013.

There are more than 150 training providers registered, in addition to an unknown number of unregistered providers.²¹⁸ However, also some INGOs (for example Young Africa) and Mozambican CSOs (for example ADPP) operate TVET programmes.

Despite traditionally devoting themselves to trade union education, trade unions in Mozambique also play an important role in the area of technical and vocational training. An innovative pilot project for occupational education and training, conducted in 2011-12 as a joint venture between the OTM-CS, CONSILMO and the Danish trade unions, demonstrated that responsibility for vocational training may be a shared responsibility among the social partners active in the labour market. It also proved that combining theory and practice produces good results in terms of technical competences, that the experiment was cost-efficient and that it responded to requests from the labour market.²¹⁹

218. Information from the EUR, 2015.

219. *External evaluation of regional programme: Decent employment, labour market integration and social dialogue in East and Southern Africa 2011-2013*, Bente Topsøe-Jensen, LO/FTF Council Denmark, November 2013.

The **Vocational Education and Training (VET) project**,²²⁰ funded as part of the Danish private sector programme, was implemented in close coordination with the Integrated Vocational Education Reform Programme (PIREP), which is a joint venture supported by the World Bank, Ministry of Education, Ministry of Labour, employers and trade unions. The project aimed at identifying the training needs and training modalities in the VET system through improvement of the dialogue between trade unions and employer organizations.

220. *Support to engage the Mozambican Trade Unions in Vocational Education and Training (VET)*, Project Proposal, OTM-CS, N.D.

The Metal-mechanic Vocational Training Centre (CFMM) in Maputo was responsible for administration of the VET project training courses. The essence of the training was to provide vocational training opportunities to young people with no trade union affiliation and with no prior labour market experience (mainly electricity, plumbing and masonry). At the end, the Pedagogical Head of CFMM was happy with the project, which for the first time not only provided the possibility of practical training to the trainees, but also involved the teachers in real-life situations, through refurbishment of schools and health centres in districts in Maputo Province. Three courses were held with a total of 47 trainees, who after the conclusion of the training are all active in the labour market. With the objective of being equipped for the undertaking their professional activities, trainees received a set of tools at the end of the course.

Young África²²¹ in Sofala Province operates as an incubator – the organization makes available the infra-structures for small-scale firms which take on the responsibility for training young people. Of the total of 6,000 young people trained since the start in 2012, 4,000 are employed. Recruitment is organized through Christian churches and in collaboration with some international organizations (Handicap International and Light for the World), in order to secure training and scholarships for people living with disabilities.²²² YA gives priority to female orphans, but despite having the capacity to receive 48 female students, only seven orphaned girls are presently studying, since there are recruitment difficulties and a lack of scholarships to cover costs.

The Vocational Training Schools (Escolas de Artes e Ofícios) deserve particular attention in the context of TVET promotion, due to their mission of “*providing occupational qualification to Mozambican adolescents and young people, as the core of a local and national so-*

cio-economic development strategy requiring and resting in large part on the existence of competent manpower ready to evolve in the most varied socio-occupational and labour contexts”.²²³ In addition to these, there are various associations and religious denominations that traditionally create and run technical-vocational schools, whose experience may be of interest in terms of integration within the local context.

There is a vast range of studies carried out by various agencies in the area of TVET that may offer additional information.²²⁴ In general terms, the role of CSOs in TVET is small, due to the need for resources, technical capacity and a long-term perspective in order to ensure the necessary quality of training.

223. Azevedo, Joaquim e José Mingocho de Abreu: Ensino Profissional em África: Falácia ou Oportunidade? O Caso das Escolas Profissionais em Moçambique, Revista Portuguesa de Investigação Educacional, 23.02.2007. http://www.joaquim-azevedo.com/Images/BibTex/3395527680EP_Africa_JA.pdf

224. Engaging the private sector in skills development, by Muriel Dunbar, HEART (Health & Education Advice and Resource Team) / DFID, 2013; Mozambique Labour Market Profile 2014, Danish Labour Market Council for International Development, 2014;

221. <http://www.youngafrica.org/mozambique>

222. Young Africa carries out a study on labour market demand and possibilities for youth employment. The report will be available by May 2015.



Marketing of agricultural products, Nampula province, 2012.

5. The architecture of civil society support

The objective of the present chapter is to present the most common forms and trends for support to civil society in Mozambique.

Since the introduction of the Cotonou Agreement in the year 2000, the European Commission (EC) has taken on a commitment to include a specific role for non-state actors in the African, Caribbean and Pacific countries (ACP). Today the EC is the only donor that mandates that its in-country delegations involve civil society in development and ongoing monitoring of EC-funded programs. While governments remain the main partner of the EC in determining cooperation strategies, the complementary role of non-state actors and local authorities is included as a core principle of EC development policy.²²⁵

225. *Donors' Civil Society Strategies and Partnership Modalities. A Resource Guide*, UNDP, March 2012.

5.1 Official development assistance

Mozambique has a public instrument – ODAMOZ²²⁶, – for registration of information on official development assistance, Programme Support Partners (PAPs), known as the G19,²²⁷ can record information related to their budget contribution and to the programmes and projects that they undertake, and in some cases also information related to support to civil society, including NGOs. The platform contains information on accomplished interventions, in progress and under analysis. However, there are two main problems related to accessing the data on support to civil society in Mozambique: (i) support to civil society is not recorded separately, but rather as part of a broader category called “Governance and Civil Society”, as listed in the DAC codes; and (ii) the irregular updating of information on interventions and contributions by some development partners²²⁸ and (iii) resistance on the part of the development partners to recording data on civil society support in a database managed by the government²²⁹. Despite this scarcity and outdatedness of data, studies demonstrate that overall support to civil society normally represents 10 to 15% of the official development assistance.²²⁹

Coordination of official development assistance is the responsibility of the Ministry of Foreign Affairs and Cooperation (MINEC). The articulation within the group of countries providing programme support (G19) takes place within the framework of the joint annual Performance Assessment Framework²³⁰. Those taking part of the annual outcome assessment process are the representatives of the Government of Mozambique, the PAPs and other cooperation partners, including the G20 as representative of civil society,²³¹ and sectoral and thematic groups and sub-groups. Each group (and in some cases sub-groups) includes in the reports the results of their evaluation and analysis, which is used as an outcome of the process²³² for preparation of the *Aide-Memoire*.

226. www.odamoz.org.mz The web page is temporarily non-operational (May 2015).

227. The G19 PAPs are: Germany, Austria, African Development Bank (ADB), World Bank, Belgium, Canada, European Commission, Denmark, Spain, Finland, France, Great Britain, Ireland, Italy, Norway, Netherlands, Portugal, Sweden and Switzerland. Mozambique cooperates as well with South Africa, Australia, Brazil, China, Korea, USA, India, Japan and Vietnam. http://www.minec.gov.mz/index.php?option=com_content&task=view&id=66&Itemid=131 The MINEC page on INGOs is presently in reconstruction (2015).

228. In spite of the improvement recorded by the MPD (2014) in the practice of updating of data by the PAPs, a search on the ODAMOZ page on 23.03.2015 showed the lack of updating of some data since 2008. Various informants confirmed the outdatedness of information.

229. <http://www.mpd.gov.mz/>

230. *Aid and Budget Transparency in Mozambique*. Constraints for Civil Society, Parliament and the Government; The Informal Governance Group and Alliance 2015, May 2010.

231. G20 is the group of CSOs that represents civil society in the Development Observatories. It works on monitoring governance and collaborates with the government and the PAPs in drawing up the poverty reduction plans. For more information see the web page of the GMD, which presently houses the G20 secretariat? <http://www.divida.org.mz/index.php/trabalho-do-g20>. See also the text box in *Chapter 3.5.2, Formal spaces and quality of interaction*.

232. The PAP page is presently in reconstruction, March 2015. http://www.eeas.europa.eu/delegations/mozambique/eu_mozambique/political_relations/institutional_framework/int_fra_pap/index_en.htm

The bilateral and multilateral programmatic interventions of INGOs are based on the specific Memoranda of Understanding and on the authorizations of intervention programmes. Support to civil society is officially recognized by the Government of Mozambique as an integral and necessary intervention within the context of good governance and democratic development.

The main civil society support modalities are joint mechanisms and programmes, direct support to Mozambican CSOs through projects and discretionary funds²³³ administered by the delegations and embassies, and support channelled/given through INGOs. The majority of development agencies apply various often complementary support modalities.



233. Discretionary funds are non-earmarked budget allocations.

Herere Farmers' association, Niassa province, 2012.

5.2 Joint mechanisms and civil society support programmes

The pooled fund mechanisms for support to civil society are normally defined as initiatives “where two or more donors jointly finance a set of programs or actions on the basis of commonly agreed objectives, criteria for allocations and reporting modalities.”²³⁴

Generally speaking – and in spite of the coordination efforts of various donors to create joint mechanisms and programmes – each agency still has its own strategy, and the lack of communication and harmonization is acknowledged by all. The need for coordination between various development agencies as regards administrative procedures and systems is pivotal, and has already been identified in previous studies,²³⁵ where the “need to strengthen harmonization” between the CSOs and the main international partners was highlighted, along with the need “for alignment (of the main donors) with the agendas of the CSOs themselves”.

The multiplicity of policies, instruments and rules is mentioned crosswise by the interviewees – cooperation agencies and various types of CSOs – as a factor for dispersion of resources and energies. The CSOs illustrate the situation in this respect, emphasizing the need for constant readjustments, whether of focus or of internal procedures, to be able to respond to the agendas and funding rules of the various donors. Other factors also identified as negative for the strengthening of CSO capacity are: being out of tune with the realities – the requirement for excessively bureaucratic procedures given the capacity of the CSOs; the lack of donor offices in the provinces, with corresponding expenditure of human and financial resources, often with no return; short-term projects; and the reluctance to fund CSOs’ current expenditures. CSOs headquartered at provincial level also mention difficulties in access to information regarding funding opportunities and to rules and procedures for funding.²³⁶

236. This aspect is mentioned not only at provincial level – for example in the Gaza, Nampula and Cabo Delgado workshops - but likewise by CSOs – for example in the interviews on 12.02.2015 with Nelly, AMODEGO, AMIMO and Arrepaço in Gaza - and INGOs headquartered in Maputo, and with significant structures and financial resources – for example WeEffect: interview carried out on 02.02.2015; workshop with the CSOs in Gaza Province, 13.02.2015.



Beach volley promotion of civil society in Maputo.

It is in this context that the joint mechanisms for support to civil society deserve particular attention. The outsourcing of management of support implies launching of tenders for contracting of companies or other entities, or direct contracting of intermediate implementers for the development of programmes. In Mozambique there are various pool mechanisms for funding civil society, among which the Civil Society Support Mechanism (MASC) and the Action Programme for Inclusive and Accountable Governance (AGIR) stand out.²³⁷

237. See Appendix D: Civil Society Funding Mechanisms and Programmes.

234. Donors’ Civil Society Strategies and Partnership Modalities. A Resource Guide, UNDP, March 2012.

235. *Participation of Civil Society in the Policy Dialogue*. Joint Evaluation of Support: CAD, DANIDA and SIDA, by Bente Topsøe-Jensen, Padil Salimo, Paula Monjane and Sandra Manuel. November 2012, page 53.

These two examples and other similar initiatives are described below:

- **Civil Society Support Mechanism (MASC).**²³⁸ The objective of MASC is to improve governance and accountability to Mozambican citizens, through the strengthening and diversification of Mozambican CSOs' engagement in advocacy and monitoring of governance. MASC undertakes a funding programme for CSO capacity building in the area of governance, with funds from DfID, Irish Aid, USAID and DANIDA. MASC has been implemented since 2007 by COWI Mozambique and was transformed into a national foundation as of 1.4.2015. The Impact Review carried out in 2014²³⁹ concluded that MASC is an innovative mechanism in the context of providing voice and accountability, mainly due to having put the citizen at the centre of its interventions; due to having linked interventions at various levels and based on contextual political economy analysis; due to having a diversified, complementary and ongoing approach to capacity development; and due to having a flexible approach advocating for achievable changes.
- **AGIR – Action Programme for an Inclusive and Accountable Governance.**²⁴⁰ With multiple objectives of creating active citizens and a strong and intervening civil society able to participate and influence democratic processes, contributing to responsible governance and deepening of democracy, gender equality and human rights in Mozambique, AGIR makes available direct funds for implementation of partner CSOs' strategic plans and support for development of their programmatic and financial management capacities. The programme is financed by the Embassy of Sweden, with support from the Netherlands and Denmark for the specific sub-programmes. The programme is implemented through four intermediary INGOs: WeEffect (natural resources); IBIS (access to information); Oxfam (governance); and Diakonia (participation and social accountability). The second phase of AGIR runs from 2015 to 2020, and Norway has already shown interest in being part of the donor group to support through Oxfam Novib the component of transparency in natural resources.

The evaluation of AGIR in 2014²⁴¹ demonstrates that the programme has had a positive impact in terms of support to CSOs in evidence-based advocacy actions and in contribution to changes in terms of outcomes. One important aspect of AGIR highlighted by interviewed CSOs is core funding combined with capacity development.

238. <http://www.masc.org.mz/home/index.php/en/>

239. Final Impact Review of DFID's Civil Society Strengthening Mechanism (CSSM) in Mozambique, Final Report, IDL Group, 17.12.2014.

240. <http://www.swedenabroad.com/pt-PT/Embassies/Maputo/Cooperacao-para-o-Desenvolvimento/Apoio-a-Sociedade-Civil/>

241. Evaluation of thematic results achieved and demonstrated within the Programa de Acções para uma Governação Inclusiva e Responsável AGIR, Final Report, Indevelop AB, 29.08.2014.

- **Capable Partners Program – CAP.**²⁴² The objective of CAP is to strengthen the technical and organizational capacities of local CSOs to undertake activities of planning, funds management and service provision within the context of HIV/AIDS and social sectors in general. They developed a curriculum programme and certificate in financial management, based on a participative organizational analysis process, so as to improve monitoring of funds and financial records. From 2006 up to 2012, CAP supported 83 CSOs, and in the period from 2012 to 2014 seven CSOs have graduated, based on fulfilment of a set of performance standards.²⁴³ The external evaluations and self-assessment by beneficiaries of bursaries showed significant change in the area of project management and in institutional capacity. The CAP emphasizes the need for integrity in management as an important parameter of organizational development. The fact of 25% of the contracts with beneficiaries were rescinded based on detection of abuse of funds or poor performance demonstrates the importance that CAP assigns to the issue, but also demonstrates the magnitude of this problem. CAP is implemented by FHI360 and funded by USAID.
- **Citizens’ Engagement Programme – CEP.**²⁴⁴ With the objective of contributing to improvement in quality of health and education services, CEP aims at building capacity with local CSOs and committees in monitoring, with the application of Community Scorecards and Citizen Report Cards. The programme is funded by DfID, Irish Aid, USAID and DANIDA. CEP is implemented by a private company, COWI Mozambique. The first phase of the programme runs from 2012 to 2017, and the future institutional framework is not yet decided. So far CEP has not yet been evaluated, and therefore documented outcomes from the programme are not available.
- **Dialogue – Local Dialogue for good governance**²⁴⁵ is a recent programme aimed at improving municipal governance, accountability and the response capacity of municipal institutions. The programme includes support to CSOs, municipal institutions and non-state media. Through the Engagement component, mobilization and engagement of CSOs with municipal institutions aim at stimulating public debates and lead interaction between civic leaders and local authorities in monitoring of governance. The programme is funded by DfID, was initiated in 2012, has a duration of five years, and is implemented by the private companies DAL and COWI.

242. <http://www.fhi360.org/projects/capable-partners-program-cap-mozambique>

243. The organizations that graduated are: 2012 - Mozambican Association for Women and Education (AMME) and N’WETI; 2013 - Association of Businesspersons against AIDS (EcoSIDA) and Christian Council of Mozambique (CCM Sofala); and 2014 - National Association for Self-Sustained Development (ANDA), Committee of Women’s Associations of Zambezia (NAFEZA) and Ophavela (Association for Socio-Economic Development) in Namputa.

244. <http://www.cep.org.mz/>

245. <http://www.dialogomz.com/>

- **Community Land Initiative – ITC-F Foundation.**²⁴⁶ With the objective of strengthening capacity on legal rights to land use at community level, the ITC-F aims at promoting sustainable use of natural resources as a contribution to poverty reduction and promotion of rural development. The ITC-F aims to build capacity with rural communities through projects implemented by local CSOs. The programme is funded by DfID, the Embassy of the Netherlands, Irish Aid (DCI), SIDA and DANIDA, and is implemented by KPMG. The programme extension phase runs from 2011 to 2015. The ITC-F has succeeded in establishing partnerships between communities and investors, recognizing the need for collaboration and the importance of preparing both parties.
- **Non-State Actors Support Programme (PAANE, 2013–2018)**²⁴⁷ is implemented by the Ministry of Foreign Affairs and Cooperation, through its National Authorizing Officer (GON), and is funded by the EU (10th EDF). The Programme supports projects in the area of civic education for youth and dialogue between CSOs and public authorities. To that end, GON, with the support of a technical assistance team, launched a call for proposals to Mozambican CSOs and made available a Demand–Response Mechanism (MRP) to finance studies, conferences and other particular activities of direct initiative on the part of civil society. PAANE is subject to a mid-term evaluation in 2015.

PAANE – adapting the modality to the needs of local CSOs. In PAANE’s call for proposals launched in October 2014 with two batches of projects – Citizenship and Dialogue - the eligibility criteria were adapted bearing in mind the characteristics of local CSOs. In fact, it was only required that the CSOs be registered for at least one year (while normally three to five years is required), and the amounts of co-financing rose to 95% of the eligible total for the action. Geographical criteria were also included: financial envelopes assigned to the provinces of the North, Centre and South of the country, in equal amounts.²⁴⁸ In cases where a region does not present proposals for its entire financial envelope, the surplus budget reverts to another region which has presented viable proposals, but exceeded the ceiling available for that region. Six decentralized meetings were also held for dissemination of the invitation, which contributed to increasing proximity with the CSOs.²⁴⁹

246. <http://www.itc.co.mz/>

247. <http://www.paane.co.mz/>

248. Some of the interviewees propose a strengthening of this criterion by the allocation of financial envelopes to each province, instead of doing so for a set of provinces.

249. Meetings held in 2014 in Maputo, Beira, Quelimane, Tete, Nampula and Pemba. The EUD mentioned the poor participation in some of the provinces, for example Cabo Delgado with six participants. Strengthening of the communication is suggested by means of more effective dissemination via local radio stations and a closer link to the Provincial Forums (the mapping team, via coordination with FOCADÉ, secured participation of 27 people within two days, five of them from the Districts, in the workshop held in Pemba).

The CSOs consider the existence of various mechanisms an advantage, because it facilitates the possibility of diversification of funds. The experience of other countries demonstrates that centralization of mechanisms may be a disadvantage for CSOs, since it limits their options.²⁵⁰ However, lessons learned within this panorama of mechanisms and programmes indicate the need to consider the following aspects in relation to civil society support modalities:

- Instead of investing only in project implementation, also support to organizational capacity building should be prioritized to ensure the sustainability and integrity of the organizations.
- CSOs should be held accountable in relation to organizational capacity development, through mentoring and certification of capacity.
- Flexible support modalities based on contextual knowledge.
- Decentralization and simplified access, including rapid responses with feedback and dialogue mechanisms allowing CSOs to improve their proposal preparation performance.

250. Various reports on the experience of civil society support mechanisms Ghana and Tanzania – see Study on Support to Civil Society through Multi-Donor Funds, INTRAC, January 2014; and South funding modalities - pros and cons in relation to capacity development of local CSOs for advocacy, by Bente Topsøe-Jensen, Discussion Paper, Fagligt Fokus, April 2013.



Advocacy for an inclusive society, Niassa province, March 2015.

5.3 Direct support to CSOs

There is an impressive pluralism of civil society support initiatives, which makes a wide-ranging analysis beyond the scope of the present mapping study. Considering this limitation, the present sub-chapter presents a few of those direct support initiatives to Mozambican and international CSOs – from the EU, from bilateral agencies and from the United Nations – with the objective of systematizing some of the current experiences. Direct support means a direct relationship, with no intermediary (pool mechanism or INGO) between the funding agency and the beneficiary CSO.

The EU operates with various complementary instruments of political and financial support to civil society,²⁵¹ namely geographical programmes and thematic programmes. In relation to support to civil society in Mozambique, the current main instruments are: the Civil Society Organizations/Local Authorities (CSO/LA) budget line, the European Instrument for Democracy and Human Rights (EIDHR) and the European Development Fund (EDF), through sectoral programmes for

251. *Civil Society Organizations and Local Authorities (CSO-LA), Concept note for country programme Mozambique*, DEVCO B2, N.D.

good governance, social sectors and rural development, and also the Non-State Actors Support Programme – PAANE (see above). It is highlighted that the support to the good governance sector also includes support to the justice sector and to public financial management.²⁵² In line with the conclusions of recent studies on the importance of offering various kinds of financing permitting a diversification of funds to CSOs,²⁵³ the EU seeks complementarity between the different funding modalities.²⁵⁴

The current EU civil society support projects (2015–2019) are implemented by INGOs, Mozambican CSOs and various international development agencies. The projects take in a broad array of sectors: adult education, health, human rights (women, persons with disabilities, children), social protection, agricultural development, biodiversity, community infra-structures, support to business development and corporate social responsibility, social dialogue, media, and technical and vocational education and training. In future, the intention is to concentrate on monitoring, democratic participation and citizenship, while still supporting service provision, restricting the sectoral focus and prioritizing interventions at provincial and district level. In addition to current projects, support will be made available for new projects to be approved following the call for proposals planned for last quarter of 2015. As a result of interviews carried out, certain considerations may already be expressed which may possibly serve for future improvements: the need to facilitate access to funds, particularly for local-level CSOs; the need to ease the complexity of application processes and bureaucratic requirements in fund administration ; and the need to increase the time limit for project execution.

252. http://eeas.europa.eu/delegations/mozambique/index_pt.htm

253. *Study on Support to Civil Society through Multi-Donor Funds, INTRAC, January 2014; South funding modalities – pros and cons in relation to capacity development of local CSOs for advocacy*, Discussion Paper, by Bente Topsoe-Jensen, Fagligt Fokus, April 2013.

254. *Terms of Reference for the Mapping Study of Civil Society Organizations in Mozambique*.

The Communication of the European Commission (EC) entitled “The roots of democracy and sustainable development: Europe’s engagement with Civil Society in external relations”²⁵⁵ is the most recent policy document on engagement with civil society. This document recommends strengthening the EU’s relations with CSOs and adapting to current and future challenges that are raised at national level. The document emphasizes the importance on the one hand of recognizing the state as the main duty-bearer for development and democratic governance, and on the other hand, the importance of the synergies between state and CSOs. The synergy between CSOs and state is seen as a crucial vehicle for overcoming the challenges of poverty, growing inequality, social exclusion and non-sustainable development. CSOs’ participation in the political processes is seen as key for ensuring inclusive and effective policies

To that end, tailor-made funding is proposed as an important component of the EU’s engagement with CSOs, in order to allow them improved access to available funds. A variety of funding modalities is recommended - flexible, transparent and efficient in terms of costs and results, able to effectively include a broad array of actors and simultaneously addressing contextual needs of the partner country.

It further advocates the strategic engagement of the EU and of Member States to achieve greater coherence, consistency and impact for European Union actions. Consequently, there is a growing allocation of funds for undertaking civil society activities. Such growth is noted not only in direct support from Brussels,²⁵⁶ by way of budget lines like the above-mentioned CSO/LA and EIDHR, but also in the support directly for CSOs made available by the European Union Delegation (EUD).²⁵⁷

255. <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2012:0492:FIN:EN:PDF>

256. European Instrument for Democracy and Human Rights (EIDHR) for financing of national and international CSOs (EUR 300,000.00 per year up to 2013; EUR 900, 0000 per year for the period from 2014 to 2017).

257. 10th FED – PAANE (GON/MINEC) with the amount of five million EUR; 11th FED – the amounts not yet known. March 2015.

The interviews with the **bilateral development** agencies and embassies revealed a genuine interest in supporting civil society initiatives, acknowledging the role of the latter in democratic development. The bilateral development agencies operate on the basis of strategies designed bilaterally and include a great variety of civil society support formats. Even the agencies that do not have specific programmes for civil society support try to encourage an enabling environment for their action – for example through observatories, civil society networks and monitoring of state budget and elections, aimed at guaranteeing good governance.

Support to civil society may for example be an integral part of sector programs (Denmark), be provided through joint civil society support mechanisms (Sweden, DfID, Denmark, Finland, the Netherlands), through hinterland INGOs, or made available as direct support. The Nordic countries likewise focus on support to trade unions (Denmark, Finland, Norway and Sweden) through partnership programmes with trade union organizations from the countries of origin. In regard to joint mechanisms, various bilateral agencies/embassies (for example the Netherlands, Denmark and Finland) share or delegate to another agency the responsibility for follow-up and monitoring, with the objective of coordinating resources and reducing transaction costs.

There are also discretionary funds of the embassies and agencies which are, generally speaking, applied with a certain flexibility and agility, and also with certain risk willingness. The advantage of having the discretionary funds is underlined, because they provide the possibility of supporting civil society initiatives without necessarily having to launch

a new programme. However, these funds are limited and of an ad hoc nature, for which reason they are rarely applied as part of a long term strategy.²⁵⁸

The **United Nations (UN) in Mozambique** provides support to the Government of Mozambique through the Development Assistance Framework – UNDAF 2012–2015²⁵⁹ which encompasses three areas: (i) economic; (ii) social and (iii) governance. This framework is operationalized by twenty UN agencies, funds and programmes²⁶⁰ active in the country. It supports the Mozambican government’s development plans²⁶¹ and complements other partners’ bilateral and multilateral assistance. The focus on civil society is reflected in the area of governance, where “*the UN will concentrate, first, on deepening democracy and increasing public accountability through both strengthening the democratic and justice institutions of government and strengthening the capacity of vulnerable populations through civil society organizations and the private sector to participate effectively in policy formulation and protect their rights.*”²⁶²

258. For example, Germany EUR 60,000, Portugal EUR 20,000, Canada Regional Fund EUR 37,000 and Denmark with no information as to budget.

259. UNDAF - United Nations Development Assistance Framework for Mozambique, 2012-2015 provides a total of USD 739 million, with the indicative budget for the two last areas being USD 511 million.

260. <http://www.mz.one.un.org/por/Como-Trabalhamos/Agencias-das-Nacoes-Unidas>

261. The new Five-Year Plan for 2015-2019 of the Government of Mozambique was approved by the Council of Ministers on 18.02.2015, still awaiting approval by Parliament. <http://www.miramar.co.mz/Noticias/Conselho-de-ministros-aprova-plano-quinquenal>

262. http://www.mz.undp.org/content/mozambique/en/home/library/mdg/united_nations_development_assistance_framework.html

In the process of formulation of the UNDAF, a consultative group for civil society issues was constituted, and regular meetings were held with civil society.²⁶³ As a result of institutional changes and changes in staff, out of eight initial members there are at present only two agencies (UNICEF and UNFPA) in the consultative group. In this context, UNICEF in coordination with UNFPA carried out an internal mapping of civil society in 2014 that will provide a basis for formulation of a strategy with a focus on children.²⁶⁴ However, beyond these initiatives there seems to be little coordination between the UN agencies in the area of civil society support, supposedly due to the current restructuring (One UN).

Some UN agencies support CSOs in their respective areas; e.g. the United Nations Development Programme (UNDP) has been working since 2013 with the *Centre for Learning and Capacity Building for Civil Society (CESC) on monitoring of public services; UNESCO supports the Education For All Movement (MEPT)*

263. Focal group interview with UNICEF, UNFPA, UNDP, UNIDO and UNESCO, March 2015.

264. The mapping report carried out by UNICEF was not made available to the public at the time of the present study.

in training of adults and youth associations; and UNIDO works with community, business and agricultural associations, etc.



Priority setting by Farmers' Union, Mecanhelas District, Niassa province, 2012.

In this box, one of the examples of UNIDO involvement with civil society is presented.

*The Association of Economic Operators of Mocuba (AGEMO) operates in Mocuba District in Zambézia Province with UNIDO support. The support included the provision of computers for the IT school, where so far 2,000 people have been trained. The IT school is a source of income for AGEMO, contributing to the sustainability of the association. UNIDO also supported AGEMO to get office premises.”*²⁶⁵

In summary, what stand out in terms of support to Mozambican civil society are: the EU initiatives, for their diversity in terms of sectoral and geographical approaches; the bilateral agencies, for the preferential release of funds through mechanisms, and also for the flexibility and innovation in use of discretionary funds; and of the UN, for its wide-ranging intervention in line with the particular focus of its agencies.

265. Interview with AGEMO, 10.02.2015.

5.4 International NGOs – partner or intermediary?

The INGOs emerged in Mozambique immediately following Independence in 1975, and generally emerged from solidarity movements that supported the liberation struggle.²⁶⁶ At that time they provided technical assistance in particular, in order to fill in the innumerable gaps in public sector, and only gradually did development INGOs arise. Due to the lack of Mozambican development organizations, these INGOs implemented sectoral projects in agriculture, health, education and rehabilitation of infra-structures, as a complement to – or in the place of – government activities.²⁶⁷ Others operated in the area of humanitarian aid to minimize the effects of natural disasters and later of the civil war. With the end of the civil war in 1992 and the legislation regarding associations,²⁶⁸ local CSOs began to emerge and a new form of collaboration was established between the INGOs and the Mozambican CSOs. Within this new relationship, the INGOs secured funding and implementation, and the local CSOs were seen rather as a target group than as a partner in implementation of activities.

The INGOs are not a homogeneous group. They include the large global development organizations (ActionAid, CAFOD, Oxfam, MSF, Save the Children and WWF, etc.), the watchdog and advocacy INGOs (Amnesty International, Transparency International, Greenpeace, etc.), the INGOs – in their majority Nordic – with support programmes (Helvetas, IBIS, KEPA, WeEffect, etc.), and the INGOs – in their majority from Southern Europe – that implement projects (Medicus Mundi, São do Sul, CIES, AVSI, etc.).

The INGOs operate on the basis of cooperation agreements with Government of Mozambique, but the recent restrictions on obtaining of work permits (DIREs) for foreign staff have imposed serious constraints on the INGOs. One recent example is the organization *Afrikagrupperna of Sweden*, which in 2014 closed the office in Mozambique and now operates out of the regional office in South Africa, due to the problem of having a number of foreign staff that is considered excessive.



CSOs from Alto Mãe participating in beach voley in Maputo.

266. Fuchs, Elisa: Moçambique marcou-nos para a vida. Grupo de Mulheres Internacionalistas 1090-1984. Retratos e depoimentos, JV Editores, 2014.

267. On relations between the NGOs of the North and Mozambican civil society. José Negrão, Faculty of Economics, University of Coimbra, Portugal, October 2003.

268. Lei 8/91. <http://cso-effectiveness.org/istanbul-principles,067>

The philosophy of international partnership as expressed among other places in the 2010 Istanbul Principles²⁶⁹ is a fundamental basis for international development support provided through the INGOs. The added value of international partners in terms of access to global networks, access to information and knowledge and also protection from political exposure is a key element in the partnership relations. The current and future role of the INGOs²⁷⁰ is directly related to the emergence of a global civil society with national, regional and international networks and alliances, and with the ability to mobilize, advocate and undertake campaigns with repercussions at global scale. Many INGOs are part of international networks – for example ActionAid, Care, the Red Cross and Oxfam – and support to local CSOs becomes increasingly conditioned by the strategic framework defined by their apex organizations.²⁷¹ A transformation of INGOs into national CSOs is also seen; a strategy that broadens their spectrum of activity to the policy level and likewise facilitates their role as service providers.

Ensuring strong advocacy requires a consistent and extended network, able to provide support and access to information, as well as establishing linkage between local and global advocacy agendas. The growing globalization of the national economy, as well as regional and international investments, the associated problems of usurpation of lands, and forced resettlement of the population as a result of forest

269. http://cso-effectiveness.org/IMG/pdf/principios_de_istambul_portuguese.pdf

270. *South funding modalities – pros and cons in relation to capacity development of local CSOs for advocacy*, Discussion Paper, by Bente Topsoe-Jensen, Fagligt Fokus, April 2013.

271. “Apex organization” means the parent organization in the case of international/global organizations.

and mining investments and mega-projects,²⁷² demand a coherent and coordinated response from civil society,²⁷³ at local, national and global levels.

Within the Mozambican CSOs, there is a tendency to see relationship with INGOs solely as financial, in which the INGOs are intermediaries or funders, and not partners in the true meaning of the word. Many CSOs refer to the subordination to which they fell victims, compared to more structured CSOs that consume a major part of the resources allocated to joint projects. In practical terms and according to those CSOs, the cascade effect desired by donors is transformed into the “sponge funnel” – the intermediate organizations absorb the greater part of allocated resources, and resources only trickle down in drops to local CSOs. The tangible and sustainable results of capacity development are few, despite the money and efforts invested over the years.

“Since they do not know how to make proposals, the weakest CSOs only have access to funds as partners. However, the partnerships are not real; the stronger NGOs end up with the greater part of the funds for themselves, and the others only get the leftovers. Instead of a partnership, the established relationship is rather one of boss and employee.”²⁷⁴

272. UNAC/GRAIN: *The Return of the Colonial Plantations to Mozambique*, February 2015.

273. *Civil Society Policy and Practice in Donor Agencies. An overview report commissioned by DFID, INTRAC*, 2010.

274. Workshop in Cabo Delgado, 19.02.2015.

However, the Mozambican CSOs recognize the need for greater capacity in preparation of proposals, and understand partnerships with the INGOs – or with the capable Mozambican CSOs – as strategic for getting access to funding. Accordingly, the role of the INGOs in fund-raising continues to be fundamental in attracting and using foreign funding. They act as direct funding partner of local CSOs, likewise fulfilling the role of intermediary that guarantees financial administration, reporting and demonstration of results to the (back) donors. Funding through intermediaries should in principle have a cascade effect, in which stronger CSOs implement projects in conjunction with weaker CSOs, with the commitment of strengthening the latter's organizational and professional capacity.

In summary: the INGOs transformed themselves over the years from volunteer and internationalist solidarity movements, into implementing agencies for sectoral projects complementing (or replacing) the government, up to the current form of intermediaries and external fund managers. Their future role as allies intervening in a globalized world is only just being sketched out as a tendency. Confirmation of that trend is left open, but the added value offered by partnership between INGOs and local CSOs in terms of knowledge transfer and access to the international and global networks is already acknowledged.

The following example demonstrates the strength and international reach of civil society within the perspective of international advocacy partnership:²⁷⁵



Civil society support programmes.

275. The intention of this example is not to discuss the ProSAVANA programme, but rather to demonstrate civil society's international collaboration in the area of advocacy.

Triangular civil society cooperation: The case of ProSAVANA

The Mozambican Ministry of Agriculture (MINAG), the Japanese International Cooperation Agency (JICA) and the Brazilian Cooperation Agency (ABC) currently implement the Triangular Cooperation Programme for Agricultural Development of Tropical Savannah in Mozambique (ProSAVANA). The joint intent of the three countries dates back to 2009 and aims to adapt the experience of the Brazilian Cerrado to Mozambique²⁷⁶ (PRODECER: Japan–Brazil Cooperation Programme for the Development of Agriculture in the Cerrado) in order to improve the lives of the local population through modernization of agriculture – increased productivity and production, and diversification of agricultural production, through employment creation by way of investments from Brazil and Japan in agriculture and associated economic activities.²⁷⁷

In May 2013, 23 Mozambican organizations and social movements, among which ADECRU, AENA, Akilizetho Nampula, CCM Niassa, Fórum Mulher, UNAC and ORAM, supported by 43 international organizations, addressed an Open Letter²⁷⁸ to the government leaders of Brazil, Japan and Mozambique to contest the programme. The CSOs of the three countries involved think that ProSAVANA will not have the effects intended by the three governments, and have organized themselves to defend their joint position, for example in Brazil through a meeting in April 2014 of the Africa Initiative of the Lula Institute, with a wide array of civil society organizations in which FAO and UNICEF also participated²⁷⁹ and a field research mission by Japanese and Mozambican NGOs in December 2013. The Ministry of Agriculture responded one year later, in May 2014.²⁸⁰

276. <https://www.embrapa.br/prosavana> . The Brazilian “cerrado” is a savannah-like ecosystem that covers a fifth of Brazil’s territory.

277. *Formulation of Agricultural Development Master Plan in the Nacala Corridor* CONCEPT NOTE, September 2013, ProSAVANA-PD; interview with PROSAVANA Office in MINAG, 22.04.2015.

278. <https://www.facebook.com/ja4change/posts/579754122058726>

279. <http://www.institutolula.org/instituto-lula-debate-pro-savana>

280. <http://www.prosavana.com/files/files/Carta%20MINAG%282%29.pdf>

On June 2, 2014 nine Mozambican organizations launched the “NO to ProSAVANA” campaign.²⁸¹ The campaign was picked up on in the Brazilian media,²⁸² and also led to activities on the part of Japanese civil society in questioning the government and trying to stop the programme. On July 24, 2014 the Second Triangular Conference of the Peoples (of Mozambique, Brazil and Japan) took place, sponsored by civil society organizations of the three countries and organized by UNAC.²⁸³ It brought together close to 250 people from government, civil society, peasants, business persons and scholars to discuss ProSAVANA. At the conference, the intention was announced to internationalize the campaign and set in motion legal mechanisms nationally and internationally to hold responsible those involved in the programme for the damages that it may cause to the peasants. CONTAG – the National Confederation of Agricultural Workers of Brazil,²⁸⁴ – stated in the course of that same conference that the movements will strengthen the active participation of civil society in the “NO to ProSAVANA” campaign²⁸⁵. The internationalization of the campaign taken on by civil society²⁸⁶ of the three countries was likewise picked up on in the Brazilian and Japanese press.²⁸⁷ In August 2014, the “NO to ProSAVANA” campaign received support in the Peoples’ Summit of the SADC²⁸⁸.

In October 2014, at the conference entitled “Years after the agreement, what happens in the community?” Japanese civil society, working with counterparts from Mozambique and Brazil, presented the results of the research initiated in 2013 and complemented by a second field mission in July 2014.²⁸⁹ The conference had 100 participants – NGOs, the Group of Citizens concerned with the Development of Mozambique from Japan, political party forces with seats in Parliament, JICA and the Japanese government (with which the CSOs have already held ten meetings on ProSAVANA to date).

281. <https://adecru.wordpress.com/2014/06/02/lancada-campanha-nao-ao-prosavana-em-mocambique/>

282. <http://www.brasildefato.com.br/node/28730>

283. The I Triangular Conference on the same topic had been held in August 2013. <http://www.unac.org.mz/index.php/7-blog/56-povos-de-mocambique-brasil-e-japao-discutem-em-maputo-formas-de-resistencia-detencao-e-reflexao-do-prosavana>

284. CONTAG includes the Trade Union Movement of Rural Male and Female Workers (MSTTR) with the 27 Federations of Workers in Agriculture (FETAGs) and more than 4,000 affiliated Trade Unions of Rural Male and Female Workers (STTRs). <http://www.contag.org.br/index.php?modulo=portal&acao=interna&codpag=425&nw=1>

285. <http://www.brasildefato.com.br/node/29321>

286. <http://www.unac.org.mz/index.php/7-blog/87-organizacoes-da-sociedade-internacionalizam-a-campanha-e-prometem-responsabilizar-juridicamente-os-actores-do-prosavana>

287. <http://mozambiquekaiatsu.blog.fc2.com/blog-entry-111.html>

288. <http://alice.ces.uc.pt/news/?p=3860>

289. <http://www.farmlandgrab.org/post/view/24303-years-from-the-agreement-whats-happening-in-the-community>



Sustainable agriculture in Mecanhelas District, Niassa province, 2012.

6. Findings and recommendations

6.1 Summary findings

The context in which the CSOs operate is very complex, and directly affects the structure, capacity, sustainability and potential for CSO engagement in the policy dialogue process. The governance model adopted from 2005 did not fundamentally change the historical confounding of party and the State, contributing to increased lack of confidence in the institutions.

The CSOs in Mozambique are diverse and cover a notable multiplicity of intervention areas. This diversity, containing its own internal contradictions, makes it difficult to have a uniquely definition of what civil society is. However, a set of common elements which allow for categorization may be drawn from the mix of CSOs and their functions. Based on this, a typology of organizations with various groupings is proposed including specific characteristics, each one with its *raison d'être* and role in the overall entirety of the organizations representing civil society.

In generic terms, the CSOs have a limited mastery over specialized technical knowledge, have limited agility in information sharing, and also have limitations in processing and application of information made available to them. The intervention – normally based on available project funds – determines the definition of an agenda of their own. The existing funding models often fail to respond to the need for technical, organizational and institutional strengthening that the CSOs feel as urgent. In this context, the AGIR Programme stands out as an exception. It makes available core funding and represents a change of paradigm from the traditional models of civil society support.

Within the framework of strengthening strategies for influence over policy changes, the civil society organizations organized themselves into platforms and networks. However, this organizational option is not without problems – in some cases the platforms' task of coordination, articulation and mobilization is questionable. Indeed, conflicts are registered in some platforms, deriving from their need for survival, which leads to them raise funds for direct implementation of projects, in direct competition with their members. The organizations that coordinate the agenda and resources of the platforms and networks have a tendency to take upon themselves the responsibility of group's cause, which is another source of conflicts. These issues have negatively influenced the cohesion of some platforms, weakening them and harming pursuit of the objectives of struggle around common causes. These problems, provoked in part (certainly unintentionally) by the donors' funding models, merit particular attention. The platforms and networks represent higher-level forms of CSO organization and should be supported based on their specific role.

The engagement of CSOs in the sphere of governance and policy dialogue is undertaken above all within an already established institutional framework consisting in the formal spaces for dialogue. The formal spaces were created by government, but informal spaces also exist based on initiatives of civil society itself. The DOs and the Community Councils and Committees are formal spaces for participation. The platforms and networks are the informal spaces for the enabling and reinforcement of civil society's various actions, and were also established following discrediting of the formal spaces. In effect, given the poor functionality of the formal spaces, the CSOs started to neglect the importance of using those spaces. Obviously this self-exclusion represents a risky strategy, and an inadequate understanding on the part of the CSOs of the potential that those spaces represent for influencing policy.

Civil society thus mentions problems of closing off of the spaces for policy dialogue, the difficulty of access to information and a great deal of political pressure on the CSOs, particularly those devoted to policy debate and mainly at district and provincial level.



Women attending a meeting with FAPIM (CARE), Nampula province, 2012.

The most solid CSOs, with greater technical and financial capacity, have challenged this hostile context and have been prominent in policy dialogue interventions. Citizens' civic consciousness in relation to intervention in the field of governance has also grown considerably, and a significant development of the political debate in the independent media and social networks is seen. Facebook has established itself as an invisible space for participation with a certain influence on the policy discussion and on definition of the national policy agenda.

In the context of CSO intervention, the areas that require more attention from a policy dialogue point of view vary a great deal as a result of the current and future topics that most concern society. Although the CSOs and the other interest groups consulted during the field work have different opinions, often determined by the nature of their interventions, they agree to at least five areas.

- *Governance area* – This component has a cross-cutting dimension – the processes and methods for management of the res publica are assumed as determining factors for improvement in the relations between the state and society, above all as regards the mechanisms for democratization and development, and the mechanisms for transparency in natural resources management. This dimension includes the issues of transparency, accountability, budget monitoring, anti-corruption, participation and voice, and access to information.
- *Human and civil rights* – With the increase in big investments in projects related to land (agriculture and extractive industry), economic interests often collide with communities' main rights. The land usurpation and the violation of human rights often perpetrated by large investors – in some cases with the support of the official institutions – are issues that merit the greatest attention of civil society and of government.
- *Gender rights* – The problems of domestic violence and of inequalities in the relationship between men and women – often based on cultural roots – constitute major challenges for the development process and point to the need of strengthening knowledge in relation to human rights, equality and fundamental freedoms of the citizens.
- *Rural development and environment* – The country's development depend on its rural base, where more than 70% of the population resides and works, and on which access to adequate food and nutrition also depends. Rural development depends on a set of interconnected factors – sustainable agriculture, basic socio-economic infra-structures, diversification of agricultural activity and consequent increase in employment and settling of the rural population. Along these lines, the strengthening of communities' capacities in matters of environment, conservation of natural resources and technical knowledge is crucial for the creation of solid bases for sustainable development.
- *Quality of education* – The general public and the CSOs in particular are convinced that the future of the country directly depends on quality education of its human resources. The quality of education, recurrently taken up in various forums, constitutes a problem and a threat to the development process. Thus the attention around the quality of education, through strengthened participation of civil society in the monitoring of quality in the sector, may contribute in a determinant way to a change in the current state of affairs.

These areas reflect the most common concerns of the CSOs. Naturally there are other areas that are also important, but the study focuses on these since they constitute the issues considered by CSOs to be the main challenges in terms of development.

6.2 Recommendations²⁹⁰

The recommendations presented below constitute proposals for filling the needs and gaps identified throughout the mapping study. The preliminary recommendations were presented and discussed in four verification and validation workshops in April 2015. Representatives of CSOs from Nampula, Tete, Zambézia and Maputo provinces participated in those workshops. The process – open and participative – permitted greater refining and enriching of final recommendations, ensuring their pertinence and operation. The extensive discussions with CSO representatives, as well as the comments obtained/discussed with local and central authorities, agencies and other international cooperation partners, resulted in strengthening and elaboration of the recommendations.

The recommendations are directed first of all to the international partners, but are intentionally formulated to be useful also for other intervening parties. Therefore, since it is not necessarily the international partners that will take on the responsibility for implementation, their role as catalysing agents for development is subsumed. The fundamental basis for the success of CSO interventions is an open environment between civil society and the international partners, as well as with the Government of Mozambique. It requires proactivity on the part of the international partners – an attitude that should be accom-

290. Evidence from the present mapping study sustains generic recommendations from a series of recent publications: The EC reference document: Encouraging Civil Society Participation in the Political and Budget Processes. Collection Outils et Méthodes. Reference Document, May 2014; EC Reference Document: Involving Non-State Actors in the New Aid Modalities for Better Development and Governance Outcomes. January 2011; OECD: How Members of the CAD work with the CSOs in Development Cooperation of 2011; the Informal Governance Group and Alliance, 2016: Aid and Budget Transparency in Mozambique, May 2010.

panied by respect for the right of civil society to take initiatives and decisions based on its own agenda.

The recommendations are presented in five clusters that allow within each cluster the inclusion of various interconnected recommendations. The clusters are aligned with the main problems identified in the foregoing analysis, but do not necessarily follow the same structure.



Verification workshop with CSOs in Quelimane, Província de Zambézia, Março de 2015.

6.2.1 Recommendations for sustaining the political engagement of CSOs

The political engagement of the CSOs is limited by two main kinds of problems: the outdatedness of the legislative CSO framework, and the inadequacy of the formal and informal spaces for interfacing between civil society and other development actors – namely the international cooperation partners and the government.

Recommendation N° 1: Ensure ongoing attention to the need for independence of CSOs, and support them in claiming an increasingly tolerant and democratic space for policy discussion.	
Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • Poor coordination and limited interface spaces between the various actors intervening in policy dialogue. • Co-optation in formal spaces for dialogue • Insufficient openness to include opinions and proposals raised by civil society. • Trend for civil society to withdraw from formal spaces and seek new platforms for influence, without acknowledging the potentials of the already-existing spaces. 	<ol style="list-style-type: none"> 1.1 Keep the issue of civil society and its operational space on the agenda in dialogue meetings with the Government of Mozambique. 1.2 Support the CSOs in keeping and winning the existing and additional spaces, with emphasis at local level. 1.3 Create specific funds for decentralized support to civil society initiatives in order to ensure the greatest possible funding coverage.

Recommendation N° 2: Support civil society and public institutions in revision of the legal framework for CSOs. This revision should, among other things, contemplate the possibility of establishing a mechanism for dialogue between civil society and the Government at various levels.	
Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • The current legislation is considered obsolete; non-existent framework for the new and diverse forms of CSOs. • Presently the civil society initiative for revision of the legislation is stalled. • The CSOs identify as a problem the absence of a mechanism through which issues related to the role of civil society as government's partner in the democratic dialogue on policy may be dealt with. • In the area of health, there is the positive example of a space for dialogue in the form of two annual conferences in which the government meets with civil society to discuss sector related issues. 	<ul style="list-style-type: none"> 2.1 Include within the policy dialogue between the Government of Mozambique and the PAPs the issue of the need for revision of the legislation. 2.2 Support the civil society initiative to formulate a revised regulatory framework for the CSOs. Such support should include financing of a national process for sounding of opinion from civil society, ensuring full geographical coverage - including district level. 2.3 Explore the possibility of also supporting the public institutions in preparation of legislation, to include processes of sounding of opinion, access to information regarding best practices, and technical assistance. 2.4 Ensure that the revised legislation is based on an analysis of needs as regards kinds of organization and organizational capacity. This may potentially include funding of necessary technical assistance. 2.5 Particular attention should be paid to the issues of governing bodies in order to ensure adherence to the actual capacity of various kinds of organizations, as well as to avoid internal conflicts. 2.6 In conjunction with civil society and public institutions, analyse the advantages and disadvantages of creating a dialogue mechanism. The space for dialogue should give voice to and defend the interests of CSOs, capitalizing on the existing experiences and structures. The possibility of using the annual conference of civil society as the venue for policy dialogue between civil society and the government may be explored.

Recommendation N° 3:

Recognize the CSOs' right to take decisions and support civil society in advocating for its agendas.

Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • Civil society often depends on donor priorities and has to accept them at the expense of its own agendas. • Civil society has demonstrated capacity to prioritize, get mobilized and solve important issues of national in scope – violation of human rights, usurpation of lands, approval of laws (Family Law, Criminal Code, etc.). 	<p>3.1 Take the initiative, possibly in collaboration with JOINT, to organize a discussion on the agenda for development support.</p> <p>3.2 Ensure the right of the CSOs to define their own agendas through the formalizing of Memoranda of Understanding and making available core funding as a complement to project funding. (See also the recommendations on Sustainability.)</p> <p>3.3 Explore together with civil society which of their priorities need support, in order to ensure the greatest impact in terms of lobbying and advocacy actions.</p> <p>3.4 Explore with the CSOs the need for compiling evidence and initiating a dialogue with the RAOs on the use and applicability of the studies carried out.</p> <p>3.5 Support civil society in taking advantage of the existing evidence-based studies – synthesizing and translation into local languages and “transformation” of academic reports into effective advocacy material, dissemination of studies, etc.</p>

Recommendation N° 4: Maintain a frequent and systematic dialogue not only with the Government of Mozambique, but also with civil society itself and its representative's vis-à-vis provincial and central governments.	
Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • Direct dialogue between donors and civil society is rare, due in particular to the existence of intermediaries (joint mechanisms, programmes and INGOs). • The experience of FMO shows that the establishment and maintenance of effective strategic partnerships with the specialized committees of Parliament is possible. This good practice needs to be replicated to other fields. 	<p>4.1 Keep on the agenda in the dialogue with the Government of Mozambique the question of the need for civil society engagement in the processes of democratic governance.</p> <p>4.2 Consider establishment of a forum for discussion between the CSOs and the PAPs in order to discuss key questions concerning agenda, interventions, funding modalities and results to be achieved, with the objective of maintaining up-to-date knowledge on the Mozambican reality (from the top to the base).</p> <p>4.3 Systematize with the FMO the lessons learned in order to be able to replicate them in other contexts.</p> <p>4.4 Discuss and come to consensus with the provincial platforms and networks on the formats for support in order to ensure a pro-active dialogue with the Provincial Assemblies.</p>

6.2.2 Recommendations for supporting CSO capacity building

Civil society in Mozambique is characterized by a great diversity of organizations. It is important to design responses which reflect the organizational diversity and opt for capacity building solutions tailored to each kind of organization.

Recommendation N° 5:
 Base organizational capacity development on assessments of need and capacity, recognizing that organizational capacity development should be in accordance with the size, scope and character of each organization.

Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • The current capacity development initiatives do not serve all kinds of CSOs, and there is a need to define and work in accordance with the specific capacities of each organization. • In some CSOs organizational capacity is not properly anchored and depends in particular on the individual capacity of the team members. • There are positive experiences of “tailored” capacity development for CSOs that at the same time establish targets and parameters for certification. • The Conduct and Ethics Agreement of Civil Society adopted demonstrates recognition on the part of civil society of the need to establish and comply with appropriate operational standards. 	<p>5.1 Put special emphasis on capacity development for fund raising and diversification, including support for formulation of resource mobilization strategies.</p> <p>5.2 Explore in conjunction with civil society the best practices of on-going programmes (AGIR, CAP and MASC), with the objective of replication, for example as regards organizational mentoring.</p> <p>5.3 Explore with civil society the best option for support to broad application of the Conduct and Ethics Agreement, mainly at local level, through platforms and thematic networks. The instruments and conclusions from monitoring the Conduct and Ethics Agreement may subsequently be used in capacity assessment and design of organizational capacity development actions.</p>

Recommendation N° 6: Facilitate the establishment of partnerships between CSOs and research institutions and universities, with the aim of increasing analytical and practical capacity of both parties (action research).	
Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • Shortage of measures to strengthen the technical knowledge necessary for CSOs to operate effectively in their own areas: human rights, legislation, agricultural production, social services, environmental impacts, extractive industry, etc. • The CSOs indicate that there is insufficient specialized technical capacity to respond to current requests (for example on impact of megaprojects) involving issues that at times are highly demanding in scientific terms 	<ol style="list-style-type: none"> 6.1 Promote partnerships between provincial higher education institutions and CSOs in the field of action research, for example internships for final-year students in various technical areas for application of their knowledge. 6.2 Support the compilation of evidence for advocacy purposes, including support to “translate” and make available the studies as effective advocacy tools for a broad array of civil society actors. 6.3 Include support to capacity development to strengthen communication skills, gathering of evidence, preparation of case studies, and undertaking of lobbying and advocacy actions, which allow CSOs a more effective action in policy dialogue and influence. 6.4 Focus on legal education, the ability to speak in public and organize campaigns, writing and language skills – in summary, all of the abilities permitting CSO engagement in public causes. 6.5 Explore the possibility of strengthening the technical capacity of national CSOs – particularly thematic networks and knowledge-based organizations – through the link with international networks specialized in the subjects dealt with by those CSOs. Such strengthening of capacities may include funding of participation in international conferences and courses, translation and adaptation of technical information, technical assistance/peer support, etc.

Recommendation N° 7:**Support platforms and networks to fully perform their mission, namely as regards their coordination and representation role of CSOs**

Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • The platforms and networks are beginning to implement projects outside of their core area, in direct competition with their members. • The platforms and thematic networks represent very important claimed spaces for dialogue, capacity building and coordination of CSOs. • The platforms and thematic networks can play an important role in adoption and implementation of the Conduct and Ethics Agreement. • ICTs are beginning to be available for CSOs at provincial and district level, and represent a potential that is not yet duly exploited. 	<p>7.1 Support the platforms and thematic networks in performing their mission, namely coordination and representation of CSOs. The support should include core funding and funding for office space. Financing should be avoided for implementation of projects diverging from the mission of platforms and networks.</p> <p>7.2 Analyse and come to consensus with civil society on the best way to support broad implementation of the Conduct and Ethics Agreement, principally at local level (for example via platforms and thematic networks).</p> <p>7.3 Explore the possibilities of supporting CSOs and their platforms through making ICTs available, with the objective of facilitating access to and sharing of information.</p>

Recommendation N° 8: Promote alternative forms of skills transfer and knowledge and information sharing.	
Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • It is important that CSOs are at the same technological level as government and private sector, in order for them to be able to maintain a balanced and informed dialogue. • The use of ICTs allows access to information and provides a channel for involvement and active participation of the citizens. It may be applied in governance for the purposes of monitoring, and in rural development as a means for access to information. • The network of community radio stations is growing and represents – especially for the rural population – an important platform for access to information, as well as a democratic path for the expression of opinions and proposals. • There are various successful experiences in use of culture – theatre and dance – as an effective vehicle for communication and transmission of information. 	<p>8.1 Broaden the support for setting up community radio stations, as well as the use of other media.</p> <p>8.2 Support the efforts under way for passing of a legal framework for community radio stations (through FORCOM and potentially CAICC).</p> <p>8.3 Support initiatives for the wider use of ICTs, including acquisition of equipment and training in the use of those technologies.</p> <p>8.4 Explore the experiences in use of theatre as an instrument for mobilization and dissemination, potentially sponsoring a study for analysis of its potentials and forms for expansion.</p>

6.2.3 Recommendations for strengthening CSO sustainability

As regards sustainability, there is a need to acknowledge that financial sustainability depends mainly on resource mobilization and that the focus should be on strengthening fundraising capacity and diversification of funds. Financial independence is established through diversification and reduction of vulnerability created by mono-funding.

Recommendation N° 9: In conjunction with representatives of civil society, sponsor a conference on diversification of funds and guarantee accompaniment of follow-up activities.	
Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> The majority of CSOs depend on funds from donors and are little innovative as regards balanced partnerships with private sector. As a result of organizational support, there are many CSOs with strategic plans, but fewer of them have resource mobilization plans. The collection of membership fees and dues is very limited, and many CSOs recognize this aspect as an untapped potential. The recent trends in Mozambique for donations for humanitarian actions represent an embryonic platform for mobilization of funds for civil society activities. Corporate social responsibility is still not sufficiently exploited in Mozambique, mainly due to civil society being hesitant. Various INGOs with regional offices have experience and knowledge about alternative resource mobilization (among which Help Age, which has a network of contacts in South Africa and broad experience of funds mobilization). 	<p>9.1 Hold a conference with the presence of representatives of other African countries with experience in diversification of funds through non-traditional sources (for example Kenya and South Africa).</p> <p>9.2 Exploit partnerships not only in terms of funding for specific projects, but as well within the context of support to strategic plans and resource mobilization plans (core funding).</p> <p>9.3 In conjunction with representatives of civil society, analyse the possibilities for fundraising through corporate social responsibility, sponsorships and patronage. In this context, the possibility of creating a pool fund for companies to channel resources to CSOs to implement social projects may be explored as a first step.</p> <p>9.4 Carry out a consultancy to analyse, disseminate and discuss the application of information and communication technologies (ICTs) for fundraising (e.g. crowdfunding).</p> <p>9.5 Always include aspects of funds mobilization within organizational capacity development, including the preparation of strategies.</p>

Recommendation N° 10:

Support the organizational sustainability of CSOs, bearing in mind the experiences from outsourcing financial and accounting management duties to small service-provision-based CSOs.

Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • Many small CSOs have difficulties in having staff specialized in financial administration and monitoring. • Experiences from Manica and Zambézia demonstrate the advantages for the small CSOs of outsourcing administrative and financial services. • The outsourcing of services can alleviate the small CSOs and CBOs of the administrative burden, guarantee them easier access to funds and ensure the transfer of know-how from service providers to beneficiary organizations. 	<p>10.1 Carry out a study to compile good practices and study models of outsourcing of administrative services for small CSOs.</p> <p>10.2 Establish pilot experiments in some provinces with high potential (Nampula and/or Sofala), with the objective of strengthening the capacity of service providers and the provision of services to CSOs.</p>

6.2.4 Recommendations related to support modalities

All of the international partners recognized the need for coordination of support to civil society. However, despite the repeated recommendations expressed in studies and evaluations concerning the need for donors' coordination, harmonization and alignment, the interviewees – civil society and international partners – recognize that this problem remains. Funding modalities are frequently designed based on the needs of donor agencies, instead of being based on the needs and capacity levels of the CSOs. The current EU Roadmap initiative may represent an opening for the inclusion of the following recommendations related to civil society support modalities.

Recommendation N° 11: To overcome the inadequate coordination of diverging approaches on civil society, it is recommended to establish a cross-cutting mechanism for coordination among donors.	
Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • A large part of the international partners interviewed acknowledges a persistent lack of coordination as regards civil society interventions and support programmes. • In addition to coordination among international partners, consensus is needed on the definition of civil society, along with ensuring ongoing exchange of information and systematic recording of assistance to civil society in ODAMOZ. 	<p>11.1 Establish a forum for discussion in which various actors may systematically discuss funding models and their implications and priority interventions and their results in the follow-up on the Roadmap process. Such an initiative can and should include representatives of civil society.</p> <p>11.2 On the basis of the various studies and evaluations carried out recently, systematize the lessons learned in terms of best practices. The initiative for coordination should result in (i) regular updating of information on the ODAMOZ page; (ii) ensuring a specific category for support to civil society (including simply a filter in the ODAMOZ system).</p>

Recommendation N° 12: CSO support mechanisms should ensure decentralized outreach to small CSOs at provincial and district level.	
Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • The majority of the CSO funding mechanisms operate on a centralized basis in Maputo, with complaints from provincial CSOs. • The experiences of various joint CSO funding mechanisms demonstrate that it is extremely important to carry out support and ongoing capacity building during the process of application for funds. • There are various agencies with offices at provincial level. This practice is praised by the provincial CSOs due to facilitating ongoing communication and contacts between donors and beneficiaries. 	<ul style="list-style-type: none"> 12.1 Explore the development agencies' experiences of decentralization at provincial level (Niassa: Sweden and Ireland; Nampula: Netherlands; Inhambane: Ireland), with the objective of capitalizing on best practices in terms of proximity to the CSOs. 12.2 Encourage the growth of CSOs at grassroots level through earmarked funds for geographical areas and kinds of organizations. 12.3 Consider the possibility of establishing forms of interaction with CSOs at provincial level – through platforms and with a (potentially virtual) quarterly presence, providing opportunity for small CSOs to have inputs, accompaniment and feedback on the process of application for funds. The important thing will be to ensure proximity and accessibility both in the application process (feedback to the applications) and during project implementation. 12.4 Explore the possibility of hiring a local consulting firm for the management of small funds for support to capacity development and implementation of CSO projects, with the objective of ensuring presence at provincial level. The possibilities of partnerships with solidly structured organizations with a strong presence in the field (for example UNAC, ORAM and others) may likewise be explored, with the objective of extending the financing to local organizations. 12.5 Define the needs of CSOs at various levels, in conjunction with platforms and thematic networks. There should be a close link between support strategies and needs identified. 12.6 As regards technical capacity building, consider the possibility of setting up learning hubs within the context of thematic networks, in order to better capitalize on the resources. The capacity building should be ongoing and make use of ICTs to broaden the range of action and accessibility. 12.7 Ensure that the capacity building is under the responsibility of thematic networks and platforms, and that support is provided in terms of funding, facilitation, equipment and access to information. 12.8 Support physical premises for provincial platforms, thus making available space for these organizations and CSOs to operate and share resources.

Recommendation N° 13:

Support to the CSOs should follow established best practices and the recommendations for harmonization and alignment expressed in various studies.

Main problems and opportunities identified	Actions proposed
<ul style="list-style-type: none"> • Civil society will always consist in a diversified group of organizations. The smallest organizations may never manage to fulfil the requirements as to structure and institutionalization, while the assumption remains that their importance in civil society will not be less for that reason. • The problems identified in various studies persist –support modalities with excessively short terms, an absence of funding of current expenditures and reserve capital , as well as the high level of bureaucratization in the administration. • The demand for national counterpart funds represents a problem for CSOs. This requirement is noted not only as regards EU funds, but also for various funds made available by the Government of Mozambique. 	<p>13.1 Reconsider the viability of the short-term project funding modality with no consideration for current costs as eligible expenses.</p> <p>13.2 Accept risk willingness as a necessity in the search for innovative and effective forms of support.</p> <p>13.3 Consider the elimination of national counterpart funds, or drastically reducing their amount in order to make possible the access on part of Mozambican CSOs to the financing (from the EU). In the same way, the recommendations on harmonization and alignment of funding instruments with existing CSO systems should be taken seriously.</p>

UNIÃO DOS CAMPESES DE CHIPOSSE
MECANHELAS



Union of Peasants Mecanhelas, Niassa, 2012.

Appendix

- A. Abbreviations**
- B. Bibliography**
- C. Interview Check list**
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- H. Specific Characteristics of Civil Society by Province**

A. Abbreviations

English		Portuguese	
AAJC	Association for Legal Community Assistance	Associação Assistência Jurídica à Comunidades	AAJC
ABC	Brazilian Cooperation Agency	Agência Brasileira de Cooperação	ABC
ACAMO	Association of the Blind and Partially Sighted of Mozambique	Associação de Cegos e Amblíopes de Moçambique	ACAMO
ADEM	Economic Development Agency of Manica	Agência de Desenvolvimento Económico de Manica	ADEM
ADEMO	Association of the Disabled of Mozambique	Associação dos Deficientes de Moçambique	ADEMO
AENA	National Rural Extension Association	Associação Nacional de Extensão Rural	AENA
AGEMO	Association of Economic Operators of Mocuba	Associação de Agentes Económicos de Mocuba	AGEMO
AGIR	Action Programme for Inclusive and Responsible Governance	Programa de Acções para uma Governação Inclusiva e Responsável	AGIR
AGM	Annual General Meeting	Assembleia Geral	AG
AMA	Environmental Association	Associação do Meio Ambiente	AMA
AMECON	Mozambican Association of Economists	Associação Moçambicana de Economistas	AMECON
AMIMO	Association of Miners of Mozambique	Associação dos Mineiros de Moçambique	AMIMO
AMMCJ	Mozambican Association of Women in Law	Associação Moçambicana das Mulheres de Carreira Jurídica	AMMCJ
AMOMIF	Mozambican Association of Micro-Finance Operators	Associação Moçambicana de Operadores de Microfinanças	AMOMIF
APRM	African Peer Review Mechanism	Mecanismo Africano de Revisão de Pares	MARP
ATM	Automated Teller Machine	Caixa automática (Multibanco)	ATM
BTI	Bertelsmann Stiftung's Transformation Index	BTI	
CAFOD	Catholic Agency For Overseas Development	Agência Católica de ajuda de desenvolvimento	CAFOD
CAICC	Support Centre for Community Information and Communication	Centro de Apoio à Informação e Comunicação Comunitária	CAICC

CAP	Capable Partners Program – FHI 360	Programa de Capacitação de Parceiros – FHI360	CAP
CBO	Community-Based Organizations	Organizações Comunitárias de Base	OCB
CC	Consultative Committee	Conselho Consultivo	CC
CCM	Christian Council of Mozambique	Conselho Cristão de Moçambique	CCM
CEP	Citizen Engagement Programme	Cidadania e Participação	CEP
CESSC	Centre for Learning and Capacity Building for Civil Society	Centro de Aprendizagem e Capacitação da Sociedade Civil	CESSC
CIP	Centre for Public Integrity	Centro de Integridade Pública	CIP
CIVICUS	World Alliance for Citizen Participation	Aliança Mundial para a Participação dos Cidadãos	CIVICUS
CNCS	National Council to Fight HIV/AIDS	Conselho Nacional de Combate ao HIV/ SIDA	CNCS
CNE	National Elections Commission	Comissão Nacional de Eleições	CNE
CONSILMO	Confederation of Free and Independent Trade Unions	Confederação Nacional dos Sindicatos Independentes	CONSILMO
CONTAG	National Confederation of Agricultural Workers	Confederação Nacional dos Trabalhadores na Agricultura (Brasil)	CONTAG
COWI	Danish consulting agency	Agência de Consultoria Dinamarquesa	COWI
CPO	Planning and Budget Committee	Comissão do Plano e Orçamento	CPO
CRM	Constitution of the Republic of Mozambique	Constituição da República de Moçambique	CRM
CSI	Civil Society Index	Índice da Sociedade Civil	CSI
CSO	Civil Society Organization	Organização da Sociedade Civil	OSC
CSO/LA	EU budget line: Civil Society Organisations and Local Authorities	Linha orçamental da UE para Organizações da Sociedade Civil / Autoridades Locais	OSC / AL
CSSF	Civil Society Support Fund	Fundo de Apoio à Sociedade Civil	FASC
CTA	Confederation of Business Associations of Mozambique	Confederação das Associações Económicas de Moçambique	CTA

CTO	Theatre of the Oppressed Centre	Centro de Teatro do Oprimido	CTO
CTV	Living Earth Centre	Centro Terra Viva	CTV
DAPP	People to People Development Aid	Ajuda de Desenvolvimento Povo a Povo	ADPP
EUD	European Union Delegation	Delegação da União Europeia	DUE
DFID	Department for International Development – United Kingdom	Departamento para o Desenvolvimento Internacional do Reino Unido	DFID
DO	Development Observatory	Observatório do Desenvolvimento	OD
DPA	Provincial Directorate of Agriculture	Direcção Provincial de Agricultura	DPA
DPMAS	Provincial Directorate of Women and Social Affairs	Direcção Provincial de Mulher e Acção Social	DPMAS
DPPF	Provincial Directorate of Planning and Finance	Direcção Provincial de Plano e Finanças	DPPF
EDF	European Development Fund	Fundo Europeu de Desenvolvimento	FED
EFA	Education for All movement	Movimento de Educação para Todos	MEPT
EIDHR	European Instrument for Democracy and Human Rights	Instrumento Europeu para Democracia e Direitos Humanos (EIDHR)	IEDDH
EU	European Union	União Europeia	UE
FAMOD	Forum of Mozambican Associations of the	Fórum das Associações Moçambicanas de Deficientes	FAMOD
FAO	Food and Agriculture Organization of the United Nations	Organização das Nações Unidas para a Agricultura e Segurança Alimentar	FAO
FDC	Foundation for Community Development	Fundação para o Desenvolvimento da Comunidade	FDC
FDI	Foreign Direct Investment	Investimento Directo Estrangeiro	IDE
FEDESMO	Forum of Energy Sources and Sustainable Development of Mozambique	Fórum de Energias e Desenvolvimento Sustentável de Moçambique	FEDESMO
FIR	Rapid Reaction Force	Força de Intervenção Rápida	FIR
FMO	Budget Monitoring Forum	Fórum de Monitoria do Orçamento	FMO

FOCADE	Forum of Non-governmental Organizations of Cabo Delgado	Fórum de Organizações Não-governamentais de Cabo Delgado	FOCADE
FONAGNI	Forum of Non-governmental Organizations of Niassa	Fórum das Organizações Não-governamentais do Niassa	FONAGNI
FONGA	Forum of Non-governmental Organizations of Gaza	Fórum das Organizações Não-governamentais de Gaza	FONGA
FORCOM	Forum of Community Radio Stations	Forum das Rádios Comunitárias	FORCOM
G19	G19 Programme Aid Partners (PAPs)	Grupo dos Parceiros do Orçamento Geral do Estado de Moçambique	G19
G20	Group of 20 Mozambican CSOs working with government and donors to draw up poverty reduction plans and monitor governance	Grupo Moçambicano de vinte OSCs que trabalha com o Governo e os Doadores para elaborar Planos de Luta contra a Pobreza e monitorar a governação	G20
GDP	Gross Domestic Product	Produto Interno Bruto	PIB
GMD	Mozambique Debt Group	Grupo Moçambicano de Dívida	GMD
GON	Office of the National Authorizing Officer, Ministry of Foreign Affairs and Cooperation	Gabinete do Ordenador Nacional, Ministerio dos Negocios Estrangeiros e Cooperação	GON
GPA	General Peace Accord	Acordo Geral de Paz	AGP
HDI	Human Development Index	Índice do Desenvolvimento Humano	IDH
HIV/AIDS	Acquired immunodeficiency syndrome (AIDS) caused by the human immunodeficiency virus (HIV)	Síndrome da Imunodeficiência Adquirida provocada pelo vírus da imodeficiência humana VIH	HIV/SIDA
HOPEM	Men for Change Network	Rede de Homens pela Mudança	HOPEM
ICT	Information and Communication Technology	Tecnologia de Informação e Comunicação	TIC
IESE	Institute for Social and Economic Studies	Instituto de Estudos Sociais e Económicos	IESE
INAS	National Institute for Social Action	Instituto Nacional de Acção Social	INAS
INE	National Statistics Institute	Instituto Nacional de Estatística	INE
INEFP	National Institute for Employment and Vocational Training	Instituto Nacional de Emprego e Formação Profissional	INEFP

INGC	National Institute for Natural Disaster Management	Instituto Nacional de Gestão das Calamidades	INGC
INGO	International Non-governmental Organization	Organização Não-governamental Internacional	ONGI
INS	National Institute of Health	Instituto Nacional de Saúde	INS
IPCC	Institution for Community Participation and Consultation (at District level)	Instituição de Participação e Consultas Comunitárias de nível Distrital	IPCC
ITAD	Itad - Monitoring & Evaluation for International Development (British consulting agency)	Agência de Consultoria Britânica	ITAD
IVERCA	Tourism, Culture and Environment Association	Associação de Turismo, Cultura e Meio Ambiente	IVERCA
JA	Environmental Justice	Justiça Ambiental	JA
JICA	Japanese International Cooperation Agency	Agência Japonesa de Cooperação Internacional	JICA
JOINT	League of NGOs in Mozambique	Liga de ONGs em Moçambique	JOINT
KEPA	Umbrella organization for Finnish civil society organizations (CSOs)	Organização umbrela das OSCs Finlandesas	KEPA
LAMBDA	Mozambican Association for the Defence of the Rights of Lesbians, Gays, Bisexuals and Transgendered (LGBT)	Associação de Defesa dos Direitos das Lésbicas, Gays, Bissexuais e Transexuais (LGBT)	LAMBDA
LDH	Human Rights League	Liga dos Direitos Humanos	LDH
LFFB	Forests and Wildlife Law	Lei das Florestas e Fauna Bravia	LFFB
LNG	Liquid Natural Gas	Gás Natural Liquefeito	GNL
MASC	Civil Society Support Mechanism	Mecanismo de Apoio à Sociedade Civil	MASC
MDG	Millennium Development Goal	Objectivo de Desenvolvimento do Milénio	ODM
MDM	Mozambique Democratic Movement of (political party)	Movimento democrático de Moçambique (partido político)	MDM
MGCAS	Ministry of Gender, Children and Social Action	Ministério de Género, Criança e Acção Social	MGCAS
MINAG	Ministry of Agriculture and Food Security	Ministério de Agricultura e Segurança Alimentar	MINAG

MINEC	Ministry of Foreign Affairs and Cooperation	Ministério de Negócios Estrangeiros e Cooperação	MINEC
MINED	Ministry of Education and Human Development	Ministério de Educação e Desenvolvimento Humano	MINED
MINTRAB	Ministry of Labour, Employment and Social Security	Ministério de Trabalho, Emprego e Segurança Social	MINTRAB
MISAU	Ministry of Health	Ministério de Saúde	MISAU
MOPH	Ministry of Public Works and Housing	Ministério de Obras Públicas e Habitação	MOPH
MOZAL	Mozambique Aluminium (an aluminium smelter plant)	Mozambique Aluminium (an aluminium smelter plant)	MOZAL
MPD	Ministry of Planning and Development	Ministério de Plano e Desenvolvimento	MPD
MRC	Mozambique Red Cross	Cruz Vermelha de Moçambique	CVM
MRP	Mecanismo de Resposta à Procura	Demand Response Mechanism	
MS	Member States	Estados Membros	EM
MULEIDE	Association for Women, Law and Development	Associação Mulher Lei e Desenvolvimento	MULEIDE
NAIMA	Network of International Organizations Working on Health and HIV in Mozambique	Rede de ONGs a trabalhar em Saúde e HIV/SIDA	NAIMA
NGO	Non-governmental Organization	Organização Não Governamental	ONG
NIP	National Indicative Programme	Programa Indicativo Nacional	PIN
NSA	Non-state actors	Actores Não Estatais	ANE
ODAMOZ	Official Development Assistance to Mozambique Database	Base de dados oficial sobre o apoio ao desenvolvimento	ODAMOZ
OECD	Organisation for Economic Co-operation and Development	Organização para a Cooperação e Desenvolvimento Económico	OCDE
OJM	Organization of Mozambican Youth	Organização da Juventude Moçambicana	OJM
OMM	Organization of Mozambican Women	Organização da Mulher Moçambicana	OMM
OMR	Rural Observatory	Observatório do Meio Rural	OMR

ONJ	National Organization of Journalists	Organização Nacional dos Jornalistas	ONJ
ONP	National Organization of Teachers	Organização Nacional dos Professores	ONP
ORAM	Rural Mutual Aid Organization	Organização Rural de Ajuda Mútua	ORAM
OTM	Mozambique Workers' Organization	Organização dos Trabalhadores Moçambicanos	OTM
PAANE	Programme to Support Non-State Actors	Programa de Apoio aos ANEs	PAANE
PAPs	Programme Aid Partners	Parceiros de Apoio Programático	PAPs
PARP(A)	Poverty Reduction Action Plan	Plano de Acção para a Redução da Pobreza (Absoluta)	PARP(A)
PIREP	Integrated Programme for Vocational Education Reform	Programa Integrado da Reforma do Ensino Profissional	PIREP
PLASOC	Chimoio Civil Society Platform, Manica Province	Plataforma da Sociedade Civil de Chimoio, Província de Manica	PLASOC
PNDH	National Pressure for Human Rights	Pressão Nacional de Direitos Humanos	PNDH
PPOSC	Provincial Civil Society Platform of Nampula	Plataforma Provincial das Organizações da Sociedade Civil de Nampula	PPOSC
PROSAVANA	Triangular Co-operation Programme for Agricultural Development of the Tropical Savannah in Mozambique	Programa de Cooperação Triangular para o Desenvolvimento Agrário da Savana Tropical em Moçambique	PROSAVANA
PSC-PS	Civil Society Platform for Social Protection	Plataforma da Sociedade Civil – Protecção Social	PSC-PS
RAO	Research and Advocacy Organization	Organização de Pesquisa e Advocacia	OPA
Rede CAME	Network against the Abuse of Minors	Rede Contra Abuso de Menores	Rede CAME
ROSA	Network of Organizations for Food Sovereignty	Rede de Organizações para a Soberania Alimentar	ROSA
Rede CAME	Rede Contra Abuso de Menores	Network against abuse of minors	Rede CAME
ROSA	Rede de Organizações para a Soberania Alimentar	Network of Organizations for Food Sovereignty	ROSA
ROSC	Civil Society Forum for Child Rights	Rede de Direitos da Criança em Moçambique	ROSC

SDC	Swiss Development Cooperation	Cooperação Suiça de Desenvolvimento	SDC
SWOT	Strengths, Weaknesses, Opportunities, Threats	Força, Oportunidade, Fraquezas, Ameaças	FOFA
TOR	Terms of Reference	Termos de Referência	TdR
TVET	Technical and Vocational Education and Training	Educação e Formação Técnica e Profissional	EFTP
RRU	Rapid Reaction Unit	Unidade de Intervenção Rápida	UIR
UNAC	National Union of Peasants	União Nacional dos Camponeses	UNAC
UNDAF	United Nations Development Assistance Framework	Quadro de Apoio ao Desenvolvimento	UNDAF
UNDP	United Nations Development Programme	Programa das Nações Unidas para o Desenvolvimento	PNUD
UNESCO	United Nations Educational, Scientific and Cultural Organization	Organização das Nações Unidas para a Educação, a Ciência e a Cultura	UNESCO
UNFPA	United Nations Population Fund	Fundo de População das Nações Unidas	FNUAP
UNICEF	United Nations Children's Fund	Fundo das Nações Unidas para a Infância	UNICEF
UNIDO	United Nations Industrial Development Organization	Organização das Nações Unidas para o Desenvolvimento Industrial	ONUDI
UPCN	Provincial Union of Peasants of Nampula	União Provincial de Camponeses de Nampula	UPCN
UPCT	Provincial Union of Peasants of Tete	União Provincial de Camponeses de Tete	UPCT
UPCZ	Provincial Union of Peasants of Zambezia	União Provincial de Camponeses de Zambézia	UPCZ
UPR	Universal Periodic Review	Revisão Periódica Universal	RPU
USAID	United States Agency for International Development	Agência dos Estados Unidos para o Desenvolvimento Internacional	USAID
YA	Young Africa	Young Africa	YA
WLSA	Women and Law in Southern Africa	Mulher e Lei na África Austral	WLSA
YA	Young Africa		YA

B. Bibliography

The bibliography contains the key documents consulted during preparation of the Mapping Study of CSOs in Mozambique. It is organized by those topics that emerged as of relevance in the course of the study.

Overall context

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C. Interview Check list

CSO Mapping Study Mozambique 2015

Main aspect	Guiding questions
The Structure of Civil Society	<ol style="list-style-type: none"> 1. What is the structure of CSO in Mozambique, in terms of the number of CSOs registered and operating in the country, and changes over time? 2. How well structured is Civil Society, from the grassroots level to the level of networks and platforms? And its geographical distribution? 3. What are the key roles and areas of expertise of CSOs, etc.?
The Environment	<p>The political, legal and institutional environments in which CSOs operate, paying particular attention to:</p> <ol style="list-style-type: none"> 1. The degree to which the legal and regulatory framework is enabling and conducive for CSOs in Mozambique; 2. How favorable is the existing framework for CSOs - government interactions, etc. 3. To what extent the new political change and leadership will affect (positive or negatively) the CSOs working environment.

Main aspect	Guiding questions
CS Capacity	<ol style="list-style-type: none"> 1. How legitimate and credible are the various categories of CSOs in terms of constituency building, representativeness, leadership, independence, and internal governance? 2. How effective are the various categories of CSOs in fundraising, program formulation, definition of results frameworks, financial management, evaluation, etc.? 3. To what extent is CS in Mozambique equipped to conduct research and engage in effective advocacy? 4. To what extent is CS in Mozambique organized in thematic and general platforms and alliances at sub-national and national level? Do links exist with regional and global networks, research communities and platforms?
CS Engagement¹	<ol style="list-style-type: none"> 1. What space exists for CS to mobilize citizens and interact with the government and other state bodies in Mozambique (i.e. entry points for CSOs; level and quality of interactions between the State and CSOs in the different phase of the policy cycle; level of influence/impact; etc)? 2. How active are CSOs in the field of democratic transparency and accountability? 3. What are the key policy areas, in which CSOs in Mozambique are or could be successfully engage in policy dialogue, given their current capacities, the state of the sector and the political context? Etc. Special attention should be brought to the focal sectors of EU cooperation in Mozambique (i.e. governance, rural development and their complementary actions in human rights, cultural heritage, social services and vocational education and training.
CS Sustainability	Financial autonomy, ability to fundraise, existing donor support models, political and legal environments of CSOs and civil society networks, with special focus on the “Law of Associations” and the impact of its amendment.

1. For the engagement framework, please refer to: EC Tools and Methods Series Reference Document: Promoting civil society participation in policy and budget processes, January 2014.

D. Contracts under way with CSOs, June 2015

Number	Contract Name	Concluding date	Entity	Amount	Location	Sector
272562	TEACHING TO READ IN ORDER TO LEARN: integrated literacy training in local languages to eradicate illiteracy in the villages.	02/01/2016	PROGRESSO ASSOCIATION	841,383	Mozambique – Provinces of Cabo Delgado and Niassa Four Districts in each Province (Cabo Delgado: Mueda, Muidumbe, Nangade, Ancuabe; Niassa: Muembe, Sanga, Lichinga, Lago)	Adult education
272556	Inclusive Adult Education in Mozambique	09/30/2015	DEUTSCHER VOLKSHOCHSCHUL - VERBAND EV	450,000	Sofala and Maputo Provinces, Mozambique	Adult education
315626	Support to Accelerate Progress towards MDG 1C in Mozambique – FAO Sub-Programme	06/05/2018	FAO and various local and international NGOs sub-contracted	19,900,000	Programme activities will cover an extensive geographical area covering 15 Districts in five Provinces, concentrating mainly in three areas; (i) Nacala Corridor (Malema and Ribáuè Districts in Nampula and Alto Molócuè and Gurúè in Zambezia) and (ii) Beira Corridor (Gondola, Sussendenga, Báruè and Manica Districts in Manica Province, and Búzi, Maringuè, Gorongosa and Nhamatanda in Sofala Province) and (iii) Tete province (Angónia, Tsangano and Macanga Districts).	Agricultural development
313281	Support to Accelerate Progress towards MDG 1C in Mozambique – IFAD Sub-Programme	04/24/2018	IFAD and various local and international NGOs sub-contracted	26,000,000	The Action takes place in 32 districts of six provinces within Mozambique (Sofala, Manica, Zambezia, Nampula, Cabo Delgado and Niassa).	Agricultural development

Number	Contract Name	Concluding date	Entity	Amount	Location	Sector
316043	Support to Accelerate Progress towards MDG 1C in Mozambique - WFP Component	05/01/2018	WFP and various local and international NGOs sub-contracted	12,000,000	The Action takes place in 21 districts of five Provinces (Manica, Sofala, Zambezia, Tete and Nampula) and nationwide for the strengthening.	Agricultural development
352838	Strengthening Civil Society to enhance livelihoods through supporting economic skills diversification, markets and gender equity in Zambezia	01/31/2018	CONCERN WORLD-WIDE LBG	1,400,000	Mozambique: Zambezia Province, Districts of Inhassunge, Chinde, Nicoadala and Quelimane	Agricultural development
323897	Securing marine biodiversity through sustainably financed and community-managed marine areas in coastal Mozambique.	12/10/2018	ZOOLOGICAL SOCIETY OF LONDON for local communities	1,992,871	Between Rovuma River and Mocimboa da Praia, Mozambique	Biodiversity
303003	Formation of Referral Business Representation Associations in Mozambique	01/31/2016	BEIRA COMMERCIAL ASSOCIATION	424,083	Mozambique	Business support services and institutions
273282	Knowing in order to Participate: The tripartite consultation and social dialogue forums in the provinces for a true social dialogue	09/30/2016	ISCOS Italy	992,422	Mozambique	Social dialogue

Number	Contract Name	Concluding date	Entity	Amount	Location	Sector
294606	Support to development of human resources in the areas of health management and administration	12/01/2016	EDUCTRADE Consulting and Polytechnic University	2,506,205	Mozambique	Health
336223	Institutional Development of the National AIDS Council (CNCS) in Mozambique, Phase 2	12/31/2016	GIZ and some funds for CNCS for funding local NGOs	4,812,000	Mozambique, targeting the seven provinces with highest HIV prevalence	Health
272652	Building Inclusive Education for Children with Disabilities	09/30/2015	SAVE THE CHILDREN FUND LBG	581,941	Mozambique: Districts of Manhiça (Maputo Province), Chibuto and Manjacaze (Gaza Province), Gorongosa and Caia (Sofala Province), Manica and Gondola (Manica Province), Monapo and Nacala-a-Velha (Nampula Province), Mopeia and Morrumbala (Zambezia Province)	HR - Disability
290005	Contribute to respect for and application of women's and girls' rights in the rural communities	08/31/2015	CCS ITALY	96,000	Maputo Province, District of Moamba	HR - Women
328330	Prevention of violence against women and girls in the District of Matola so as to contribute to ensuring the exercise of sexual and reproductive rights	12/09/2015	MÉDICOS DEL MUNDO SPAIN ASSOCIATION	158,867	Mozambique, Maputo, Matola	HR - Children

Number	Contract Name	Concluding date	Entity	Amount	Location	Sector
353693	Promotion of Social Protection of Children, Adolescents and Young People: Family and Community Life in Luís Cabral	03/01/2018	CHILDREN OF MOZAMBIQUE ASSOCIATION	321,485	Mozambique, Maputo Province, District of Maputo, Luís Cabral Neighbourhood	HR - Children
323339	All Children are My Child	01/14/2017	SAVE THE CHILDREN ITALY ONLUS ASSOCIAZIONE	930,008	Mozambique, Municipalities of Beira, Nacala and Pemba	HR - Children
339794	Xinavane - Development of Sugarcane Plantations	05/12/2016	TONGAAT HULETT – XINAVANE SUGAR MILL, Ltd. private non-profit for local communities	1,545,496	Mozambique	Industrial crops/ export crops
341771	Maragra – Skills Training Project for Promotion of Associations of Sugarcane Farmers	05/07/2017	MARAGRA SUGAR LTD. private non-profit for local communities	200,000	Mozambique	Industrial crops/ export crops
341949	Xinavane - Strengthening of the Sugarcane Producer Associations	05/12/2016	TONGAAT HULETT - XINAVANE SUGAR MILL Ltd. private non-profit for local communities	143,728	Mozambique	Industrial crops/ export crops

Number	Contract Name	Concluding date	Entity	Amount	Location	Sector
339313	Development of Cane Planting by Small-Scale Farmers of Maragra	05/07/2017	MARAGRA SUGAR LTD. private non-profit for local communities	2,400,000	Mozambique	Industrial crops/ export crops
Coming soon	Road reconstruction: accompanying measures	Coming soon	Local NGO for road security and community areas maintenance	1,000,000	Zambezia	Infrastructures
273406	Chakahanyela: garbage culture	08/28/2015	CITY OF VILANKULO and urban associations	200,000	Vilankulos	Infrastructures
289997	Promotion of access to information: Empowerment of the citizens to know and demand their rights	02/29/2016	IBIS FORENING	200,000	Province of Niassa, Province of Maputo and national level, Mozambique	Media
340379	Increasing Political Consciousness and Expanding the Voices of the Citizens in the Electoral and Democratic Processes	04/03/2016	FORCOM	267,694	Eight provinces: Niassa, Nampula, Zambezia, Tete, Manica, Sofala, Inhambane and Maputo	Media
337847	Build up resilience and equitable access to basic social protection programmes with the most marginalized groups	07/31/2019	HANDICAP INTERNATIONAL FRANCE ASSOCIATION	1,359,431	Cities of: Maputo, Matola, Beira, Tete and Nampula	Social protection

Number	Contract Name	Concluding date	Entity	Amount	Location	Sector
273216	Responsible Companies: Analysis of Social Dialogue and the Social Responsibility of Local and Foreign Companies in Mozambique	12/31/2015	CATHOLIC UNIVERSITY OF MOZAMBIQUE	467,738	Mozambique, Provinces of Maputo, Sofala and Nampula	Corporate Social Responsibility
22792	PAANE	09/18/2015	MOZAMBIQUE GOVERNMENT	5,000,000	Mozambique	Support to CSOs
272937	Self-sustainable and replicable agricultural TVET for young people with a rural background	12/31/2016	STICHTING WILDE GANZEN IKON/ Young Africa Mozambique	840,000	Dondo, Sofala Province, Mozambique	Vocational training
273467	Sustainable development of the five agricultural schools of Sofala Province	09/17/2015	ESMABAMA ASSOCIATION	247,064	Sofala Province, Mozambique	Vocational training
304515	The world of work: New challenges for unemployed youth in the Chamanculo "C" Neighbourhood of Maputo	07/31/2015	FONDAZIONE AVSI	495,893	Mozambique, Maputo, District of Nhlamankulu, Chamanculo "C" Neighbourhood	Vocational training
300848	Knowledge is power: Enhancing the social and economic rights of rural women in Northern Mozambique	04/01/2016	HELVETAS SWISS INTERCOOPERATION ASSOCIATION	1,380,107	Mozambique, Cabo Delgado Province, Ancuabe, Chiúre, Macomia and Mecúfi Districts	Vocational training
302313	Community Centres for Development of Skills in Mozambique	10/31/2015	ADPP Mozambique	466,616	Mozambique: Provinces of Maputo (Machava), Manica (Chimoio), Nampula (Nacala) and Sofala (Nhamatanda).	Vocational training

Number	Contract Name	Concluding date	Entity	Amount	Location	Sector
305965	Vocational training and educational programs to increase employability in the hotel and tourism sector in Cabo Delgado Province	01/31/2017	ISTITUTO OIKOS ONLUS ASSOCIAZIONE	958,225	Mozambique (Cabo Delgado Province)	Vocational training
308565	Poverty reduction through Youth Empowerment, Technical Training and Employability in Mozambique	03/31/2017	STICHTING PLAN NEDERLAND	983,597	Inhambane province in Mozambique	Vocational training
338928	Enabled for (self)-employment – access to inclusive VET training for (rural) youth	12/16/2018	YOUNG AFRICA ASSOCIATION - MOZAMBIQUE	1,500,000	Sofala Province	Vocational training
354191	Opportunities for Youth Employment in the Beira Corridor: Linking informal and formal economies	02/28/2019	STICHTING SNV NEDERLANDSE ONTWIKKELING-SORGANISATIE	1,499,980	Sofala Province: Marroméu, Marringuè, Cheringoma; Manica province: Messica, Macate, Sussundenga, Tambara, Macossa, Guro; Tete Province: Angónia, Tsangano, Macanga, Changara; Zambezia Province: Mopeia, Murrumbala	Vocational training

E. Civil Society Funding Mechanisms and Programmes

Programme / Project	Objective	Main Topics	Forms of Support	Implementation Period	Funders	Comments
AGIR' (Action Programme for an Inclusive and Accountable Governance)	Active citizenry and a strong and vibrant civil society that participates and influences the democratic processes, contributing to accountable governance, deepening of democracy, gender equality and human rights in Mozambique.	Governance	<p>Direct funds for implementation of the partners' strategic plans</p> <p>Direct support to development of programme and financial management capacities</p>	<p>First Phase (2010–2014)</p> <p>Second Phase (2015–2020)</p>	Embassies of Sweden, Denmark and the Netherlands	<p>Implemented by four INGOs with specific areas.</p> <p>Diakonia and Oxfam Novib manage Sub-programme A - Participation; political, social, legal (including human) rights and financial accountability (including transparency and corruption);</p> <p>WeEffect manages Sub-Programme B - Natural resources and community rights;</p> <p>Ibis manages Sub-Programme C - Access to information.</p>
CAP – Capable Partners Program	Strengthening the technical and organizational abilities of local CSOs to operate more effectively, manage donors' funds, provide services and plan the future	Social sectors (Health - HIV/AIDS)	<p>Grants,² technical assistance</p> <p>Capacity development in financial management</p>	2006-2016 ³	International Development Agency of the USA (USAID/ PEPFAR).	Implemented in partnership with FHI 360.

1. http://ibismozambique.org/sites/default/files/PDF%20global/Mozambique%20PDF/relatorio_anual_de_actividades_da_ibis_mocambique_2012.pdf

2. <http://www.ngoconnect.net/documents/592341/749044/CAP+Moz+Graduation+Process+FINAL+port.pdf>

3. <http://www.fhi360.org/projects/capable-partners-program-cap-mozambique>

Programme / Project	Objective	Main Topics	Forms of Support	Implementation Period	Funders	Comments
CEP ⁴ (Citizenship and Participation)	Contribute to improvement in the quality of health and education services, through capacity development for the local CSOs and Committees.	Social sectors (Health and Education)	Capacity development for monitoring of services through Community Scorecards and Citizen Report Cards	2012-2017	British Department for International Development (DfID), Irish Development Cooperation Agency (Irish Aid), US Agency for International Development (USAID) and the Danish Development Agency (DANIDA)	The programme is implemented by a consortium of six organizations, with COWI (private company) as entity in charge of the Programme Implementation Unit headquartered in Maputo. The programme is implemented in four provinces, through the offices of Save the Children (Gaza, Nampula, Manica and Zambezia), covering five Districts in each Province. The Mozambican organizations CESC and N'weti – as well as KWANTU from South Africa and the Institute for Development Studies of England – support implementation with technical assistance.
PAANE ⁵ – Programme of Support to Non-State Actors	Programme of support to civil society that has as its objectives to contribute to improvement in governance and citizenship in Mozambique, aiming at sustainable socio-economic development and poverty reduction.	Governance and Citizenship: Political and social dialogue between non-state actors and the public authorities Youth and civic education	Project funding Technical and financial support for advocacy and other activities	19/09/2012 to 19/09/2018 ⁶	European Union/EDF (European Development Fund)	Covers all provinces in Mozambique. The programme is implemented by the Ministry of Foreign Affairs, through the Office of the National Authorizing Officer, and includes a technical assistance team. The programme has technical assistance from MAP Consulting and GFA Consulting.

4. <http://www.cep.org.mz/index.php>

5. www.paane.co.mz/

6. <http://www.paane.co.mz/index.php/pt/documentos/documentos-do-paane>

Programme / Project	Objective	Main Topics	Forms of Support	Implementation Period	Funders	Comments
ITC-F – Initiative for Community Lands - Foundation ⁷	Strengthen capacity and legal rights for land use at community level, with a view to fostering the sustainable use of natural resources, as a contribution to poverty reduction and promotion of rural development.	Rural development (land and other natural resources, community rights)	Project funding	First Phase ⁸ (2006 – 2011) Extension Phase (2011 – 2014)	The project is funded by a group of donors led to date by the Department for International Development of the British government (DfID) and includes the Embassy of the Netherlands, the Swiss Agency for Development and Cooperation (SDC), the Irish Development Cooperation Agency (DCI), the Swedish International Development Agency (SIDA) and the Danish International Development.	Implemented by KPMG. Initially the project was being implemented solely in the rural communities in Gaza, Manica and Cabo Delgado provinces. Starting from 2009, and with the same objectives, MCA (Millennium Challenge Account) joined the programme, funding expansion of the initiative to Nampula, Niassa and Zambezia provinces.

7. <http://www.itc.co.mz/lib/pdf/reports/RelatorioWeb%20ITC%20Ano%20V%20G6%20%282010-2011%29.pdf>

8. <http://www.itc.co.mz/reports>

Programme / Project	Objective	Main Topics	Forms of Support	Implementation Period	Funders	Comments
MASC – Civil Society Support Mechanism ⁹	Improve governance and accountability to Mozambican citizens through the strengthening and diversification of the engagement of Mozambican CSOs in monitoring and advocacy around governance.	Governance	Small Funds Programme –supports for capacity building of organizations	First Phase (2007–2012) Extension Phase (2012–2015)	British Department for International Development (DfID), Irish Cooperation Programme (Irish Aid), US Agency for International Development (USAID) and the Danish Development Agency (DANIDA)	Implemented with COWI's Program Implementation Unit. Was transformed into a National Foundation on 1.4.2015.
PRO-CIMU ¹⁰ Pro-gramme Promoting Citizenship for Change	Have a civil society with legitimacy to provoke democratic and economic changes, including respect for individual and collective rights, and economic justice at local, national and international levels, within a framework of sustainable development.	Governance	Organizational consolidation, thematic support and advocacy through actions of capacity building, mentoring and direct supervision (coaching)	2013-2018	Danish Embassy	An IBIS programme implemented by CSOs working in the area of governance: CIP, Fórum Mulher, Youth Parliament, NANA, RADEZA and ACEAM.

9. <http://www.masc.org.mz/home/index.php/en/area/fundos/programas-de-fundos-principais>

10. http://ibismozambique.org/sites/default/files/media/pdf_global/mozambique_pdf/governance_programa_tematica_mozambique_port_13-18.pdf

Programme / Project	Objective	Main Topics	Forms of Support	Implementation Period	Funders	Comments
Municipal Social Accountability Monitoring Programme (MuniS-AM)	Stimulate civic participation in the processes of management of municipal public resources, and at the same time strengthen the capacities of the managers (municipal staff and members of the municipal assemblies) to complement the work of the Municipal Development Program (MDP).	Governance (social audits) Social sectors (water, sanitation, education and health) Environment, Infra-structures	Capacity development for strengthening of local civil society	2012 -2014	Swiss Development Cooperation (SDC)	The programme is implemented in partnership with the local CSOs: two municipalities in Niassa Province (Metangula and Cuamba), two in Cabo Delgado Province (Mocimboa da Praia and Montepuez) and two in Zambezia Province (Quelimane and Mocuba).
Dialogue Programme ¹¹	Contribute to improvement in municipal governance, accountability and response capacity of the municipal institutions.	Governance Social sectors, water and sanitation, land, garbage, transport, security, etc.	Direct funds and support to the municipal institutions	2012-2017	DfID	Three fundamental areas at municipal level: promotion of civic engagement; strengthening and engagement of the media; and engagement of the municipal institutions.

11. http://dialogomz.com/index.php?option=com_content&view=article&id=69&Itemid=80&lang=pt

Programme / Project	Objective	Main Topics	Forms of Support	Implementation Period	Funders	Comments
SAKSAN Programme ¹²	Contribute to improving the life of the most vulnerable people (women, children, persons with disabilities, persons with HIV/AIDS, etc.) in the Provinces of Zambezia and Niassa, through the strengthening of social accountability and of the degree of response to social needs of the services provided by the health sector in Mozambique.	Governance (decentralization, transparency and accountability) Health sector	Skills and capacity development for local CBOs and CSOs	The programme began in April 2014 ¹³	World Bank	The programme has NAFEZA (Zambezia) and FONAGNI (Niassa) as its implementation partners.

12. Concern Universal (2014). Baseline Study: Knowledge, Skills, Action and Networking in Social Accountability – SAKSAN. Niassa and Zambézia.

13. Concern Universal (2014). Annual Activity Report. 2014 Report.

F. Civil Society Organizations – Contacts

The list contains contacts for civil society organizations in the provinces. Personal email addresses and mobile phone numbers are included to the extent that they were provided as official contacts for the organizations. Many small organizations do not have landline telephones, nor does official email address. The list is not exhaustive, but contains only a selection of CSOs that the mapping study team contacted.

Organization	Geographical Area of Operation	Subject Area	Contacts
Cabo Delgado Province			
ActionAid (INGO)	Pemba	<ul style="list-style-type: none"> Poverty reduction Justice Human rights 	Roque de Aguiar, Coordinator Mobile: 847412287 Roque.aguiar@actionaid.org http://www.actionaid.org/mozambique
AMA – Environmental Association	Pemba	<ul style="list-style-type: none"> Environment Gender 	Tómas Langa, Executive Director; Fax: +258 272 21581 email: ama.amigosdaterra@gmail.com http://www.ama-amigosdaterra.org
AMMCJ – Mozambican Association of Women in Law	Pemba	<ul style="list-style-type: none"> Legal aid Human rights 	Abdul Huzizo, Provincial Representative/ Para-legal Mobile: 829811141 hazizoaa@gmail.com
CARE (INGO)	Nampula/Cabo Delgado	<ul style="list-style-type: none"> Sustainable development Natural resources Participation Programme for “CS Partnerships and Alliances for Land and Natural Resource Rights” 	Barbara Jackson, Country Director barabar@care.org.mz Av. dos Mártires de Mueda 56, Maputo Tel.: +258 21492064/6 http://www.care.org/country/mozambique

Organization	Geographical Area of Operation	Subject Area	Contacts
FOCADE – Cabo Delgado NGO Forum	Pemba	<ul style="list-style-type: none"> Natural resource management Sustainable development Gender 	Rodrigues Miguel Nganga, Chairperson Mobile: 825980841 focade@gmail.com
MONASO	Pemba	<ul style="list-style-type: none"> HIV/AIDS 	Marcos A. Mapuinguissa, Coordinator Mobile: 826713410 m.mapinguissa@gmail.com
PROGRESSO	Pemba	<ul style="list-style-type: none"> Rural development 	Rodrigues Miguel Nganga, Coordinator Mobile: 825980841 nganga@tdm.co.mz
WIWANANA	Chiúre and Ancuabe	<ul style="list-style-type: none"> Health (HIV/AIDS, tuberculosis, malaria) Governance for health – Safe Motherhood, Healthy Babies Nutrition 	Abide Nego Dias, Executive Director José Carlos Samuel, Director of Research and Knowledge Management Mobile: 820114620
Niassa Province http://www.drewsys.com/projects/roadsniassa/cidade_lichinga.php			
AACON – Association of Arts and Communication	Lichinga	<ul style="list-style-type: none"> Theatre Cultural newsletter 	Sanito Michael, Coordinator Mobile: 829416610 sennymichael@gmail.com
ACABE – Friends and Good Hope Association for Children	Lichinga	<ul style="list-style-type: none"> Sustainable development Protection of children’s rights 	Batone Eduardo Acácio/Victor Maulana Mobile: 822255977
AMA – Association of Muslims	Lichinga	<ul style="list-style-type: none"> Rural development Religious organization 	Chaibo Issufo Mobile: 863288355

Organization	Geographical Area of Operation	Subject Area	Contacts
AMOPROC – Mozambican Association for the Promotion of Citizenship	Lichinga	<ul style="list-style-type: none"> • Governance • Democracy • Environmental sanitation 	Marta Williamo Mobile: 826623630
Concern Universal (INGO)	Niassa	<ul style="list-style-type: none"> • Good governance • Rural development • Support to CSOs 	Imbwanga Mapoco, Programme Director http://concern-universal.org/where-we-work/mozambique/
ESTAMOS (“We Are”)	Niassa	<ul style="list-style-type: none"> • Social sectors (water and sanitation, health); • Natural resources • Governance and social auditing 	Feliciano dos Santos, Executive Director Tel: 27120318 Mobile: 823215790 felicianos@tdm.co.mz http://www.estamos.org.mz/english/
FAMOD – Forum of Mozambican Associations of the Disabled	Niassa	<ul style="list-style-type: none"> • Advocacy on behalf of people living with disabilities 	Acácio Agapito, Executive Director acacia.agapito@yahoo.com.br
FOFEN – Forum of Women’s Organizations of Niassa	Niassa	<ul style="list-style-type: none"> • Women’s empowerment 	Manuela Teixeira, Coordinator Mobile: 827087470 Manuelateixeira27@yahoo.com.br
FONAGNI	Lichinga	<ul style="list-style-type: none"> • Monitoring of governance • Social advocacy • Provincial civil society coordinating group 	Emilião Muampezar, Coordinator Mobile: 827309928
ITC – Community Lands Initiative	Niassa	<ul style="list-style-type: none"> • Rural community rights to the land • Sustainable use of natural resources • Economic development 	Nelson Jackson, Provincial Manager http://www.itc.co.mz/

Organization	Geographical Area of Operation	Subject Area	Contacts
Faisca (“Spark”) Newspaper	Niassa	<ul style="list-style-type: none"> • Health (HIV) • Nutrition • Governance • Human rights • Land • Natural resources 	Rafael Zuizane, Editor
ORAM - Rural Mutual Aid Organization	Lichinga	<ul style="list-style-type: none"> • Land and rural development • Resolution of conflict over land and natural resources • Sustainable development 	Felix Cossa, Provincial Delegate Mobile: 822770749 Kossa.felix33@gmail.com
ROADS – Network of Organizations for the Environment and Sustainable Development	Lichinga	<ul style="list-style-type: none"> • Socio-environmental advocacy • Capacity building for strengthening of organizations and their members • Environmental conservation 	Emílio Muempezar, Coordinator Tel.: 27131487 Mobile: 822904789
UCA – Union of Peasants	Niassa	<ul style="list-style-type: none"> • Defence of peasants’ interests 	Ventura Nunes Amisse, Programme Officer Mobile: 827052350/840605077 Amisse_uca@yahoo.com.br
UPCN – Provincial Union of Peasants of Niassa	Lichinga	<ul style="list-style-type: none"> • Participation • Rural (agricultural) development • Equity and gender • Public policies 	
WE Effect (INGO)	Niassa	<ul style="list-style-type: none"> • Capacity building for civil society • Natural resources • Rights 	Edgar Basílio Ussene, Programme Director Edgar.ussene@weeffect.org

Organization	Geographical Area of Operation	Subject Area	Contacts
Nampula Province			
AENA – National Rural Extension Association	Nampula	<ul style="list-style-type: none"> • Rural development (agriculture) • Rural extension 	Jordão Matimule Junior, Executive Director Mobile: 843024421 matimulejunior@yahoo.com.br
AFDC – Association of Community Development Facilitators	Nampula (Murrupula, Larde)	<ul style="list-style-type: none"> • Water and sanitation • Governance • Food security and nutrition 	Manuel José
AKILIZETHO	Nampula	<ul style="list-style-type: none"> • Sustainable development • Good governance • Gender 	Leopoldino Lubrino, Assistant Delegate Mobile: 827437040 leolubrino@yahoo.com.br
NIVENYEE Association	Nampula	<ul style="list-style-type: none"> • HIV/AIDS • Prevention • Provision of care 	Silvio Saíde, Chairperson
CEP – Citizenship and Participation	Nampula	<ul style="list-style-type: none"> • Participation • Community development • Social services (health and education) 	Edgar Castillo, Provincial Programme Officer cep@cep.org.mz
Elisabeth Glazer Foundation (INGO)	21 districts of Nampula Province	<ul style="list-style-type: none"> • HIV/SIDA • Advocacia 	Dr. Sambola
ITC – Community Lands Initiative	Nampula	<ul style="list-style-type: none"> • Rural community rights to the land • Sustainable use of natural resources • Economic development 	Tel: 25123832 manica-sofala@itc-f.org

Organization	Geographical Area of Operation	Subject Area	Contacts
Malaria Consortium (INGO)	Nampula	<ul style="list-style-type: none"> Health sector (health) 	Luísa Chadreque
Niiwanane	Nampula	<ul style="list-style-type: none"> Health sector (health - HIV/AIDS) 	Régio Domingos Augusto, Executive Director
OLIPA ODS	Nampula	<ul style="list-style-type: none"> Sustainable development 	Abdorazaque Anza Manuel Muinde
ORAM – Rural Mutual Aid Organization	Nampula	<ul style="list-style-type: none"> Land and rural development Resolution of conflict over land and natural resources Sustainable development 	Calisto Ribeiro
Pathfinder (INGO)	Nampula	<ul style="list-style-type: none"> Health Agriculture Water and sanitation 	Adalgiza Viola
PPOSCN - Provincial CSO Platform of Nampula	Nampula	<ul style="list-style-type: none"> Monitoring of governance Social advocacy Provincial civil society coordinating group 	António Muagerene Tel.: 2621 8541 Mobile: 826061426 Pposc.nampula@gmail.com
Saldomoz	Nampula	<ul style="list-style-type: none"> Rural development 	António Victorino, Programme Officer Mobile: 848022520 Antonio.victorino@gmail.com
UCODIN (Coordination Unit for Nampula Integrated Development)	Nampula City	<ul style="list-style-type: none"> Integrated development 	Felicidade Muiocha, Head of the Technical Secretariat Mobile: 828317580

Organization	Geographical Area of Operation	Subject Area	Contacts
Provincial Union of Peasants of Nampula	Nampula	<ul style="list-style-type: none"> • Participation • Rural (agricultural) development • Equity and gender • Public policies 	Costa Esteves, Chairperson Mobile: 865184605
Tete			
AAAJC – Association of Support and Legal Aid to the Communities	Tete	<ul style="list-style-type: none"> • Training of para-legals • Natural resources 	Rui Vasconcelos Caetano, Executive Director
ACAMO - Association of Visually Disabled People	Tete	<ul style="list-style-type: none"> • Social affairs • Justice 	Afonso Luís Mutisse Email: acamo.beira tdm.co.mz
ADEL T – Local Economic Development Agency of Tete	Tete	<ul style="list-style-type: none"> • Economic development • Coordination of initiatives of associations, companies and government and municipal institutions 	Tomas Muarramuassa, Coordinator
FAA - Friend Support Forum	Tete	<ul style="list-style-type: none"> • Child's rights • Partnership with private sector • Training for teachers, staff and students 	Rosário Ventura, Coordinator Apoioamigo.faa@gmail.com
LDH – Human Rights League	Tete	<ul style="list-style-type: none"> • Human rights • Peace • Justice • Democracy 	JJúlio Calengo, Provincial Coordinator Mobile: 823838860 julioalengo@hotmail.com
Moatize Potters Moatize	Moatize	<ul style="list-style-type: none"> • Mineral resources • Dialogue 	Isaque António, Vice-Chairperson Mobile: 825739223

Organization	Geographical Area of Operation	Subject Area	Contacts
Youth Parliament	Tete	<ul style="list-style-type: none"> • Youth • Human rights • Good governance • Monitoring of policies 	Dulce Combo, Provincial Coordinator Mobile: 849428338 dulcecombo@gmail.com
UPCT - Provincial Union of Peasants of Tete	Tete	<ul style="list-style-type: none"> • Participation • Rural (agricultural) development • Equity and gender • Public policies 	Nelson Guilherme Tembe, Chairperson Mobile: 849157565 nelsonguilherme@gmail.com
Zambezia Province			
AGEMO (Merchants' Association)	Mocuba	<ul style="list-style-type: none"> • Advocacy on behalf of the interests of business people and merchants 	Geraldo C. S. Sotomane, Chairperson Tel.: 24810201 gsotomane@gamil.com
AMME - Mozambican Association for Women and Education	Mocuba	<ul style="list-style-type: none"> • Gender • Women and • Social sector (education) • Leadership • Participation 	Octávio Cosse, Project Officer Mobile: 842125863 octaviocosseammez@outlook.com
AMODAS	Mocuba	<ul style="list-style-type: none"> • Environment 	Carlos Chiquisse Camacho, Chairperson Mobile: 822996334 carloschiquisse@yahoo.com.br
CONSILMO/SINTRAT Quelimane	Quelimane	<ul style="list-style-type: none"> • Trade union affairs 	Zuca Luis Rudolfo, Provincial Secretary Mobile: 823470840

Organization	Geographical Area of Operation	Subject Area	Contacts
FONGZA - Forum of Non-Governmental Organizations of Zambezia	Quelimane	<ul style="list-style-type: none"> • Development • Food security • Natural resources 	Marcos do Amaral, Chairperson Mobile: 828920020 Amade Nalvia, Coordinator Mobile: Cel gppdz@yahoo.com.br
LDH – Human Rights League	Quelimane	<ul style="list-style-type: none"> • Human rights; • Peace • Justice • Democracy 	Maria Salva Revez, Provincial Delegate Mobile: 825883087 Revez123@yahoo.com.br
NAFEZA (Women's network)	Quelimane	<ul style="list-style-type: none"> • Governance • Gender, Women and Youth • Social sectors (education, health) 	Sara Ubisse Ussumane, Programme Officer Mobile: 825574030/842692108 saraubisse@gmail.com
NAMUALI	Zambezia	<ul style="list-style-type: none"> • Child development • Education of girls 	Sérgio Mourei, Coordinator Mobile: 827647606 namualiza@gmail.com
NANA	Mocuba	<ul style="list-style-type: none"> • Development • Social sectors (health, water and sanitation) 	Jorge Cardoso, Executive Director Mobile: 825985360 jorgecardoso@yahoo.com.br
ORAM - Rural Mutual Aid Organization	Zambezia	<ul style="list-style-type: none"> • Land and rural development • Resolution of conflict over land and natural resources • Sustainable development 	Lorenzo Duvane, Provincial Delegate Mobile: 823862579 lorencoduvane@gmail.com

Organization	Geographical Area of Operation	Subject Area	Contacts
OTM-CS – Organization of Mozambican Workers - Trade Union Central	Quelimane	<ul style="list-style-type: none"> Workers 	Caetano Gaihendo, Executive Secretary Mobile: 827174650 otmcszambezia@yahoo.com.br
Youth Parliament	Quelimane	<ul style="list-style-type: none"> Youth affairs Social affairs Gender Economy and development Political participation 	Silvio Silva, Provincial Coordinator Mobile: 823904365/849118300 silviovetch@yahoo.com.br
Right to Play	Quelimane	<ul style="list-style-type: none"> Children’s rights 	Rogério Manjate, Coordinator Mobile: 824631110/845199978 rogeriomanjate@hotmail.com
Terra Amiga	Quelimane	<ul style="list-style-type: none"> Protection and defence of the environment Natural resources Community participation 	Lucas André, Executive Director Mobile: 842976132 Terraamiga2014@gmail.com
UPCZ – Provincial Union of Peasants of Zambezia	Quelimane	<ul style="list-style-type: none"> Participation Rural (agricultural) development Equity and gender Public policies 	Marinho Muriba, Provincial Coordinator Mobile: 866909187 muribamarinho@gmail.com

Organization	Geographical Area of Operation	Subject Area	Contacts
Manica Province			
FAMOD – Forum of Mozambican Associations of the Disabled	Chimoio	<ul style="list-style-type: none"> • Inclusive education • Legal reform • Promotion and defence of the rights of persons with disabilities 	http://www.famod.org.mz
FOCAMA - Civil Society Forum in Manica	Chimoio	<ul style="list-style-type: none"> • Civil society • Participative governance • Social auditing • Social sectors 	Noé E. Gonçalves, Chairperson Tel.: 25124114 Goncelves_noe@yahoo.com.br
FONGIM – Forum of International NGOs in Manica	Chimoio	<ul style="list-style-type: none"> • Health (HIV) • Nutrition • Governance • Human rights • Land • Natural resources 	
Fórum Terra (Land Forum)	Chimoio	<ul style="list-style-type: none"> • Land rights 	Manuel Passar, Executive Secretary Mobile: 825512490 m.passar.lu@gmail.com
Land O Lakes	Chimoio	<ul style="list-style-type: none"> • Gender • Rural development (agriculture) 	Ernesto Sechene, Coordinator Mobile: 824048180 824048180 Ernesto.sechene@idd.landolakes.com
MAGARIRO	Gondola	<ul style="list-style-type: none"> • Community development 	Joaquim Oliveira Mobile: 825901617 joaquim.oliveira@magariro.com

Organization	Geographical Area of Operation	Subject Area	Contacts
ORAM - Rural Mutual Aid Organization	Chimoio	<ul style="list-style-type: none"> Land rights 	Glória Bruno, Delegate Mobile: 824291361 gloriabruno@yahoo.com.br
RENSIDA	Chimoio	<ul style="list-style-type: none"> Health sector (Health – HIV/AIDS) 	Mobile: 824010160 rensida@tv cabo.co.mz
Save The Children	Chimoio	<ul style="list-style-type: none"> Social sectors (Health – HIV/AIDS; Education) Gender Human development 	Ana Dulce Guizado, Provincial Director Mobile: 825010341 AnaDulce.Guizado@savethechildren.org
Sofala Province			
ACAMO - Association of the Blind and Partially Sighted of Mozambique	Nhamatanda and Búzi	<ul style="list-style-type: none"> Defence of the rights and interests of the blind 	Afonso Louis Mutisse Mobile: 824216200 afonsomutisse@yahoo.com.br
ADJM – Youth Challenge Association of Mozambique	Beira	<ul style="list-style-type: none"> Vulnerable children Youth training 	Alice Josina, Coordinator Mobile: 843881726 desafiojovembeira@yahoo.com.br
COMUT Women Workers Committee (CONSILMO)	Beira	<ul style="list-style-type: none"> Women trade unionists Labour rights 	Haumbo Adamo Mulgy, Coordinator
FOPROSA – Provincial Forum of Non-Governmental Organizations of Sofala	Sofala	<ul style="list-style-type: none"> Monitoring of governance Social advocacy Provincial civil society coordinating group 	José Hiquisse Raposo, Management Council Secretary Mobile: 844632788 Foprosa.forum@gmail.com

Organization	Geographical Area of Operation	Subject Area	Contacts
MULEIDE	Beira	<ul style="list-style-type: none"> • Gender • Domestic violence • Legal counselling 	Julia Garrine, Counsellor Mobile: 823904075
PNDH – National Human Rights Pressure	Beira	<ul style="list-style-type: none"> • Human rights • Access to justice • Reduction of discrimination and social abuse (domestic violence, abuse of minors and discrimination against people living with HIV/AIDS) 	Catarina José da Costa Tel.: 23326050 Mobile: 828440375 pressaondhumanos@yahoo.com.br
Chiveve Community Radio	Beira	<ul style="list-style-type: none"> • Media 	Jaime Trigo, Director Tel.: 23327435
SOPROC – Child Protection Network of Sofala	Beira	<ul style="list-style-type: none"> • Children’s rights 	Filipe Somai Bôca, Executive Director Mobile: 822355620 soprocsofala@yahoo.com.br
WADZAFICA	Nhamatanda/Búzi	<ul style="list-style-type: none"> • Rural development 	Jéssica Silva, Coordinator Mobile: 827302101
Inhambane Province			
ACUDES – Mozambican Association for Cultural Development	City of Inhambane	<ul style="list-style-type: none"> • Sustainable development 	Enoque Marcelino Costa, Executive Director Mobile: 824421090/847714800 Acudes1@yahoo.com.br
AJEPROJ – Youth Association for Health Promotion	Manhiça/Funhalouro Mavume	<ul style="list-style-type: none"> • Health sector • Early childhood development • Vulnerable children 	Mr. Rafael Mobile: 844091599

Organization	Geographical Area of Operation	Subject Area	Contacts
AKKV – Kulani Kuati Vanana Association	Zavala	<ul style="list-style-type: none"> • Children’s rights 	Mobile: 843981356
AMVIRO – Mozambican Association of Victims of Traffic Accidents	City of Inhambane	<ul style="list-style-type: none"> • Traffic accident victim issues 	Olímpio dos Santos, Delegate Mobile: 844145130 Olimpiao.dossantos@yahoo.com.br
APOSEMO	Inhambane	<ul style="list-style-type: none"> • Rights of the elderly • Reform • Social protection 	Acácio Joaquim Nhamona, Executive Secretary Mobile: 846655983 nhamonaacacio@yahoo.com
Khurula Association	Homoíne	<ul style="list-style-type: none"> • Social sector (Health – OVCs and Home care) 	Mário Bula Mobile: 842034774
LIVONINGO Association	City of Inhambane	<ul style="list-style-type: none"> • Home care • Care to postpartum women • Care to orphaned and vulnerable children • Gender-based violence • Conflict resolution in the communities 	Cristina Nhancumbela Mobile: 820403950/841057678
CARE (INGO)	Maxixe	<ul style="list-style-type: none"> • Rural development (agriculture), • Social services (water and sanitation) 	Pedro Maude, Programme Officer Mobile: 848071590820576090[!]/847591940 horacio@carevila.org.mz
Christian Council of Mozambique	Inhambane	<ul style="list-style-type: none"> • Social auditing • Monitoring of governance 	Paula Licínea Pedro Massinga, Manager Mobile: 840666750 Paula11massinga@gmail.com

Organization	Geographical Area of Operation	Subject Area	Contacts
CTV – Living Earth Centre	Maxixe	<ul style="list-style-type: none"> • Studies and environmental advocacy 	Feliciano Tchamo, Southern Regional Delegate Maxixe tchamo@maxixe.ctv.org.moz
FOPROI - Forum of Non-Governmental Organizations of Inhambane Province	City of Inhambane	<ul style="list-style-type: none"> • Governance • Development • Gender 	Mr. Assane Tel./Fax: 29 321 028 foproi@tdm.co.mz
Mahlahle	Massinga, Funhalouro e Inhassoro	<ul style="list-style-type: none"> • Women’s development 	Pascoal Mapilele, Programme Officer Mobile: 845422504 Mapilele2002@yahoo.com.br
Civil Society Platform for the Scaling Up Nutrition Initiative (SUN)	City of Inhambane	<ul style="list-style-type: none"> • Nutrition 	Enoque Costa encosta67@yahoo.com.br
Pastoral Network of Homoíne	Homoíne	<ul style="list-style-type: none"> • Social sector (Hhealth – chronic illnesses like HIV, etc.) • Early childhood development • Community development 	Raul Francisco Mobile: 829072860/846328309
UDAJA - Union of Peasants’ Associations of the District of Jangamo	Jangamo	<ul style="list-style-type: none"> • Rural development 	Roberto Grão Mahagaje, Vice-Chairperson Mobile: 847810256 Udajaz008@yahoo.com.br

Organization	Geographical Area of Operation	Subject Area	Contacts
UNAC – National Union of Peasants	City of Inhambane	<ul style="list-style-type: none"> • Participation • Rural (agricultural) development • Equity and gender • Public policies 	
UTOMI	City of Inhambane	<ul style="list-style-type: none"> • HIV/SIDA • Rural development (gardening) 	Francisco Manguê, Coordinator Mobile: 844984025 himanguê@gmail.com
VICODEMO	Zavala	<ul style="list-style-type: none"> • Social sector (health – care for vulnerable children) • Education (Sponsoring of children) 	Emílio Fernando Juvenal Mauaue Mobile: 821025259/846344412
VUNECA	City of Inhambane	<ul style="list-style-type: none"> • Rural development (Agriculture and livestock-raising) 	Leopoldo Vasques, Programme Officer Mobile: 823929160 leopoldovasques@gmail.com
Gaza Province			
AMIMO – Miners’ Association of Mozambique	Xai-Xai	<ul style="list-style-type: none"> • Mine workers’ affairs 	Arone Monjane, Programme Officer Mobile: 828880966
AMODE - Mozambican Association for Development of Democracy	Xai-Xai	<ul style="list-style-type: none"> • Democracy • Development 	Fernando H. Nhatave, Coordinator Mobile: 827189910
AMODEG – Mozambican Association of Demobilized War Veterans	Xai-Xai	<ul style="list-style-type: none"> • Demobilized war veterans’ affairs 	Alberto Chiluvane, Representative Mobile: 826872360

Organization	Geographical Area of Operation	Subject Area	Contacts
AREPACHO – Agrarian Association for Reduction of Absolute Poverty of Chongoene	Chongoene	<ul style="list-style-type: none"> • Health (HIV/AIDS) • Gender • Environment • Agriculture 	Dirca Fansisco Langa Boa, Executive Coordinator arepacho@gamil.com
NELY Agricultural And Livestock-Raising Association	Xai-Xai	<ul style="list-style-type: none"> • Agriculture • Livestock 	Jaime Simão Nuvunga, Director-General Mobile: 845076022 nuvungajaime@gmail.com
Lado-Lado Association	Xai-Xai	<ul style="list-style-type: none"> • Socio-educational activities for children 	Natércia Rosa Duvane, Coordinator Mobile: 829556290/842030174 naterciaduvane@yahoo.com.br
Reencontro (Re-encounter) Association	Manjacaze	<ul style="list-style-type: none"> • Support to orphaned and vulnerable children 	Mónica Bila/Beatriz Cossa reencontro@tdm.co.mz
CCM – Christian Council of Mozambique	Chibuto	<ul style="list-style-type: none"> • Justice that promotes the sanctity of life • Human rights • Human development • Participation • Gender 	http://www.ccm.co.mz/info.htm
CEP – Citizenship and Participation	Xai-Xai	<ul style="list-style-type: none"> • Participation • Community development • Social services (Health and Education) 	Violeta Bila, Provincial Programme Officer cep@cep.org.mz

Organization	Geographical Area of Operation	Subject Area	Contacts
FONGA – NGO Forum of Gaza Province	Xai-Xai	<ul style="list-style-type: none"> • Health (HIV) • Nutrition • Governance • Human rights • Land • Natural resources 	Anastácio Matavel, Executive Director Fongasc.forum@tdm.co.mz Tel.: 28222202 Mobile: 823972190
UTOMI	Gaza	<ul style="list-style-type: none"> • Orphaned and vulnerable children • Persons with disabilities • Rural development 	Matilde Alberto Dava, Coordinator Mobile: 82016680
WISECO - Come and You will be Consoled	Gaza	<ul style="list-style-type: none"> • Human rights 	José Camilo Nhambule, Chairperson Mobile: 823142420
Province of Maputo City			
ADPP – People to People Development Aid	Maputo	<ul style="list-style-type: none"> • Social sectors (Education and Health) • Community development • Food security • Fund-raising through sale of used clothing 	Birgit Holm, Director Mobile: 820816230 www.adpp-mozambique.org
AMMCJ – Mozambican Association of Women in Law	Maputo	<ul style="list-style-type: none"> • Human rights • Gender • Justice 	Tel.: 21408232 Ammcjm@tdm.co.mz
AMMO – Association of Mozambican Musicians		<ul style="list-style-type: none"> • Studies and dissemination of Mozambican music • Culture 	Baba Harris, Coordinator b.harris@gmail.com https://www.facebook.com/pages/Associacao-dos-Musicos-Mocambicanos/428888870475926

Organization	Geographical Area of Operation	Subject Area	Contacts
CCM – Christian Council of Mozambique		<ul style="list-style-type: none"> • Justice that promotes the sanctity of life • Human rights • Human development • Participation • Gender 	http://www.ccm.co.mz/info.htm
CEP – Citizenship and Participation	National (Manica, Gaza, Nampula, Zambezia)	<ul style="list-style-type: none"> • Participation • Community development • Social services (Health and Education) 	Fernanda Farinha, Team Leader Mobile: 823088906 cep@cep.org.mz www.cep.org.mz/
CESC - Centre for Learning and Capacity Building for Civil Society	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Citizen participation • Development • Local governance • Skills training for civil society • Social sectors (education, health) 	Paula Monjane, Executive Director Tel.: 21301389 pmonjane@cescmoz.org http://www.cescmoz.org/
CIP – Centre for Public Integrity	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Governance and public integrity • Anti-corruption • Natural resources 	Adriano Nuvunga, Executive Director Tel.: 21 416616 adrianonuvunga@gmail.com http://www.cip.org.mz/
CONSILMO - National Confederation of Independent Trade Unions of Mozambique	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Labour rights 	Jeremias Timana, General-Secretary Mobile: 829379229
CTA - Confederation of Business Associations of Mozambique	Maputo	<ul style="list-style-type: none"> • Private sector 	Tel.: 21321002 http://www.cta.org.mz/

Organization	Geographical Area of Operation	Subject Area	Contacts
CTV – Living Earth Centre	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Environment • Advocacy • Studies and research 	Tel.: 21321257 http://www.ctv.org.mz/
FORCOM – Forum of Community Radio Stations	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Community radio stations • Right to freedom of expression 	Benilde Nhalevilo, Executive Director Tel.: 21 720549 forcomoz@gmail.com http://www.forcom.org.mz/
Fórum Mulher	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Gender • Human rights of women 	Graça Samo, Executive Director Tel.: 21 414037 www.forumulher.org.mz
GMD - Mozambican Debt Group	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Governance • Economic development 	Eufrigina dos Reis Mandela Tel.: 21419523 divida@tvcabo.co.mz http://internationalbudget.org/groups/grupo-moambicano-da-dvida-gmd/
GTO - Theatre of the Oppressed Group	Maputo	<ul style="list-style-type: none"> • Theatre – communication and mobilization • Environment • Reproductive health • Child labour • Democracy 	Alvim Cossa, General Coordinator Mobile: 848599995/824325330 alvimcossa@gmail.com
HOPEM – Network of Men for Change	Maputo	<ul style="list-style-type: none"> • Advocacy for gender equality starting from men's role and responsibility • Combating gender-based violence • Sexual and reproductive health and HIV/AIDS • Capacity building for the network and its members 	Júlio Langa, Executive Director Mobile: 822870060 hopem@hopem.org.mz www.hopem.org.mz

Organization	Geographical Area of Operation	Subject Area	Contacts
JOINT – NGO League in Mozambique	Maputo	<ul style="list-style-type: none"> • Democracy and good governance • Monitoring and evaluation of public policies • Capacity building 	Simão Tila Tel.: 21406096 coordenador@joint.org.mz http://joint.org.mz/
JA – Environmental Justice	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Industrial pollution • Water justice • Conservation and use of earth • Cross-cutting themes 	Av. Mao Tsé Tung, 549 1st floor, Flat D, Maputo Tel.: 21496668/21496668 Mobile: 843106010/823061275 http://ja4change.org/index.php/pt/contact
KULIMA	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Rural and community development • Children • Rural finance • Environment 	Domenico Liuzzi, Coordinator Mobile: 823127160 kulima@kulima.org http://www.kulima.org
LAMBDA - Mozambican Association for the Defence of the Rights of Lesbians, Gays, Bisexuals and Transgendered (LGBT)	Maputo	<ul style="list-style-type: none"> • Human rights of LGBT (lesbians, gays, bisexuals and transsexuals) 	Danilo da Silva Mussagy Ibraimo, Coordinator Tel: 21 416266 https://www.lambdamoz.org/
Livaningo	Maputo	<ul style="list-style-type: none"> • Environment 	Hortêncio Lopes Av. Emília Daússe N° 1055 ground floor* PO Box 4203 Mobile: 823065823/823000450 livaningo@tv cabo.co.mz https://livaningo.wordpress.com/2012/10/01/historial-da-nossa-organizacao/

Organization	Geographical Area of Operation	Subject Area	Contacts
MISA – Media Institute of Southern Africa	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Media • Right to freedom of expression 	http://www.misa.org/misa-chapters/mozambique
MULEIDE – Association for Women, Law and Development	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Human rights of women • Gender • Legal education • Assistance to economically disadvantaged women 	Rafa Valente Machava, Executive Director Tel.: 21325580 muleide@tvcabo.co.mz www.muleide.org.mz
N’WETI	Maputo (national headquarters)	<ul style="list-style-type: none"> • Communication (health sector) • Social mobilization and advocacy • Advocacy interventions • Monitoring of governance • Gender equality • Human rights 	Av. Lucas Elias Kumato, 288, Maputo Tel.: +258 21 48 52 53 Mobile: +258 823079630/846079630 nweti@nweti.org.mz www.nweti.org
OMR – Rural Observatory	Maputo	<ul style="list-style-type: none"> • Agricultural and rural development • Sustainable development of the rural environment • Participation 	http://omrmz.org/
OTM-CS Organization of Workers of Mozambique – Trade-Union Central	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Labour rights 	Alexandre Cândido Manguambe, General-Secretary Tel.: 21 327574 sintiasugar@tdm.mz www.otm.org.mz (temporarily not operational)

Organization	Geographical Area of Operation	Subject Area	Contacts
PAMODZI	Maputo (Zimpeto)	<ul style="list-style-type: none"> • Water and sanitation • Urban development 	Maria Chuma, Executive Director Mobile: 828838830 chumamaria@yahoo.com.br
ROSC – Civil Society Forum for Children’s Rights	Maputo	<ul style="list-style-type: none"> • Human rights of children • Advocacy and governance • Strategies for sustainability • Mobilization and public awareness-raising • Information and communication 	Francisco Albino, Coordinator Tel.: 21 418753 rosc@rosc.org.mz http://www.rosc.org.mz/
WLSA – Women and Law in Southern Africa	Maputo (National Headquarters)	<ul style="list-style-type: none"> • Sexual and reproductive rights • Domestic violence • Gender rights • Legislation 	Terezinha da Silva, Executive Director Tel.: 21 415811 adm@wlsa.org.mz http://www.wlsa.org.mz/

G. Recent cases in which the action of civil society resulted in legislative changes

Case	Date and Scope	Cause	Initiative and Actors Involved	Measures and Strategies	Outcome
Revision of the old law and passing and promulgation of a new Family Law	The process began with the World Women's March in 2000 National	Questioning of inequalities in power relations between women and men in the family sphere and public sphere, more concretely in access to social, economic and political resources	Fórum Mulher, WLSA, MULEIDE, Association of Women in Law	Presentation of a draft bill and lobbying and advocacy with decision makers (government, Parliament and President of the Republic)	Passing of the new Family Law (Law 10/2004 of August 25)
Law against Domestic Violence (LCVD)¹ See Example 1 below.	The process began in 2000. National	Struggle against gender violence and the lack of specific legislation on domestic violence against women	Group of civil society organizations led by Fórum Mulher	Formation of the Technical Group for preparation of the draft law, made up of social scientists from WLSA and the Centre for African Studies and lawyers from other organizations. The policy dialogue came about mainly at national level, but the local-level women's rights groups also provided an important contribution – documentation of cases of violence and dissemination of the draft law. Creation of the Movement for Approval of the LCVD – various organizations involved, with capacity and experience of organizing and implementing campaigns. Pressure on Parliament. Lobbying and advocacy for passing of the LCVD; campaigns and discussions.	Passing of the Law against Domestic Violence (Law 21/2009 of July 21)

1. http://www.masc.org.mz/home/images/estudo_caso_wlsa.pdf

Case	Date and Scope	Cause	Initiative and Actors Involved	Measures and Strategies	Outcome
Right to Information Law	2005 Nacional	Freedom of expression and access to information	MISA Mozambique Participation by journalists, provincial committees of MISA Mozambique, FORCOM and CESC, provincial governments, Mozambican NGOs and citizens.	Formulation of the draft law and delivery in the Assembly of the Republic (Parliament). Informal meetings with members of Parliament and sending of a letter requesting the passing of the Law to each one of the 250 Members of Parliament. Musical concerts and taking of public positions. Seminars and discussions.	Passing of the Right to Information Law (Law 34/2014 of November 26).
Advocacy campaigns on the part of CSOs for the publication by the government of the extractive industry contracts See Examples 4 and 5 below.	Process initiated in 2007 Maputo	Lack of transparency in the contracts for exploitation of natural resources	CSO platform on natural resources and extractive industry	Publication of articles. Discussions and seminars. Campaigns, lobbying and advocacy.	Following an intense advocacy campaign on the part of the CSOs, the government announced on December 3, 2013 the beginning of publication of the contracts for exploitation of natural resources. ²
Transport operators' strike	February 5, 2008 Maputo and Matola	Rise in the price of petroleum fuel	Mozambican Federation of Transport Operator Associations	Violent popular demonstrations	The government took the decision to provide subsidies to the transport operators.

2. <http://www.jornalnoticias.co.mz/index.php/economia/7893-recursos-minerais-governo-publica-contratos-de-exploracao>

Case	Date and Scope	Cause	Initiative and Actors Involved	Measures and Strategies	Outcome
International campaign – People Affected by Vale	2011 National and international	Right to the land	Environmental Justice, ³ Baobab House, Association for Legal Aid to Communities – AAJC Academic Action for Development of the Rural Communities – ADECRU	Demonstrations starting in 2012 organized by the population resettled by Vale. International campaign contesting the resettlement of the communities affected by the coal mining on the part of the Vale company. Debates at national and international level.	
Campaign against Pro-SAVANA	June 2014 National, regional and international	Right to the land and defence of the local production systems and livelihoods of the small-scale farmers	Among others: UNAC, Fórum Mulher, Akilizeto, Living Earth Centre, OMR and Sekelekane	Sending of a letter to the President of the Republic. Launching of the “NO to ProSAVANA” campaign. Public debates, seminars and international conferences International coordination (Mozambique, Brazil and Japan) Appeal to the SADC during the SADC Peoples’ Summit, where the issue was discussed in plenary session and a statement submitted for review by the Heads of State.	Internationalization of the campaign. Following the protests, the donors and implementers organized several meetings for consultation with the movements, platforms and communities. Support to the cause on the part of the CSOs and Confederations of CSOs of Brazil and Japan, and of political parties with parliamentary seats (Japan).

Case	Date and Scope	Cause	Initiative and Actors Involved	Measures and Strategies	Outcome
<p>Campaign against promulgation of the “Laws on Benefits for former Heads of State and Members of Parliament”</p> <p>See Example 3 below.</p>	<p>16/05/2014</p> <p>National and international</p>	<p>Contesting of the rules for retirement and benefits for former Heads of State and Members of Parliament</p>	<p>FORCOM, CESC, Fórum Mulher, JOINT, Human Rights League and CIP coordinated the campaign, which was joined by various other protagonists and the population.</p>	<p>Two studies drawn up analysing the impact of the increased benefits and gifts for the Members of Parliament (one from the economic perspective and another from the social perspective).</p> <p>Two positionings and demands from civil society.</p> <p>Four press conferences.</p> <p>Peaceful march.</p> <p>The issue was on the public agenda within the country and beyond its borders: a big march was held in Cape Verde undertaken by peer CSOs of the Mozambican CSOs.</p>	<p>The President of the Republic did not promulgate the law. Afterward an altered version of the law was promulgated that envisages fewer benefits and gifts than envisaged in the initial version.</p>
<p>Migration from analogue to digital</p> <p>See Example 2 below.</p>	<p>Maputo and provinces</p> <p>2013, 2014 and 2015</p>	<p>Contesting of the lack of information concerning the process of migration from analogue to digital. Contesting of the responsibility for paying for the expenses involved in the process: purchase of the converters, process of conversion of Radio Mozambique and TVM, etc.</p>	<p>Various organizations of civil society, coordinated by FORCOM, CESC, Sekelekane, JOINT and Fórum Mulher</p>	<p>National Conference in April 2014 in Maputo.</p> <p>Public events, press conferences and public debates in the media.</p> <p>Taking of positions on the part of civil society.</p> <p>Pressure for civil society to be part of the Digital Migration Commission (COMID).</p> <p>FORCOM/community radio stations undertook various radio programmes to inform the communities on the issue.</p>	<p>The government postponed the migration sine die that had initially been set for June 2015.</p> <p>Representation by civil society on COMID was approved.⁴ FORCOM was appointed as representative of civil society and the Council of Ministers ratified that representation.</p>

Case	Date and Scope	Cause	Initiative and Actors Involved	Measures and Strategies	Outcome
<p>Campaign against articles considered discriminatory in the proposed new Criminal Code</p> <p>See Example 2 below.</p>	<p>2014</p> <p>National</p>	<p>Promotion of legislative protection of children's rights and gender rights</p>	<p>Civil Society Platform for Review of the Criminal Code/Platform for Struggle for Human Rights in the Criminal Code. WLSA and Fórum Mulher coordinated the activities.</p>	<p>Debates.</p> <p>Review of the discriminatory articles in the draft Criminal Code.</p>	<p>Article 223 of the proposed revision of the Criminal Code. The articles that envisaged marriage between the victim and the rapist and regarding criminalizing of begging and of adultery were all removed from the Criminal Code.</p>

Examples of civil society lobbying for formulation of legislation

Example 1: Revision of the Criminal Code and approval of the Law against Domestic Violence and the Framework Law for Protection of Children.⁵ Review of the Mozambican Criminal Code in 2014 involved various civil society organizations – WLSA, Fórum Mulher, ActionAid, AMUDEIA, AMMCJ, Lambda, HOPEM Network and Muleide – that worked in a network from grassroots to national, regional and international level (for example, consulting partners in South Africa). These CSOs and their partners created task forces for the reading and critical interpretation of the draft Criminal Code presented to Parliament for approval. Following the reading of the document and community hearing, the CSOs considered that the draft law had five omissions related to protection of the victims of domestic violence and rights of women and children. The task force led by Lambda mobilized civil society for inclusion of the expression “sexual orientation” in the wording of Article 234, which defines the characteristics of the crime of discrimination. Various other task forces provided inputs in their respective areas (women, human rights, children, sexual violence). The joining of efforts based on specific knowledge created a very strong advocacy capacity.

Having found the weaknesses in the draft Criminal Code bill, the CSOs initiated a big campaign targeted Members of Parliament for the five shortcomings to be rectified. The CSOs suggested alterations to the draft law, grounded in the consultations carried out and in comparative exercise with other realities in the region, taking South Africa as the point of reference. Parliament approved the Framework Law for Protection of Children, formulated and approved the Law against Domestic Violence, and undertook revision of part of the shortcomings identified by CSOs in the draft Criminal Code bill.

Example 2: Law for migration from analogue to digital data. The draft Electronic Transactions Law is with Parliament, following approval in the Council of Ministers in July 2014. Since 2014, the civil society organizations – specifically FORCOM, CESC and Sekelekane – have an on-going advocacy campaign with Parliament to set out their concerns as regards this law. To preserve the right to information FORCOM raised for example the issue of the exclusion of community radio stations, which are important media, mainly in the rural areas.

5. Most Significant Changes in the WLSA organization, financed by OXFAM Maputo, prepared by MAJOL, December 2014.

Mozambican civil society is concerned with the perceived “secrecy” around the subjects connected to the process of migration of broadcasting to the digital system, and likewise as regards the draft law looking to criminalize the circulation of telephone messages (SMS), electronic mail (email) and other publications on the internet that may be considered “insulting or placing state security in question”. “The government is not clarifying what the citizens ought to know, where they are going to receive information and education about the process, what equipment one ought to be preparing to buy, and what the financial implications are of the process on their finances, among other information”.⁶

Victory in this campaign carried out by CSOs consisted in the postponement sine die by the government of the date for launching of the project (initially expected for June 15, 2015). Another outcome was the decision of the Council of Ministers to include representation on the part of civil society through FORCOM on the Digital Migration Commission (COMID).

Example 3: Public Probity Law (No. 16/2012 of August 14).⁷ The Centre for Public Integrity (CIP) and other CSOs actively participated in the process of drawing up of the Law. The Law sets out the foundations and the legal framework for public servants regarding public morality and respect for public property. The CIP and civil society had an important role in the drawing up and approval of the law, and as well in its implementation. Indeed, this CSO, in partnership with the independent media, released information on public figures (Members of Parliament) who found themselves in a situation of incompatibility and who could potentially be in a situation of conflict of interests. This report led some public figures to resign positions and prerogatives that are not envisaged in the letter of the law.

Example 4: Mining Law (20/2014 of August 18).⁸ This law has as its object “the use and benefit from the mineral resources, in harmony with the best and safest mining and socio-environmental practices and transparency, with a view to sustainable long-term development and drawing of revenues for the state”.⁹ This law was approved through pressure from CIP, WLSA and the AGIR Programme. The advocacy actions undertaken were based on studies that demonstrated that the awarding of mining licences was done in a poorly advised way, aggravating the risks of corruption and unsustainable exploitation of the mineral resources. On this issue the CSOs also turned to examples of experiences and good practices from other countries with extractive industries.

6. Ibid.

7. *Olhar Público: Sobre a Lei de Probidade Pública, CIP, 2012; Good Governance, Transparency and Integrity*, CIP - Information Sharing Service, Issue Nº 12/2014.

8. FLASH information of September 5, 2014: IESE. Bernhard Weimer. *Moçambique: Descentralizar O Centralismo, Economia política, recursos e resultados*.

9. Reference: Official Gazette – 18/08/2014, Series I, Number 66

Example 5: Petroleum Law (21/2014 of August 18).¹⁰ Civil society – through CIP, WLSA and AGIR – played an important role in the approval of this law, with studies and research that provided substantiation that the interest of the big petroleum-producing companies prevailed over the interests of the Mozambican private sector, the lack of transparency of the previous law and the conflicts of interests flowing from the awarding carried out. Civil society (CIP, WLSA and AGIR) contributed such that within the framework of the approved law: national/local companies are included in the partnerships; open tenders are held with internationally accepted rules; there are provisions for reducing the corruption risks; and the World Bank oversight standards are adopted (e.g. IFC Standards for the Oil and Gas Industry), along with other international agencies that have financed exploration activities in the area of hydrocarbons and mines. These bodies engage in partnerships and work with Mozambican CSOs involved in the process of approval of the Law.

10. Ibid.

H. Specific Characteristics of Civil Society by Province

Cabo Delgado Province

Characteristics of civil society - Cabo Delgado has always had a weak presence of civil society organizations. At present there are more than one hundred organizations, still in an embryonic phase, generally speaking characterized by weaknesses in technical, human and financial terms. Likewise a great permeability to political influences is noted.¹ Around 19 bilateral and multilateral partners are supporting the province, basically with programmes that support the government's programmes. Some of the roughly 30 INGOs present within the territory receive support from the development partners. In their majority they undertake provision of services and/or work in partnership with local civil society organizations. The Spanish Agency for International Development Cooperation (AECID) has a preferential relationship with Cabo Delgado Province. AECID and the UNDP are the only development partners with representation at local level. In 1998 the Forum of Civil Society Organizations of Cabo Delgado (FOCADE) was created, with support from Denmark. This is a forum for coordination and liaison of local CSOs and international NGOs. Since its founding FOCADE has suffered various internal convulsions, resulting from contradictions between the mission for which it was created (CSO coordination) and the need to implement projects, outside of that mission, as a way of ensuring the survival of the organization. The majority of the civil society organizations, including those that are considered most pre-eminent in terms of monitoring and advocacy of policies, are generally establishing themselves between the sphere of service provision and that of implementation of projects in the field of governance.

Platforms and networks – The civil society organizations in Cabo Delgado are affiliated to FOCADE - The government acknowledges it as its main counterpart in representation of civil society. At district level, the district platforms are presently being created, with the support of FOCADE. In 2010 thematic networks were established, involving various organizations that are members of FOCADE, and there was likewise an attempt to strengthen the coordination role of the Forum. Four thematic networks were created: (i) governance and natural resources; (ii) HIV/AIDS; (iii) gender; and (iv) education. The quality of functioning of the networks is relatively poor, due to the difficulty in coordination of interests between the members and the difficulty in getting access to resources for promotion of the networking. Liaison with organizations that are national in scope has brought added effectiveness to certain networks. The case of the thematic network for governance and natural resources should be highlighted. It operates in coordination with CTV and other organizations defending the rights and interests of communities affected by the gas projects in Palma District.

1. Alberdi, Jokin and Bidaurratzaga (Eds.) (2014) Local Human Development in Mozambique. May 2014. http://www.dhl.hegoa.ehu.es/ficheros/0000/0785/DHL_Mozambique.pdfpage=37

Support to civil society - The CSOs has had very little access to support in Cabo Delgado. The financing of the projects of the majority of the CSOs flows from partnerships with INGOs or with national CSOs, namely their counterparts in Maputo. At present there is no programme with funds allocated specifically to support to CSOs in Cabo Delgado, although the EU supports some activities in the area of tourism, and Spain channels financing through INGOs.

Main areas – The dispersion through different areas of intervention represents a survival strategy in a context of conditionality in access to funds. The intervention areas focus particularly on the environment, natural resources, human rights, gender, women and protection of girls. Technical frailties and problems of specialization of the CSOs are noted in all of these areas, heavily limiting their activity.

Niassa Province

Characteristics of civil society - In spite of benefiting from development support directed specifically to the province through the Embassies of Ireland and Sweden, development of civil society in Niassa Province continues to be weak. Over the period from 2008 to 2012, IBIS Mozambique implemented the programme entitled Building Citizenship in Mozambique (COCIM), a specific civil society programme looking to strengthen citizens' capacity for participation in governance and influencing democratic processes. WeEffect also implemented the ARENA (Agriculture and Natural Resources) programme, oriented towards advocacy. Starting from 2005, large investments in the forest sector in Niassa were seen, which have come to create major challenges, particularly on the issues of communities' access to land. Up to 2010, the civil society organizations were nearly all focused on service provision activities, but from that point on a trend was noted, on the part of a still small number of organizations, to also intervene in the area of governance. The local organizations seem to have difficulties in exchange of experiences and in collaboration among themselves, particularly between the CSOs with greater visibility and those with less resources and capacities. Many of the CSOs in Niassa were established to create job opportunities, and less as organizations directed at defending specific causes.

Platforms and networks - FONAGNI is the Provincial Forum of NGOs of Niassa. Since its creation FONAGNI has had difficulties in affirming itself. It experienced a long phase of lethargy due to problems of management and lack of funds. In recent years, the Forum sought to endow itself with internal governance structures similar to those of its members, which these days turn it into an organization that competes with its affiliates. FONAGNI is structured under four pillars: (i) economic development; (ii) human capital; (iii) good governance; and (iv) cross-cutting issues. The work around these thematic areas intensifies in at the time of the Development Observatories, which up to 2014 have been held irregularly

in Niassa. Some district forums have been created, with highlight to the Forum of the Organizations of Civil Society of Cuamba (FORASC), which between 2008 and 2013 received support from MASC and IBIS Mozambique, for its operations and the implementation of projects for monitoring of the quality of services.

Support to civil society - WeEffect (AGIR intermediary) mainly finances organizations linked to the agriculture and natural resource sector; the programme of Concern Universal and SNV, referred to as GoTAS, supports four local organizations (UCA, FONAGNI, CCM and FOFEN), selected within the context of a tender for implementation of water and sanitation projects. There are also organizations that receive funds from AGIR, and within the context of the Community Lands Initiative (ITC), there are organizations that receive support for implementation of projects specifically linked to demarcation and delimitation of community lands. In spite of these initiatives, the structure of support to civil society continues to be limited, taking into account the deficit in technical and organizational capacity that exists in the CSOs of Niassa, since with the exception of AGIR, all of the other organizations only finance the implementation of projects, without sufficient support to the capacity building.

Main areas of intervention - In its majority, civil society in Niassa works in the sectors of agriculture and rural development; lands and natural resources; orphaned and vulnerable children; and human rights and governance.

Nampula Province

Characteristics of civil society - Nampula has experience of nearly two decades of organization and operation of an articulate civil society. This experience developed within the context of a favourable institutional framework that resulted from the combination of various factors, namely: (i) the existence of local offices of the Netherlands and Swiss Development Cooperation, with an important role in support to civil society; (ii) implementation of the Decentralized Planning and Finance Program (PPFD), which allowed establishment of small niches of interest groups, specifically Local Development Committees (LDCs), which were important stakeholders in promotion of local development participation; (iii) creation by the regional government of the Unit for Coordination of Development of Nampula (UCODIN) as a mechanism for articulation between civil society and the government and which has been constituted as a favoured space for dialogue with the government; (iv) the building of a space for interaction and discussion of ideas, promoted by the Konrad Adenauer Research Centre and the Catholic University of Mozambique (UCM) in Nampula. All of these initiatives contributed to the creation of an environment that encouraged the emergence of an intervening, engaged and dynamic civil society, with important contributions in the local development processes. In the same way, the participation of

the CSOs of Nampula in thematic networks contributed to the development of knowledge and skills, and likewise to the putting in place of commitments regarding issues in their areas of intervention. However, in spite of the progress achieved, it continues to be necessary to strengthen the technical and analytical capacity of the CSOs, so as to improve the quality of the policy discussion. As well, there are still challenges in the area of advocacy and mobilization of resources. The environment in which the CSOs operate should be carefully analysed and strengthened, in order to avoid potential erosion as a result of changes in the leadership of the provincial government.

Platforms and networks - The Provincial Civil Society Platform of Nampula (PPOSCN) was set up in 2009 as a platform for articulation and coordination of the CSOs, adopting a simple, informal and non-hierarchical structure. It has a technical Executive Secretariat that acts as a focal point and is responsible for the sharing of information. Prior to the creation of the platform, there was a set of uncoordinated thematic networks that had links with the respective sectors within the government. The current thematic networks linked to the PPOSCN are as follows (i) local governance; (ii) health and HIV/AIDS; (iii) education; (iv) social welfare; and (v) agriculture and natural resources.

Support to civil society - At present there is no agency or donor with headquarters in Nampula that specifically supports civil society. But Nampula's historical record is associated with experiences of support to the CSOs, including their establishment, as happened in the case of Akilizetho and of Facilidade, which arose as a result of the support of the Embassy of the Netherlands, through the SNV. Over several years these organizations have received substantial assistance from the Netherlands, but in recent years that assistance has been relatively limited.

Main areas of intervention - Generally speaking, the CSOs in Nampula are more devoted to the area of governance. There is also civil society involvement in other important areas, such as agriculture (linking land and natural resources issues); water and sanitation, the preferred area for provision of services for many CSOs over the years; gender justice, which is gaining very important ground; and lastly the areas of health and education.

Zambézia Province

Characteristics of civil society - The landscape for civil society organizations in Zambézia Province is characterized by the existence of: (i) a majority group of service provision organizations with strong links to the government; (ii) a group of organizations that combines provision of services with intervention in the field of governance; (iii) another relatively small group of CSOs oriented toward advocacy. Zambézia has the particularity of being a province with strong influence on the part of the opposition, of Renamo in particular. Perhaps for that reason, the dynamics of interaction between communities and civil society, and between the latter and the government are generally characterized by a certain distrust and conflict. At district level there is also an intense dynamic of seeking and consolidation of spaces on the part of civil society, illustrated by the case of the CSOs in Mocuba District, which have grown in number and quality of their interventions. The engagement of civil society in policy dialogue – monitoring of the quality of services and in mobilization for citizen participation in governance – follows an upward growth path. However, there is a large group of organizations that require capacity development and material and financial resources in order to be able to improve their performance.

Platforms and networks - The Province of Zambézia has a forum of civil society organizations known as FONGZA (Forum of Non-Governmental Organizations of Zambézia), which was the first NGO forum to be created in Mozambique, in 1991, and subsequently formalized in 1996. The experience of FONGZA was an inspiration for the creation of forums in other provinces. The successive changes in the management bodies, challenges in management and access to resources provoked crises from which the forum seeks to resuscitate itself. In Zambézia, the thematic networks were created in 2009. Each one of the thematic networks has an Executive Board, a Board of Trustees and a General Assembly.

The thematic networks that exist are (i) Network of Associations for the Environment and Sustainable Development (RADEZA); (ii) Network of Water and Sanitation Associations (CECOHAS); (iii) Nucleus of Grassroots Organization Trainers (FORZA); (iv) Nucleus of Women's Associations of Zambézia (NAFEZA); the Provincial G20 (linked to governance); (vi) Zambézia Education Forum (FEDUZA); and (vii) the Nucleus of Organizations linked to HIV/AIDS (CONSIDA).

The quality of the networks' operation is an aspect that still requires a great deal of attention. Indeed, shortcomings are noted in some member CSOs, mainly as regards subjects like advocacy for changes. The involvement of some networks is likewise noted in the execution of projects outside of their sphere of action, with the consequent potential conflicts between those networks and the respective members.

Support to civil society - There is a programme in Zambézia Province, implemented by IBIS, of support to the local governments and to civil society, known as “Promoting Citizenship for Change” (PROCIMU). The Programme has operated in the Municipality of Quelimane and Mocuba and Alto Molócuè Districts, supporting a limited number of organizations. There are also some organizations benefiting from support within the framework of AGIR.

Main areas of intervention - The main areas civil society activity in Zambézia include agriculture, education and health, human rights (particularly focused on gender), water and sanitation, emergency and environment, and as well the area of governance.

Sofala Province

Characteristics of civil society - In Sofala Province there is a high degree of competition between Frelimo and the opposition. Indeed Renamo holds strong influence throughout the province, and the MDM presently runs the municipality of Beira City. The civil society of the province has not demonstrated great dynamism, and there are few active organizations, particularly in the area of human rights. As in other provinces, the largest number of organizations was born as a result of the availability of funds for support to activities of preventing and combating HIV/AIDS. In Sofala today nearly all of these organizations face serious problems of sustainability and adaptation to other fields of intervention. Many organizations continue to prevail, specialized in the provision of services. In recent years some organizations have diversified, operating in economic development, agriculture and social protection, with integration of HIV/AIDS activities and advocacy for change. The CSOs in Sofala face difficulties for access to funds, a lack of specialized staff and a lack of capacity to address, dialogue and advocate policies. Within this context, it is very important to pay added attention as regards the support models, particularly in the area of capacity strengthening.

Platforms and networks - Created in 1997, FOPROSA – the Provincial Forum of Civil Society Organizations of Sofala – has not had a space of its own to operate in, and in recent years has faced difficulties to hold onto staff and implement its coordination activities. Due to the problems that FOPROSA faces, there has also been poor articulation between civil society organizations and government. The Forum has the following thematic networks: (i) education and children; (ii) health; (iii) development, land and environment; (iv) democracy, elections and good governance; (v) human rights, legislation and gender; and (vi) culture, disability and sport. There is a need to strengthen the thematic networks, since they do not operate properly. The articulation between networks is still poor, in spite of there being some - the network for democracy, elections and good governance

Support to civil society - There are no specific funds for support to civil society exclusively for Sofala. The local organizations implement projects funded by INGOs, and some of them are funded by the AGIR Programme and by MASC.

Main areas of intervention - The main areas of intervention of civil society are as follows: health; education and children; governance and human rights; and rural development, with emphasis on agriculture, particularly in the areas of right to land and environment.

Manica Province

Characteristics of civil society - Manica has a broad movement of civil society organizations. Along with Nampula, Manica was one of the first provinces to try out processes of participation and democratic governance, which contributed to a strong organization and structuring of civil society. The experience of Manica is also linked to the participative models of local development adopted by the Decentralized Planning and Finance Program (PPFD) and reinforced within the context of the intervention of the Decentralization Programme of the German International Development Agency (GIZ). These initiatives aided development of a strong civil society and of CSOs with a consistent and clear perspective. The quality of participation and the level of engagement of the CSOs are limited by the lack of resources, which limits their intervention in the processes of governance and local development.

Platforms and networks - The province has a provincial Forum for Coordination of Associations of Manica, FOCAMA, and there are various other forums of civil society, both at provincial and district level, directed to specific areas. FOCAMA has maintained a certain dynamism in its operation, in particular thanks to the commitment of a small group of members who understand the value of its (continued) existence. On the other hand, the government also promotes initiatives that are very open to the participation of civil society, which was visible in the course of preparation of the Strategic Development Plan of Manica Province. However, challenges persist as regards improvement in the quality of the debate, strengthening of the links between organizations, and strengthening of technical knowledge within the thematic networks.

Support to civil society - MASC and AGIR support the CSOs of Manica but in limited numbers, bearing in mind the multitude of organizations that exist in the province.

Main areas of intervention - Agriculture and rural development; health, with emphasis on HIV/AIDS and social protection; governance and human rights – as well as the priorities of women, gender and children – are the main areas of CSO intervention in Manica Province.

Tete Province

Characteristics of civil society - Civil society in Tete is still in an incipient building process. Although there are no clear data as to the number of organizations, it is known that the majority of them are located in Tete and Moatize Districts. The greater part of the organizations was born within the context of implementation of the programmes to fight HIV/AIDS, conducted by the National AIDS Council (CNCS). Another set of organizations arose following the opportunities for access to resources of the District Development Fund (FDD). Recently, with the support of the organization FHI 360°, more organizations have arisen working with HIV/AIDS and micro-credit; through ITC agro-livestock organizations have also arisen, dedicated to the organizing and legal registration of associations linked to the demarcation and delimitation of community lands. With the boom in investments linked to the natural resources, mainly those of mineral coal, one has seen the emergence and attempted adaptation of CSOs to this new theme. Due to the conflicts that arose with the coal mining and for defence by CSOs of the rights of those affected by the mining, these organizations have won recognition with the communities. On the other hand, the relations of the communities with the government and companies remained characterized by conflicts and mistrust. In general, the organizations are weak, but there is a clear trend to strengthening of a small nucleus of organizations, essentially based in Tete City, that work in articulation among themselves on issues like human rights, rural development and land.

Platforms and networks - The Provincial Forum of NGOs of Tete (FONGT) has existed since 1996, and takes in national and international organizations and also trade unions. The forum is organized into thematic groups. Some local organizations are branches that represent national-level organizations in the forum. Over the last five years district platforms have been created in Changara, Tete, Moatize and Cabora Bassa. MASC had a dynamizing role in the emergence of associations and the setting up of the district platforms. However, the functioning of FONGT and other platforms and networks is inadequate, also due to the lack of resources to encourage actions of articulation between the CSOs. In the same way as happens in other provinces, these organizations sometimes take on the role of implementers, instead of strengthening their main role of ensuring articulation and mobilization of the CSOs for collective action. Although it exists, the Development Observatory in Tete Province functions very irregularly.

Support to civil society - Civil society in Tete has difficulties in accessing funds, and there are no agencies with specific and exclusive support programmes for Tete civil society. The funding organizations are essentially those that have agreements with the AGIR Programme, MASC, and other organizations with initiatives of occasional support to civil society. FONGT has a mapping under way of the associations that are to work in a future nutrition programme.

Main areas of intervention - The majority of the CSOs in Tete provide services, and there is a minority that combines service provision and advocacy. The advocacy component is still rather incipient, and the organizations working in these areas need to strengthen the respective capacity building. The most solid CSOs are increasingly focused on the defence of rights of the families affected by the undertakings of extractive industry, particularly as regards land right and obtaining fair compensation within the context of the resettlement processes. There are also civil society organizations operating in the generic area of human rights, agriculture and HIV/AIDS.

Inhambane Province

Characteristics of civil society - The majority of the civil society organizations in Inhambane arose following the wave of funds to combat HIV/AIDS. The greater part of the organizations that exist continue to maintain a link with this topic, in spite of presently trying other areas, due to the substantial reduction of funds for combating HIV/AIDS. The attempt to change to other areas has been complex and has not achieved the desired results. In general, the organizations still continue to be characterized by frailties in terms of technical and human capacity and financial resources. There is an effort on the part of the organizations to work in a network, and one notes at district level that the networks have been the key vectors in the strengthening of awareness around citizenship. The networks promote knowledge concerning rights within the communities, in some cases using theatre,⁵ as is the case of the district platform of Jangamo District (UDAJA), which over three years received support from MASC to monitor the quality of the public social services.

Platforms and networks - FOPROI is the Forum of the Civil Society Organizations established in Inhambane. Its operation has been affected by the lack of a clear vision concerning the role of the Forum, and by management and leadership difficulties. Thus over the last three years the Forum has accumulated debts. The Forum has redoubled its efforts in search of partners able to support it, but meanwhile the level of the organization's disintegration increases. The thematic networks do not work, because the member organizations do not meet. The absence of

2. UDAJA has a Theatre of the Oppressed Group (GTO) that organizes theatre plays on various topics of general interest.

supports to the networks increases their difficulties with engagement in the democratic governance processes. District platforms have been created, some of which stand out for a strong potential for promotion and defence of rights (for example the platforms of Jangamo and Morumbene). Consolidation is on-going of the network of organizations that deal with issues of nutrition. The district networks articulate with the Provincial G20, which leads the operation of the Provincial Observatory. At the present time, the district networks are seeking to integrate their members into the formal spaces for dialogue, specifically in the District Consultative Councils, thus using them as platforms to influence decisions (for example, the Jangamo UDAJA).

Support to civil society - There is no specific and exclusive support to the Inhambane CSOs. The Irish Embassy has been working closely with the provincial government for some years, but there are few initiatives implemented by the CSOs. Within the framework of the decentralization programme sponsored by the GIZ, strengthening of local participation mechanisms has been implemented with the local governments, but there are few initiatives in support to civil society. The CSOs essentially seek to participate in the tenders for implementation of specific short-term projects (of one to four years) launched by various partners, namely the EU, USAID and MASC. For the majority of the organizations, access to resources is very limited, due above all to the poor quality of proposals arising from the scarcity of qualified staff. Strategically – and acknowledging the difficulties for access to funds – the organizations end up working at the same time in various areas.

Main areas of intervention - The civil society organizations in Inhambane are working essentially in the areas of HIV/AIDS, orphaned and vulnerable children, agricultural development and human rights promotion.

Gaza Province

Characteristics of civil society - The civil society of Gaza Province is made up in its majority of small-scale organizations with no solid structure, nor work experience on issues of governance. In their majority the organizations have been and still continue to be very much linked to service provision. Many of the organizations arose in the context of the actions for combating HIV/AIDS, which had strong funding from the CNCS. With the reduction of funds in the area of programmes to fight HIV/AIDS allocated via the Provincial Committee to Fight AIDS (NPCS), many tried to experiment with other areas of intervention, in particular the areas of support to orphaned and vulnerable children, mutual solidarity and promotion of small farming activities. The organizations try to embrace the issues that emerge and are of interest to the donors, like the monitoring of basic services, but there are difficulties in working in these areas: lack of financial resources and of trained staff, but also an environment that

is not very tolerant and open to interventions in the area of governance. The Gaza civil society platform, FONGA, has exercised not only the role of coordination of the CSOs, but has also intervened directly in monitoring of governance. FONGA is presently the main actor for dialogue and confrontation with the provincial government around policy options.

Platforms and networks - The civil society organizations constituted their Provincial Forum in 2001, with the objective of bringing together all of the organizations of the province. Over the years this role expanded, in particular with the transformation of the forum into an organization for intervention, in the same way as its members. The Forum intervenes in five areas, specifically: counselling and mentoring; funds mobilization and financing of initiatives of the CSOs; training; mobilization of partners and/or establishment of networks; and advocacy and lobbying. FONGA likewise supports income-creation initiatives. The thematic networks are not sufficiently developed. Meanwhile the Forum has established the following areas as the main pillars in the area of its intervention: (i) fighting poverty; (ii) combating HIV/AIDS; (iii) fighting corruption; (iv) promotion of democracy and good governance; and (v) promotion of local philanthropy.

Support to civil society - There is no donor that exclusively supports the civil society organizations in Gaza Province. FONGA also tries to work toward fund-raising coming from various sources, some of which funds are used to finance local civil society initiatives.

Main areas of intervention - The most important are essentially the areas of agricultural development, HIV/AIDS and support to orphaned and vulnerable children.

Maputo Province

Characteristics of civil society - Maputo has a very broad array of civil society organizations. Generally speaking, the organizations of Maputo and Matola are sufficiently solid, with qualified staff and with a certain mastery of the areas of activity. The fact of them having added opportunities for access to information and knowledge, in conjunction with the ease with which they can train and hire qualified staff, favour them in relation to other organizations headquartered outside of Maputo. The level of strategic approach of these organizations is strong, and in recent years they have gained a strong awareness that collective action has greater potential to produce the desired results than isolated action. At present, one notes a tendency among the organizations to improving the articulation and undertaking joint work, particularly when the issues are of common interest. A certain tendency is also noted to greater sharing of information and studies.

Platforms and networks - There are various platforms and networks already set up at provincial and district level. There is a need to consolidate, given that despite the availability of relatively well prepared human resources, the functioning of the networks still displays some weaknesses. The networks with tendencies toward institutionalization have generated internal contradictions (e.g. demand by the members for loans from the network), problems of inclusion among the members, and attempts at control of resources. The district platforms in Maputo maintain a close relationship with the provincial platform (G20) and contribute significantly to the discussions in the provincial Development Observatories. There is also a set of organizations specialized in research and production of studies, well integrated and with influence in the debates around policies and the respective legislation. As a consequence of the systematic support from MASC and of a restructuring of intervention approach, the role of the National G20 within the framework of the Development Observatory has been improving considerably in the course of the last three years.

Support to civil society - The civil society organizations in Maputo enjoy the privilege of being close to the sources of resources and to the centres of decision-making. Within this context, they have a great deal of facility in access to information and trained staff that can support in the preparation of project proposals. Nearly all of the partners that support civil society organizations support some organizations based in Maputo. This is due in part to the fact of the Maputo CSOs having better mechanisms at their disposal for reporting, but also results from proximity to the donors.

Main areas of intervention - The areas of intervention are essentially: governance transparency and fighting corruption; human rights and issues of women and gender; rural development; monitoring and evaluation of governance; education; health and HIV/AIDS; and quality of the public services.

Mapping Study of Civil Society Organizations in Mozambique



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