



MAPPING STUDY OF CIVIL SOCIETY ORGANISATIONS

MOZAMBIQUE, 2020-2021

Gianfrancesco Costantini, José Jaime Macuane,
Juscélina Guirengane & Shaista de Araújo



Financiado pela
União Europeia





This publication was produced with the financial support of the European Union. Its content is the sole responsibility of the authors and does not necessarily reflect the position of the European Union.

SUMMARY

10		Acronyms and abbreviations
12		Introduction
14	1	Objectives and institutional context
16		Objectives
16		Institutional context
18	2	Principal characteristics of the study
20		Theoretical approach
20		A broad concept of civil society
20		Governance as the joint management of common goods
22		Focus on social processes and functions
22		A focus on gender dynamics
22		A focus on sector dynamics
22		A multidimensional vision of CSO capacities
23		Methodological approach
23		The geographical scope of the mapping
23		Information sources and information gathering tools
23		Adapting to conditions linked to the persistence of the COVID-19 pandemic
23		Web-based survey
26	3	Emerging contextual dynamics
28		Political, social and economic processes

30	Political processes
33	Social processes
34	Economic processes
35	Considerations regarding social, political and economic processes
35	The roles that civil society organisations play
36	Contributions to public policies to improve governance at national level
36	Monitoring public policies in order to improve governance at national level
38	Support for local governance and local public administration through micro governance mechanisms and initiatives
38	The promotion of social awareness on public issues and recognised rights
40	The provision of services and the alleviation of poverty and social exclusion processes
41	Discussion of issues of public interest and governance processes
40	Defending rights through advocacy and legal protection
41	Pressurising government to solve specific and/or local problems
41	Factors that influence the roles played by civil society organisations
44	4 The dynamic linked to the roles played by CSOs: an overview
46	The prevalence of the ngo organisational model
46	The prevalence of “project” based actions, focus on activities and the lack of linkages with actors and territories
47	Opportunistic agendas and the tendency to “play safe” (comfort zones)
47	The dynamics of fragmentation

49		Lack of integration between service delivery actions, public policy initiatives and engagement in governance mechanisms
50	5	How CSOs respond to challenges: a tiered analysis
52		First tier CSOs: CBOs, self-help organisations and informal groups
52		Who are the first tier CSOs?
52		Emerging characteristics in the functioning and action of organisations
53		Innovative activities
54		Second tier CSOs: NGOs and support organisations
54		Who are the second tier CSOs?
56		Emerging dynamics
58		Demand for support
58		The major national CSOs
59		Third and fourth tier CSOs: platforms and networks
59		Third tier CSOs
60		Emerging dynamics
61		Fourth tier CSOs: multisectoral platforms and networks
62		International NGOs
66	6	Cooperation between CSOs and municipalities
69		CSOs that work with municipalities
69		Sector and modalities of cooperation
72	7	A territorial vision: emerging regional dynamics
74		Maputo
75		Gaza
76		Sofala
76		Tete

77	Zambézia
78	Cabo Delgado
79	Niassa
80	8 Emerging dynamics in the sectors analysed
82	Peace and security
83	Environment, climate change and the green economy
84	Youth and job creation
86	Digitalisation
88	Good governance
89	Gender
91	The rights of disabled people
92	9 Opportunities of support
98	10 Emerging needs: a brief overview
102	11 Conclusions and recommendations
104	Opportunities to improve CSO performance in governance mechanisms and social dialogue processes
105	Recommendations
105	Support for the development of an environment capable of supporting CSO action
105	The development of CSO participation in policy dialogue and governance spaces and processes
105	Strengthening CSO capacity
105	Support for CSO actions in priority sectors for cooperation
108	Boxes, figures e tables
110	Documents consulted
112	Credits
112	Organisations that participated in the consultation process

ACRONYMS AND ABBREVIATIONS

AAAJC

Association of Support and Legal Assistance to the Community

ACODENIA

Association for Combating Unemployment in Niassa

ACP

African, Caribbean and Pacific Countries

ADEMO

Association of the Disabled in Mozambique

AGIR

Action Programme for Inclusive and Responsible Governance

AGRA

Alliance for a Green Revolution in Africa

AICS

Italian Agency for Development Cooperation

AJEGA

Association of Young Entrepreneurs of Gaza

AJUPCE

Youth Association for the Prevention and Fight against Epidemics

AMODE

Mozambican Association for the Development of Democracy

AMUPT

Association of Paralegal Women in Tete

ANJE

National Association of Young Entrepreneurs

APME

Association of Small and Medium-Sized Enterprises

APSGA

Gaza Association of Psychologists

ASCUT

Civil Society Alliance against Usurping of Land Usurpation in Mozambique

BAD

African Development Bank

CBO

Community Bas Organisation

CESC

Civil Society Learning and Capacity Building Centre

CSOs

Civil Society Organisations

CSO-AL

Thematic Programme for Civil Society Organisations, Local Authorities

CTA

Confederation of Economic Associations of Mozambique

ECLT

Eliminating Child Labour in Tobacco Growing Foundation

EU

European Union

FAA

Help a Friend Foundation

FAMOD

Forum of Mozambican Associations of the Disabled

FAO

Food and Agriculture Organisation of the United Nations

FDC

Foundation for Community Development

FED

European Development Fund

FEMME

Mozambican Association of Women Entrepreneurs

FMO

Budget Monitoring Forum

FNDS

National Fund for Sustainable Development

FOCADE

Cabo Delgado NGO Forum

FOFeN

Niassa Forum of Women's Organisations

FONGA

Gaza Non-Governmental Organisations Forum

FONGZA

Zambezia Non-Governmental Organisations Forum

FOPROSA

Zambezia Development Platform

FORCOM

Forum of National Community Radios

FRELIMO:

Mozambique Liberation Front

FROPONGE

Forum of NGOs in Tete

FUNDASO

Soico Foundation

FUNDE

University Foundation for the Development of Education

GBV

Gender-Based Violence

GDI

Institute for Governance and Development Support

GEF

Global Environment Facility

ICT

Information and Communication Technologies

IESE

Institute of Social and Economic Studies

ILO

International Labour Organisation

IMD

Institute for Multi-party Democracy

INE National Institute of Statistics	NAIMA International NGO Network working on health and HIV in Mozambique	PSCM-PS Mozambican Civil Society Platform for Social Protection	UNCDF United Nations Capital Development Fund
INGO International Non-Governmental Organisation	NANA Development Support Association	RADEZA Network of Organisations for the Environment and Sustainable Development of Zambezia	UNDP United Nations Development Programme
IOM International Organisation for Migration	ND New Democracy	RAJU African Youth Network	UNICEF United Nations Children's Fund
IREX International Research and Exchange Council	NUCODE Nucleus for Coordination of Educational Development	RAMBOG Moatize Network of Associations for Good Governance	UPCT Tete Provincial Farmers' Union
JOINT League of Non-Governmental Organisations in Mozambique	NGO Non-Governmental Organisation	REDE ACABA Network of Associations of Cahora Bassa	UPR Universal Periodic Reviews
LGBT Lesbian, Gay, Bisexual and Transgender	OREC Organisation for Conflict Resolution	ROSC Civil Society Forum on the Rights of the Child	USAID United States Agency for International Development
M&E Monitoring and Evaluation	OREMO Mozambique Hope Organisation Association	SAMCO Social Accountability Monitoring Committee	WB World Bank
MASC Civil Society Support Mechanism	PAANE Non-State Actors Support Programme	SEJE Secretariat of State for Youth and Employment	WWF Worldwide Fund for Nature
MEPT Education for All Movement	PLASOC Civil Society Platform for Health	SOPROC Child Protection Network in Sofala	
MSME Micro, Small and Medium Enterprises	PLASOTE Tete Civil Society Platform	UDAJA Network of Organisations of the District of Jangamo	
NAFEZA Nucleus of Women's Associations of Zambezia	PNUD United Nations Development Program	UK Aid British Department for International Development	
	PRODEA Environmental Development Programme		

INTRODUCTION

This document is the final report of a mapping study of civil society organisations (CSOs) in Mozambique undertaken in 2021 as part of the European Union's re-structuring of its support to civil society. The study aimed to update information on the operational environment for civil society and the strategic recommendations of a similar CSO mapping exercise carried out in 2015, and to examine the role of CSOs and the space for dialogue at sectoral level. The mapping was based on a broad and differentiated concept of CSOs in which in addition to Non-Governmental Organisations (NGOs), all forms of citizen organisation, formal and informal, legalised and non-legalised, were considered. From a methodological-operational point of view, this required civil society entities to be identified at a number of different levels or tiers.

The mapping was carried out in an integrated and coordinated manner using multiple information sources. This ensured that information collected was validated and that the views and perspectives of different actors were representative. In total, 350 civil society organisations were consulted, including local and national bodies at different levels, as well as international NGOs.

The emerging dynamics and the roles of CSOs

The context in which society operates has elements that are both consolidated and fluid. The erosion of civil liberties appears to be a fact as is the closure of some forums for participation. However, despite talk of reductions in civic space, the reality is more nuanced, and depends on various circumstances and factors: a degree of heterogeneity of thought within the Government itself in terms of the space that should be given to civil society; internal processes within civil society itself, which contribute to its weakening and poor use of existing spaces; and the dominant paradigms of organisation and action within civil society that influence the way in which initiatives emerge and develop, in other words, the dominance of the formal organisational model of NGOs. These factors contribute to the degree of openness in the environment in which civil society acts, as well as its exploration of possibilities for participation. These points are further developed throughout the report. In a context in which there are diverse processes and is often characterised by incoherence, ambiguity and limited transparency and “intelligibility”, CSOs have been assuming a plurality of roles. Whilst these are often linked to medium and long-term strategies, they are at times driven by

opportunistically by spaces that open up. The roles of CSOs include: contributing to the formulation and improvement of public policy in order to improve governance at national level; monitoring of public policies; support to local governance and local public administration through micro-governance mechanisms and initiatives; promotion of social awareness on public issues and on recognised rights; provision of services and alleviation of poverty and social exclusion processes; debate on public issues and governance processes; defence of rights through advocacy and legal protection; the and mobilization of local movements on particular issues.

The process of the opening-up or closing-down of CSOs' “space for action” constitutes, in fact, a structuring factor for CSOs themselves that influences their operating mechanisms and agenda. The influence of these factors changes in different situations and spaces and in relation to the different actors involved, making it difficult to generalise or even, in some cases, to identify unequivocal processes. Despite some patterns in the main forms of engagement can be identified: 1) an “opportunistic” form: relations based on occasions and opportunities are preferred to structured relations; 2) a “utilitarian” form: relations and collaboration based on the possibility of maximising utility

by each actor involved, rather than on the recognition of a role, a social function, or an established right; 3) a form of “contiguity” (or even, in some cases, “identity”): actors do not collaborate because they have mutual recognition, but because they belong to the same “group” and share informal relationships and experiences, family ties, or other forms of relationship, including those of personal and family influence.

The dynamics linked to the roles played by CSOs

A set of interconnected processes and dynamics can be identified in relation to CSOs as a whole, which include: a) the dominance of a “single” organisational model, the NGO; b) the prevalence of a “project-based” approach; c) the presence of dependency relations with a tendency for many CSOs to remain in ‘safe spaces’; d) dynamic fragmentation between organisations that lacks integration between actions. CSOs respond to these difficulties in a number of ways and at different levels. Thus, different needs emerge on the part of grassroots and community-based organisations, NGOs, platforms and networks of organisations, as well as in relation to international NGOs. These risk creating a situation of competition between national entities to access

resources. Competition is also manifest at territorial level with very different dynamics and a risk that some provinces attract more resources than others, despite a lack of a medium or long-term vision. There is also risk of resources being concentrated without a shared vision regarding sectoral interventions. For example, in some cases, CSOs simply change the “label” of their actions in accordance with funding opportunities, but rarely have a strategic vision at sector level. Nevertheless, despite this, there are a high number of innovative experiences and highly relevant initiatives, but the risk that these experiences might not be able to secure resources or find space, due to competition and fragmentation, is always present.

Emerging needs

In relation to the mitigation or elimination of factors that do not allow CSOs to fully play their roles in improving governance and development policy, some needs emerge concerning (a) the possibility of developing horizontal links in local and thematic networks, to mitigate for or break the dominance of vertical relationships in which a small number of organisations (normally in Maputo) channel funds, ideas and projects to the others; (b) the need for greater recognition of CSOs, at all levels, as actors and not

simply executors or as beneficiaries of development policies c) the development of processes for improving autonomous capacities for analysis of development processes and the identification/formulation of development initiatives, as well as institutional development; d) consolidation and dissemination at national level of forms of participation in governance mechanisms, including a reflection among CSOs on the roles of the different actors and on the “political space” of civil society itself in relation to the space of the State and political institutions.

In this context an important role may be assumed by CSOs by, on the one hand, exploring new funding mechanisms that can contribute to their financial sustainability and, on the other, by moving towards a focus on “mainstreaming” themes in development policy – such as gender issues, capitalising on diversification, recognition of rights, etc. – to more profound forms of change in organisational and power mechanisms within CSOs and a vision of actors, interests and conflicts in the development context.

The background features a dark green field with several overlapping geometric shapes. On the right side, there are two blue, rounded, C-shaped elements. The bottom left corner is dominated by several bright yellow, trapezoidal shapes that appear to be part of a larger graphic. The overall design is modern and abstract.

CHAPTER 1

**OBJECTIVES
AND INSTITUTIONAL
CONTEXT**



OBJECTIVES AND INSTITUTIONAL CONTEXT

OBJECTIVES

The objectives of the mapping are:

- ✦ To update information on the environment in which civil society operates and the strategic conclusions and recommendations of the 2015 mapping exercise, and on the general characteristics of civil society in Mozambique;
- ✦ Detail the role of CSOs and of dialogue spaces at sectoral level particularly in relation to: good governance (monitoring of public finances, particularly in the social sectors, pluralism and electoral participation, human rights and gender); a greener society (Green Deal), and the democratic and sustainable use of natural resources and the management and prevention of recurring crises; the creation of jobs and new economic opportunities, with a focus on youth, and with particular attention to the culture sector and digitalisation, and support and promotion of the green economy (environmentally sustainable businesses).
- ✦ Identify the possibilities for supporting CSOs and dialogue with the authorities, considering national development policy, new challenges and changes in recent years, identifying and analysing key actors and transformation agents in different sectors and in different regions;
- ✦ Analyse the main resources and strategies for support to CSOs (donors, public administration, private sector), with particular attention to support modalities (trust funds, core support, action grants) to support the preparation of a new “Roadmap for engagement with Civil Society for the European Union (EU) and its Member States” in Mozambique.

INSTITUTIONAL CONTEXT

The Roadmap for Engagement with Civil Society, a strategic tool adopted by the European Union and its member states, is rooted in guidelines published by the EU in 2012 and entitled “The Roots of Democracy and Sustainable Development: EU Engagement with Civil Society in External Relations”. The guidelines consider the participation of CSOs’ in political processes as fundamental to ensure inclusive and effective policies. It advocates for EU delegations around the world,

together with key development partners, to define, through “roadmaps”, partnership strategies and actions to support civil society with a focus on three main areas:

- ✦ The development of an enabling environment for civil society;
- ✦ The development of CSO participation in policy dialogue and governance mechanisms, with the public administration and other relevant actors;
- ✦ Capacity building of CSOs to improve the effectiveness of this participation.

The principal functions of the roadmap are to coordinate actions for support to civil society and to create a shared strategic reference framework for the identification and implementation of these actions.

In September 2016, 21 development partners in Mozambique joined forces and published the first Roadmap for the period 2016–2019¹, placing different individual interventions for support to CSOs in a broader, collective framework. This was followed by the creation of a working group on “gender and citizenship”. A mapping of CSOs in Mozambique was launched in 2016 and in 2020 the initiative to update this roadmap was announced.

At the end of 2020 the EU Delegation in Mozambique launched a review of national priorities taking into account, changes occurring at national level, including electoral processes, the emergence of armed conflict in the north, the occurrence of natural disasters, and the implementation constitutional reforms such as the decentralisation framework, and the definition of a new EU global strategy based on the new European Consensus on the 2030 Agenda for Sustainable Development and the new Africa–Europe Partnership².

1. Mozambique – EU & partners’ country roadmap for engagement with civil society 2016–2019 2. The Africa–EU Partnership is the formal channel through which the European Union and the African continent work together. It is based on the Joint Africa–EU Strategy adopted by Heads of State and Government at the second EU–Africa Summit in 2007. In March 2020, the EU launched a new strategy to continue the partnership, identifying new themes linked to the new challenges facing the two continents

BOX 1

EU PRIORITIES FOR THE ARTICULATION OF DEVELOPMENT INITIATIVES

The EU's development priorities reflect the 5 priorities of the UN 2030 Agenda for Sustainable Development (People, Planet, Prosperity, Peace and Partnership). In line with the European Commission's new priorities, EU development initiatives will be linked to these 5 areas for the period 2020-2024:

Environmental Alliances (Green Deal Alliances)

Circular economy, biodiversity, green and smart cities, sustainable energy, food systems: from farms to forks, water and oceans, pollution.

Science, Technology and Innovation Alliances, and Digitalisation

Governance (regulatory frameworks); digital connectivity, including key enabling infrastructures; digital skills and entrepreneurship; E-services, including E-governance; Data protection.

Alliances for Sustainable Growth and Jobs

Sustainable investments, including key enabling infrastructure; Creation of decent jobs; Education and skills; Business environment and investment climate; Regional economic integration, trade and connectivity.

Partnerships on migration

The root causes of irregular migration and forced displacement, including the developmental benefits of migration; Managing migration, including border management, return, sustainable re-admission and reintegration, and legal pathways; Sustainable solutions for refugees.

Governance, Peace and Security, Human Development

Human rights, democracy, fundamental values; Human development; Rule of law and accountability; Conflict prevention, peacekeeping and resilience building; Initiatives against organised crime.

An important element for the mapping exercise is the identification of future priority sectors for intervention in the specific context of Mozambique, particularly in relation to three areas:

- ✦ Environmental policy and the management of climate change, including the democratic and sustainable use of natural resources and the prevention of recurrent crises, the sustainable exploitation of environmental and maritime resources, water management and energy supply;
- ✦ The creation of employment and new economic opportunities for young people, including improvements to the business environment, support to small and medium-sized enterprises and social enterprises (business incubation and acceleration, training and mentoring, etc.), education, technical-vocational training, with a focus on technological innovation, and with particular attention to the cultural and digital sectors;
- ✦ Good governance, the promotion of peace and processes to improve the accountability of governments to citizens, including the monitoring of public finances, in particular in the social sectors, pluralism and electoral participation, human rights, gender equality.

The present study serves to offer an analysis of civil society, its main dynamics and its actors to Mozambican society as a basis for a common strategy for cooperation with civil society that will be adopted by the EU and its member states through its translation into a roadmap for engagement.





CHAPTER 2

**PRINCIPAL
CHARACTERISTICS
OF THE STUDY**

PRINCIPAL CHARACTERISTICS OF THE STUDY

The starting point for the present study is the exercise conducted in 2015 and published in 2016. Compared to this study (summarised in the box below) this new mapping exercise has two important differences. The first is related to its theoretical approach: the new mapping exercise is characterised by the use of a model of CSOs structured by tiers, and although it focuses on some specific sectors, it is not a sectoral mapping. The second is linked to the methodological approach. The present exercise takes advantage of new techniques and tools, such as a web-based surveys and interviews, which have proved extremely important in the context of the limitations imposed by the COVID-19 pandemic.

THEORETICAL APPROACH

A broad concept of civil society

The mapping is based on a broad and differentiated concept of CSOs. In addition to NGOs, all forms of citizens' groups, formal and informal, legalised and non-legalised, are considered that:

- ✦ Have a minimum degree of permanence;
- ✦ Have no formal affiliation or dependency relationship with other entities (such as public institutions, political parties, religious institutions, companies, families and traditional government entities);
- ✦ Have objectives linked to the general interest³.

From a methodological-operational point of view, this conceptualisation entailed the identification of civil society organisations at different levels:

3. This definition is substantially the same as the definition used in EU policy documents since 2012 (being distinct from the definition of “non-state actors” which may include both entities in which membership is non-voluntary, and entities that are not autonomous from other entities). The EU definition is based on a typology of organisations which, like all typologies, produces paradoxes in application (linked to the fact that real entities are different from “ideal types”). This definition, which has its basis in sociological literature, is not based on a typology, but on the identification of the main elements emerging in the different ideal types. In fact, the EU typology is simpler for policy implementation, but not very effective for use in research activities. This definition is apparently more abstract but allows greater capacity for selection – even if it is very inclusive – within a social research context. This definition was applied in most of the CSO mappings carried out in support of EU activities since 2010

- ✦ The grassroots level (first tier) which includes grassroots community organisations, including informal organisations, and NGOs that are created in relation to a local area of action (in general including entities characterised by identity/proximity between “actors” and “beneficiaries”). This included entities involved in cultural activities and “informal citizen movements”⁴.
- ✦ The second tier, including NGOs and entities that play a support role for communities and first tier organisations, and a “technical” role (research, training, technical assistance). These organisations are not necessarily registered as NGOs (they may in some cases even be registered as companies and foundations). The focus of the mapping exercise is on the functions of these entities, rather than their institutional existence.
- ✦ The third tier, including forms of collective action that involve a plurality of organisations, such as networks and coalitions, including local networks, set up to advocate in favour of specific communities and territories, or to coordinate the actions of organisations in a territorial space, and thematic networks that focus on technical questions, or the coordination of actions in a thematic sector. The analysis will include both permanent and temporary networks and coalitions linked to advocacy actions or “movements”. A process considered relevant in relation to this tier is the development of regional CSO (or NGO) forums and networks.
- ✦ The fourth tier, including forms of collective action among CSOs at national level or in relation to general issues (such as national political processes, constitutional processes, regulation of CSOs).

Governance as the joint management of common goods

The mapping includes organisations with different roles and activities, including those involved in improving service delivery (from social and health services to services for protection of human rights, and of women in particular), and those that act within spaces and mechanisms for multi-actor dialogue, or in the spaces created for participation by the public administration. Within this broader context and considering the principles and the political framework defined by the EU, the study particularly focusses on understanding the role that CSOs have in governance processes and mechanisms.

4. In relation to “movements” these will be considered when there is a structure, even an informal one, and not in cases where there is simply an “occasional mobilisation”. For a group to be an “organisation” it must have some degree of duration

THE 2015 MAPPING STUDY OF CIVIL SOCIETY ORGANISATIONS IN MOZAMBIQUE

A mapping study of CSOs in Mozambique was carried out in the **first half of 2015**, as the prerequisite for the preparation of a “Roadmap of the European Union, Member States and other partners for engagement with civil society”. Data collection included analysis of documents, interviews with CSOs, international partners and government institutions at national, provincial, district and local level. Nine provincial workshops were held during the first phase of the fieldwork, and in the second phase, four workshops were held to verify findings and validate recommendations. The mapping **focused on six main thematic areas**. (1) Analysis of the **civil society environment**, including the political context (the concentration of powers in the executive, the partisan nature of state institutions and simultaneously the growing recognition of the importance of civil society), the economic context (strong growth and issues linked to the exploitation of natural resources), the social context (the coexistence of rapid growth and extreme poverty), and the legal context and the regulatory framework for CSOs. (2) **The structure of civil society**, namely the typology and diversification of organisations. (3) **The capacities of CSOs**, focussing particular on three areas: internal governance; capacity to achieve results and capacity for advocacy. (4) **Sustainability**, considering organisational sustainability, political sustainability and financial sustainability. (5) **The space for civil society engagement with the State**, both formal and informal spaces. (6) **The modalities of CSO intervention in specific sectors**, namely: **good governance** (budget monitoring, studies, access to information, human rights); **sustainable rural development** (advocacy on land and direct technical support); **social services** (advocacy for the most vulnerable and services delivery); culture (where despite its potential and CSO interventions, appears limited to the civil society cultural observatory, community theatre groups, and district culture festivals); **technical and vocational education** (where the role of international NGOs and faith-based organisations stands out). On the basis of the analysis, the mapping identified some **key priorities for civil society support**, namely:

- Ensure permanent attention to the need for CSO independence and support for an increasingly tolerant and democratic space for policy debate;
- Support civil society and public institutions in the revision of the legislative framework for CSOs including the creation of dialogue mechanisms for Civil Society and Government at various levels;
- Recognize the right to decide and support for civil society in the advocacy for its own agendas;
- Maintain a frequent and systematic dialogue not only with Government, but within civil society itself and its representatives before the realisation of Government – Assemblies (provincial and central);
- Base organisational capacity building on assessments of need and capacity, recognizing that organisational capacity building should be in accordance with the size, scope and character of the organisation;
- Facilitate the establishment of partnerships between CSOs and research institutions and universities with the aim of increasing the analytical and practical capacity of both parties (action research);
- Support platforms and networks to fully carry out their mission, namely as regards their coordination and representation role of the CSOs;
- Promote alternative forms of transmission and sharing of information and knowledge;
- Promote, together with civil society representatives, the organisation of a conference on diversification of funds, ensuring follow-up of subsequent activities;
- Support the organisational sustainability of CSOs, taking into account existing experiences of outsourcing of financial and accounting management functions to small CSOs on the basis of service provision;
- Overcome the insufficient coordination of divergent approaches of civil society, and the establishment of a cross-cutting mechanism for coordination among donors;
- CSO support mechanisms should ensure decentralized outreach to small CSOs at provincial and district level;
- Support to CSOs should follow established good practices and recommendations for harmonization and alignment expressed in various studies.

Considering this specific interest, and to avoid the risk that the term ‘governance’ could be interpreted in different ways⁵, the second theoretical characteristic of the mapping exercise is the adoption of a broad concept of governance which includes all initiatives aimed at identifying, managing and solving emerging problems in the public space or in the community. This can include actions directed at the public administration (such as advocacy or participation in the formulation and monitoring of public policies), as well as actions directed at facilitating access to services (water, health, education, etc.) or local development actions (concerted action between economic players, improvement of environmental conditions, etc.). In general, this context includes all initiatives to improve the resilience of communities faced with economic, social, political and environmental risk factors.

Focus on social processes and functions

Another important element of the mapping exercise is the focus on the relationship between the activities of CSOs and the social functions of those activities. Ostensibly, similar activities (such as, for example, implementation of training courses) may have a different meaning and a different function. They may, for example, have a function linked to the implementation of the policies of external actors, or be related to local governance functions or the development functions of local actors.

Thus, in addition to identifying the main activities of organisations, particular care was taken to identify the processes involved in defining the “social meaning” attributed to these activities, according to the expectations and intentions of the organisations and their reference groups.

A focus on gender dynamics

Gender dynamics in CSOs themselves, and in their interventions, were specifically considered by analysing:

- Gender dynamics linked to the internal governance and institutional development mechanisms of CSOs (e.g., women’s access to decision-making positions, presence of forms of diversity management);

- The dynamics of mobilisation and articulation in relation to gender models (e.g., representation of actors “ignored” or overlooked in public policies and in dominant social dynamics, and interventions in the political dynamics of gender at different levels);
- The integration of gender dimensions in development and governance actions (how “gender mainstreaming” is practised, the existence of an action strategy, etc.).

A focus on sector dynamics

As mentioned, the mapping exercise took a specific interest in sectors linked to EU priorities, namely:

- Green Transition and Energy Access;
- Digital Transformation;
- Sustainable Growth and Jobs;
- Peace, Security and Governance;
- Migration and Mobility.

Taking this into account, an important focus of the analysis of the mapping was:

- The identification of CSOs intervening in these sectors, at different levels;
- The identification of CSO agendas and the modalities by which they perceive sectoral priorities;
- The identification of the modalities of intervention and sectoral action, at different levels;
- The emerging dynamics of cooperation between CSOs and other actors in these sectors;
- The space for policy dialogue and governance, including CSO participation at the level of different sectors.

A multidimensional vision of CSO capacities

The identification of the support and capacity building needs of CSOs’ is an essential element of the mapping. The starting point was not a traditional model of capacity, but a more profound analysis of the relationships between the challenges and roles of CSOs, processes linked to the internal development of organisations, the development of their capacities, and the inter-institutional relationships between different actors, based on the adoption of a multi-dimensional concept of capacity building, that considered:

5. The term “governance” was until the 1980s used mainly to indicate the functions of the state (public governance) and its functionality (governability). Only in the 1980s, reflection on the crisis of the State and its capacity to govern and the growing complexity of the social and economic reality led to new definitions of the term “governance”, including the functions of government and management of social and economic affairs through the involvement of different actors. Even today, however, the term governance is often interpreted as referring to the functions of the public apparatus, and the “participation of civil society in governance” is defined as the participation of non-state actors in the consultation spaces created by public actors

- The dynamics of access to knowledge and skills (involving individuals);
- Organisational dynamics (internal governance, accountability, knowledge management, innovation, access to, and management of, resources, sustainability, etc.);
- The dynamics of the relationships between organisations themselves (cooperation, competition, conflicts over strategies, etc.).

METHODOLOGICAL APPROACH

The geographical scope of the mapping

The mapping has a national scope. The study consulted CSOs in all provinces of Mozambique, as well as international NGOs working in the country.

Information sources and information gathering tools

Mapping was carried out through the integrated and coordinated consultation of different sources of information which made it possible to ensure the validation of information collected and the representation opinions and perspectives of a broad range of different actors.

In total, 350 civil society organisations were consulted during the mapping, including local and national entities at different levels, and international NGOs.

Adapting to conditions linked to the persistence of the COVID-19 pandemic

The implementation of information and data collection activities was impacted by the persistence of the COVID-19 pandemic and social distancing measures adopted to limit contagion. Given this, personal visits and face-to-face meetings were very limited, and most consultation activities were carried out via the internet. The difficulty in undertaking field-based activities particularly impacted on consultations with grassroots (1st tier) organisations, which in many cases had more limited access to the appropriate ICT resources.

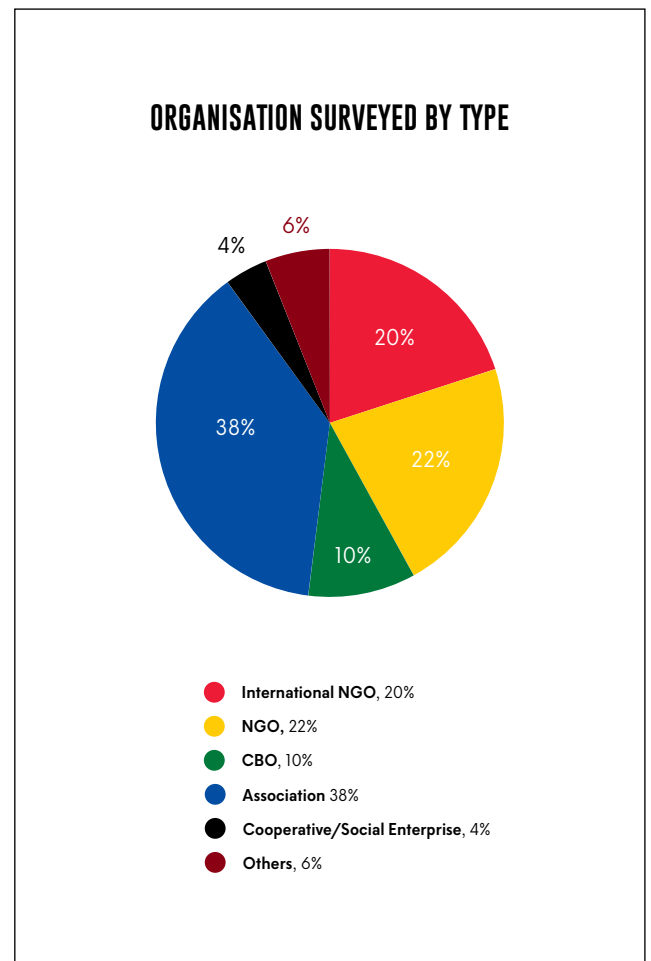
Web-based survey

Web-based surveys were conducted as a means for targeting CSOs, and 190 responded to the questionnaire that was adopted. Figure 1 summarises the typology and geographical distribution of the organisations that responded.

The high representation of international and national NGOs is very evident. However, it is interesting to note that the majority of organisations surveyed were categorised as associations. This category is populated by organisations with range of differing characteristics, from those acting as NGOs (both in the provision of services and involved in advocacy) to those undertaking economic activities such as cooperatives and the social enterprises. In fact, within the legal framework, an “association” is the simplest means for constituting an organisation and many entities, as a step stone towards constituting themselves as cooperatives or NGOs, are created as associations.

The under-representation of community-based organisations (CBOs) is also visible. This is a result of their limited access to ICT which meant they were less able to respond to web-based surveys. On the other hand, in some cases they are almost invisible, and in many cases are not even considered by their partners to be “CSOs”. Thus, even through the use of local communication networks, these organisations were hardly included in the survey despite the fact that this type of CSO exists in almost all commu-

FIGURE 1

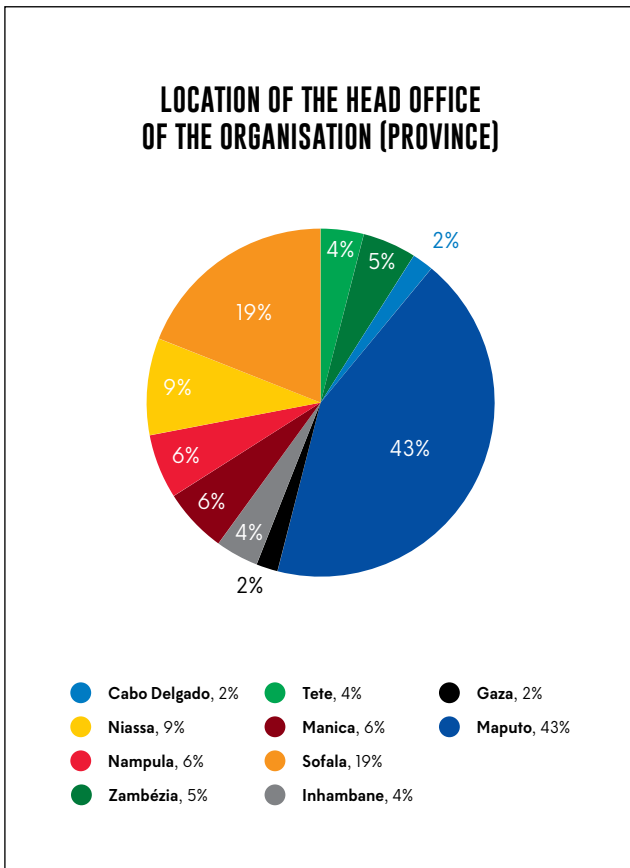


Source: Data taken from CSO mapping database

SOURCES AND INFORMATION COLLECTION TOOLS

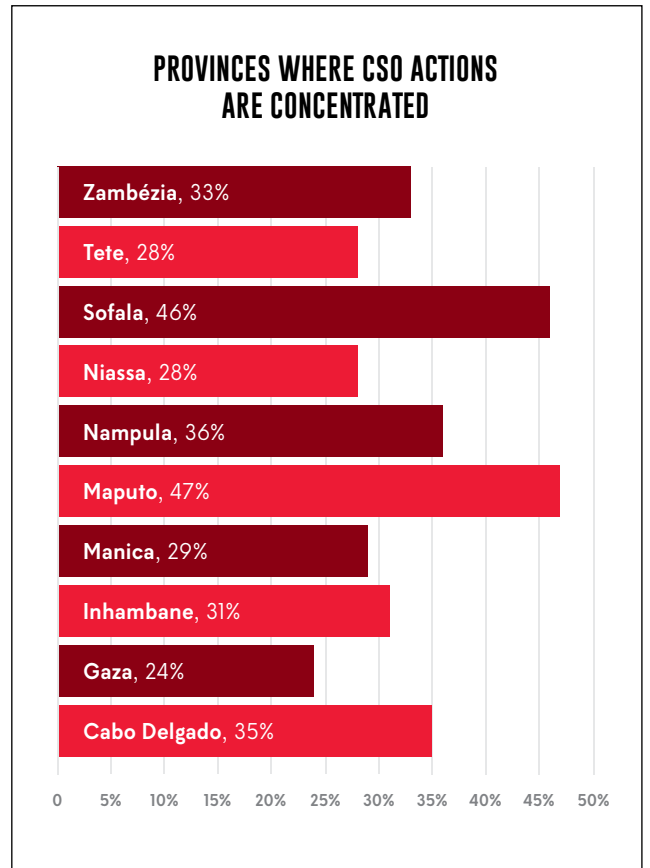
Sources	Consultation Methods/Collection of Information	Consultes Organisations
Documents	Analysis of documents	0
First tier organisations	Participation in focus groups	10
	Participation in other collective consultation events	30
	Web-based survey	36
Second tier organisations	Individual interviews	30
	Participation in focus groups	54
	Participation in other collective consultation events	150
	Web-based survey	120
Third and fourth tier organisations (platforms, networks)	Individual interviews	6
	Participation in focus groups	10
	Participation in other collective consultation events	30
	Web-based survey	5
International NGOs	Open interviews	10
	Participation in focus groups	8
	Participation in other collective consultation events	50
	Web-based survey	30
Donors	Open interviews	10
Public administration/Public sector	Open interviews	10
	Web-based survey	15

FIGURE 2



Source: Data taken from CSO mapping database

FIGURE 3



Source: Data taken from CSO mapping database

nities across the country in different forms, from associations of users of public services, to mutual help and savings groups, to “farmers’ field schools” created within the scope of national and international NGO projects.

The geographical distribution of the organisations (Figure 2) is characterized by the overrepresentation of Maputo based NGOs. This very common characterisation of a “Maputo-centric” civil society (also observed in the 2015 mapping exercise) is confirmed in this study: a little less than half of the CSOs that responded to the survey are based in Maputo.

The background features a vibrant, abstract design. At the top, a series of green trapezoidal shapes are arranged in a slightly curved line against a dark blue background. Below this, a large, curved yellow and orange shape dominates the bottom right, containing several parallel, slanted lines. On the left side, there are several overlapping, pointed shapes in shades of green and blue, creating a layered, arrow-like effect. The overall composition is dynamic and colorful.

CHAPTER 3

**EMERGING
CONTEXTUAL
DYNAMICS**



EMERGING CONTEXTUAL DYNAMICS

POLITICAL, SOCIAL AND ECONOMIC PROCESSES

For some 20 years after the General Peace Agreement that ended 16 years of armed conflict, Mozambique emerged, both in Africa and globally, as an example of democratisation and peace-building, with robust economic growth and great prospects for economic transformation based on the discovery of natural resources and the emergence of an extractive sector. The 1990s were marked by economic recovery and the establishment of multi-party democracy. The first decade of the 2000s demonstrated a deepening of participatory democracy, mainly linked to territorial and sectoral decentralisation and deconcentration, and strategies to combat poverty supported by the growing involvement of development partners and with an emphasis on aid effectiveness. It was within this context that civil society participation at local and national level emerged and became more actively involved in the design and monitoring of the implementation of national development strategies and sectoral policies. Highlights from this period include the creation of national and provincial Development Observatories, structures for citizen and community participation in the management of natural resources and service delivery, with an emphasis on committees for the management of natural resources, health, water and sanitation, the co-management of health units and school councils. The growth of these structures was strongly favoured by the dominant ‘good governance’ agenda of international development partners, which in the case of Mozambique became more prominent due to the introduction of direct budget support which required greater government transparency and accountability to citizens and civil society.

The context described above began to change in the second half of the 2000s and transformation intensified more radically in the 2010s, in both political and economic terms.

In the political field, the ruling party became increasingly dominant and secured greater electoral victories over a weakening opposition, particularly the official opposition, RENAMO. Not even the emergence of a new political force, the Democratic Movement of Mozambique (MDM) in 2009, could significantly change this scenario. The increasing dominance of the ruling party coincided with a greater level of exclusion of other parties and political forces in electoral processes, particularly in the 2009 general elections, with increased contestation of electoral results and growing post-electoral conflicts. Disagreements between Frelimo and RENAMO over the revision of the electoral law in 2013 ultimately led to armed confrontation. Although temporarily interrupted for the 2014 general elections, the conflict quickly resumed and only ended with a ceasefire in 2016

and subsequent negotiated agreement between RENAMO and the government. The same period saw an increasing erosion of civil liberties, such as the freedoms of expression and the press, judicial harassment, such as the cases of journalist Fernando Banze and the academic Carlos Nuno Castel-Branco, who were prosecuted for criticising President Guebuza. There were also attempts to reduce the space within which the press could operate through the introduction of licenses for media organisations which required the payment of prohibitively high fees that would have led to the closure of many media outlets (Decree 40/2018, of 23rd July). Civil society protest led to the proposal eventually being dropped. Over the last five years, revision to the legal framework for associations has been debated, and there are indications that restrictions may be placed on the scope of civil society activities, part of a trend in the gradual closure of civic space.

The tendency for the restriction of civic space emerged as a result of increasing partisan control of state structures at all levels by the ruling party, Frelimo. This trend, which was mentioned in the first report of the African Peer Review Mechanism (APRM) in 2009, became more acute during the second term of President Guebuza (2010–2015). During this period the Government contracted loans of over US\$2 billion without approval of the relevant institutions, including Parliament. The existence of the so-called ‘hidden debt’ was exposed in the international media in 2016. The first mandate of President Guebuza’s successor, Filipe Nyusi (2015–2020), began with a commitment to greater openness, pluralism and reconciliation, as set out in his inauguration speech. However, little of this has actually materialised.

A growing deterioration started in the functioning of community participation and civil society structures such as the development observatories, which in many provinces simply ceased to meet. At provincial level, decentralisation reforms adopted following a revision the Constitution in 2018, a direct outcome of the peace negotiations between the government and RENAMO, introduced a double-headed form of governance consisting of an elected provincial governor and provincial assembly, and an appointed representative of the central State in the form of a Provincial Secretary. Lack of clarity in the division of powers and competencies between the two administrations resulted in a further reductions in the space for civil society participation in local development. This will be analysed in more detail below.

Decentralisation reforms also strengthened the control of political parties over electoral process at municipal level by eliminating the direct election of municipal mayors. This change resulted in the Municipal Mayor being ‘selected’ by the party who gained most seats in the Municipal Assembly. The 2018 municipal elections were contested within this

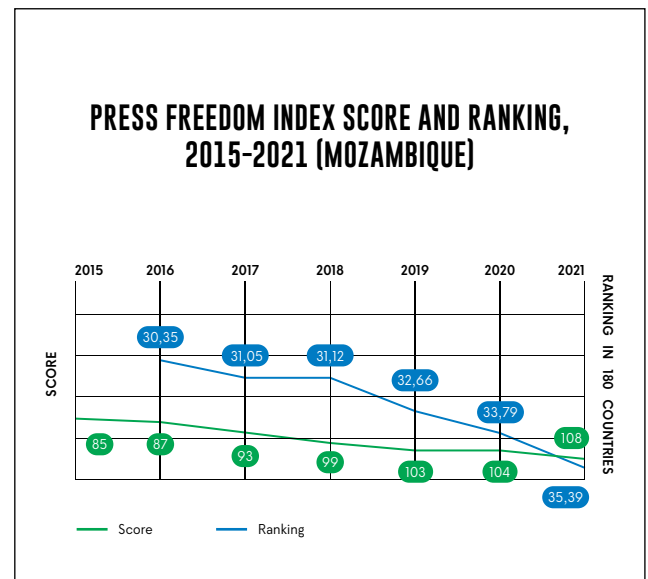
new framework. Opposition parties secured victories in 9 municipalities in a highly contested process in which irregularities were denounced by the opposition and election observers. The 2019 general and provincial elections took place with the prospect of power-sharing between Frelimo and RENAMO. It was expected that RENAMO candidates would emerge as Governors in provinces where it had historically gained electoral majorities. This would satisfy one of the main demands of RENAMO during the peace negotiations. However, in 2019 the potential electoral advance by the opposition was reversed with victories by Frelimo in all provincial assembly elections. The power-sharing that was expected to result from the decentralisation reforms simply did not materialise.

With the COVID-19 pandemic some authoritarian tendencies, that had already been manifesting themselves, were exacerbated. Although characteristic of the global response to COVID-19⁶, in the Mozambican case these resulted in an intensification of pre-existing restrictions on civil rights such as assembly and demonstration. The closure of civic space, including restrictions of constitutional rights such as the right to demonstrate, became increasingly evident. In 2021, government prevented demonstrations by students who were protesting against proposed legislation that would have greatly increased the remuneration and benefits enjoyed by parliamentary staff. The effects of these tendencies are clearly reflected in international indices for governance and democracy and the country's relative position at international level. The country has experienced a continuous decline in the press freedom index prepared by Reporters Without Borders, and has been falling in the world ranking, as shown in figure 4.

Despite being considered a 'hybrid regime' for many years in the Economist Intelligence Unit's Democracy Index, Mozambique moved into the category of an 'authoritarian regime' in 2019 and remained in this position in 2020. A similar trend is recorded by the Mo Ibrahim Foundation's African Governance Index which records a 0.2 point drop in governance performance for the period 2010 to 2019. Figure 5 shows Mozambique's performance in relation to some of the indicators in the Varieties of Democracy (V-Dem) database, which brings together its own data and that of other indices, including those on civil society.

The figures above are consistent with the general impression of a reduction in civil liberties, freedom of expression and democracy, and the existence of decision-making

FIGURE 4



Source: Reporters Without Borders – <https://rsf.org/en/mozambique>

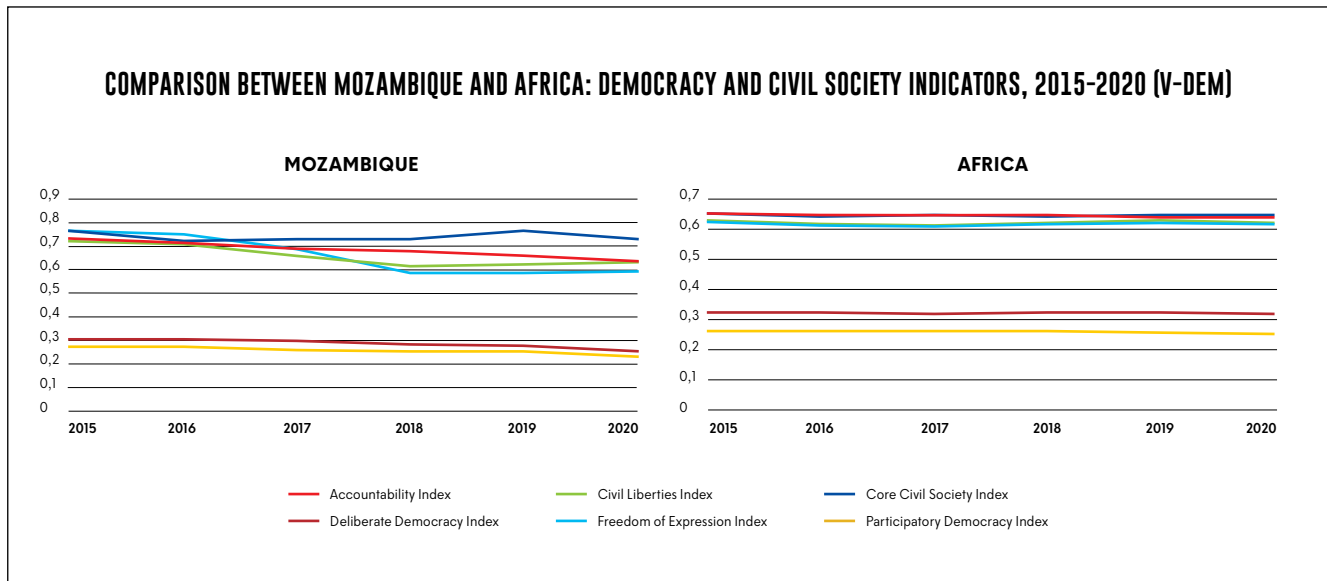
processes based on open debate and with respect for the positions of others and inspired by the common good (deliberative democracy) and openness to participation (participatory democracy). However, a striking factor that may seem to contradict this general impression is the relatively high score in the civil society index which measures the existence of a civil society independent of the State and through which citizens can pursue their interests. This index shows a slight fall from 2015 to 2016, consistent with an increase in repression in the period, followed by slight fluctuations. It is pertinent to note that this reveals the degree of complexity and nuance relating to civil society and civic space. Society's organisations have some strength in the political and social context of the country, and some space for action, albeit within the context of challenges that are specific to the environment in which they operate. Mozambique performs better than Africa in general on selected indicators, with the exception of freedom of expression, but it is also clear that there is a more pronounced deterioration in civil liberties, especially freedom of expression and accountability.

Figure 6, that uses data from V-Dem, shows the civil society and participation indices and the indicators they measure⁷. The civil society and participation index is high, above 0.7, but has shown some variation in recent years, which is consistent with the troubled environment in which it

6. Anderson, C., R. McGee, N.J. Nampoothiri and J. Gaventa, with S. Forquilha, Z. Ibeh, V. Ibezim-Ohaeri, A. Jawed, A. Khan, C. Pereira, and A. Shankland (2021) 'Navigating Civic Space in a Time of Covid: Synthesis Report', Brighton: Institute of Development Studies

7. The indicators have varying scales, with repression, entry and exit control and women's participation ranging from 1 to 4; the participatory environment ranging from 1 to 3 and civil society consultation ranging from 0 to 2

FIGURE 5



Source: <https://www.v-dem.net/en/analysis/CountryGraph/>

operates.

The indicator for women’s participation, which refers to the absence of impediments to participation, performs well and is stable over the period 2015 to 2020. The absence of government control over the entry and exit of civil society organisations from the public sphere is at a lower level (the higher the index, the less control) than for 2015, after a sharp drop in 2016 and has remained relatively stable. The level of repression (the higher the index, the less repression) has remained relatively stable over the period and with a slight rise in only one year (2019) and fall in 2020. The participation environment has a slight deterioration but has remained at relatively good levels.

However, the question that arises is the extent to which the aggregated view expressed in the data presented above, largely based on expert opinions, is commensurate with experience on the ground. To a large extent yes but taking into account the nuances that will be described below.

There is a widespread perception of deterioration in the civic and participatory environment, both expressed in democracy indicators and by civil society itself. However, the environment for participation cannot be seen in a linear manner as simply closed. There are variations and contextual elements which influence the degree of openness or closure of civic space. The mapping exercise identified some of these elements, both through consultation processes with civil society, as well as through an analysis of studies carried out by civil society itself. These are related to both specific events that emerge, as well as structural elements related to deeper characteristics and transformation in the political, social and economic context. These contextual elements

also interact with the internal dynamics of civil society, and the context internal to it, which it is also pertinent to analyse.

Political processes

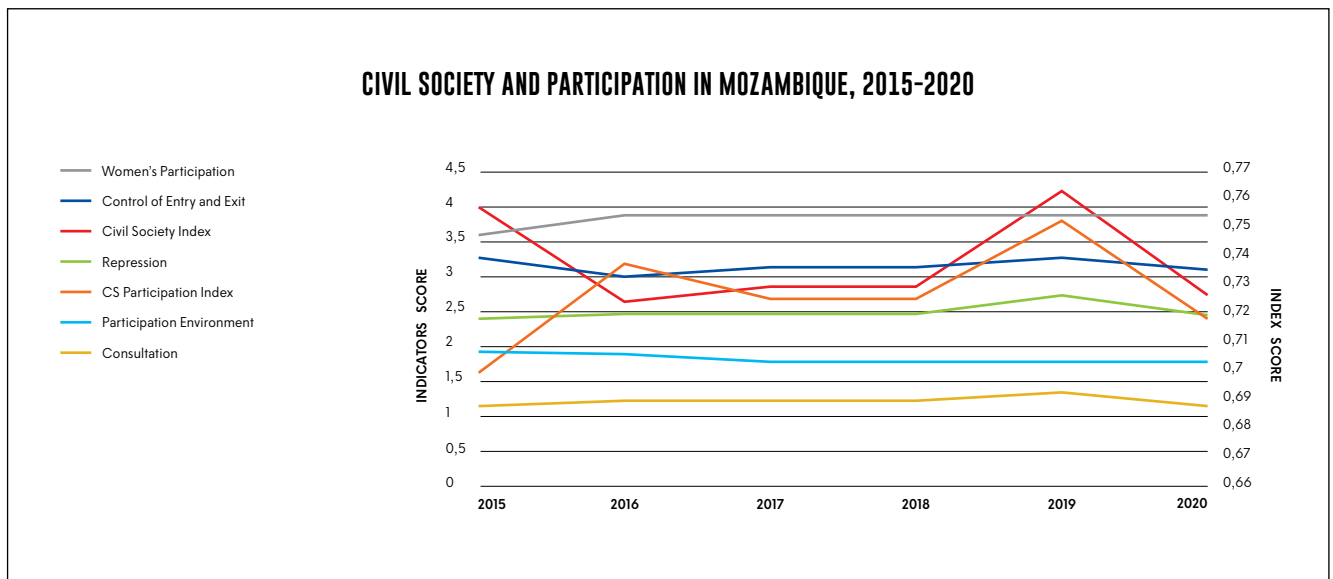
In the political context, the following processes stand out: armed conflicts, decentralisation, elections and the dynamics of the opening up of government, as elements that influence the actions of civil society.

In the last five years, the two main armed conflicts that have devastated the country have contributed to defining the context in which civil society operates.

The first is the armed confrontation between the Government and RENAMO, which led to increased repression of freedom of expression, mainly at local level. These include restrictions suffered by community radio stations, especially those that broadcast programmes on governance and accountability, and involved the harassment and arbitrary arrest of journalists, silencing and prohibition of the dissemination of information on ‘political’ issues and those related to the armed conflict under the pretext of preserving political stability⁸. The existing environment includes restrictions on the work of civil society especially when issues become sensitive and with the apparatus for repression becoming more active. One element that emerged in the

8. MISA-Mozambique (2017). Case Study on Violations of Press Freedom and the Safety of Community Radios in Areas in Armed Conflict 2014-2016. Maputo

FIGURE 6



Source: <https://www.v-dem.net/en/analysis/CountryGraph/>

rekindling of the conflict in 2013, and extended until 2016, was the action of death squads, with kidnappings and assassinations, usually perpetrated on members of the opposition or those critical of the regime. The resulting tensions were instrumental in the intimidation of community radio stations and potentially sent strong signals to civil society about their actions contributing to their retrenchment.

The second conflict arises from the emergence of Islamic inspired violent extremism in Cabo Delgado since 2017, which has also contributed to increasing restrictions on press freedom and freedom of expression, resulting in the imprisonment of journalists, their disappearance and even the expulsion of a prominent international journalist, information black-outs, and restrictions on civil society activities, among other elements. The militarisation of governance as a result of the conflict in the northern region has led to restrictions on the work of civil society, with explicit prohibitions for work in certain areas, allegedly because of the conflict. In Cabo Delgado in particular, civil society operates under an environment of restrictions and even distrust among its members, and uncertainty resulting from the perception that it is under constant surveillance. Such an environment has implications for the mobilization of collective action for civic activities.

The new decentralisation framework, introduced under the Constitutional Amendment of 2018 (Law no. 1/2018, of 12 June), reflects the relations of conflict and the distribution of power between the country's two main political forces that resulted from the democratisation and pacification process adopted at the end of the civil war in 1992. However, it should be recognised that decentralisation is more than this. Historically, it has gained its own dynamic within

the context of democratisation and has opened up space for the participation of civil society reaching its peak with the Law on Local Organs of the State (LOLE, Law 8/2003, 19th May), and the profusion of platforms, community committees from various sectors (such as education, health, water and sanitation and natural resources), local consultative councils, Provincial Development Observatories and other mechanisms that emerged during the first decade of the 2000s. Currently, many forums for civil society participation, especially those of a more cross-cutting nature, such as platforms and development observatories, are inactive. The new legal framework for decentralisation has created confusion and ambiguity regarding responsibilities for the coordination of the Provincial Development Observatories. The decentralisation package has had profound implications for the participation of civil society at local level, since it created two structures (the elected Provincial Government and the Provincial Representative of the State) in which the role of articulation with community actors and civil society was shared. This represents a fragmentation of existing structures and has created uncertainty about the mechanisms for dialogue between civil society and governance structures at provincial level. This uncertainty is exacerbated by regular adjustments to the competencies and functions of the new structures, and there are even cases in which government sectors are themselves equally uncertain. Whilst this confusion is gradually dissipating as functions are adjusted, and although it is becoming clearer in which forums civil society can participate, it is unquestionable that the new decentralisation framework has created uncertainty and destabilised existing structures. However, CSOs consulted for this study consider that the new framework may be an opportunity as regards the creation of spaces for civil society participation and positioning, be-

cause new decision-making arenas have been created at local level that could be open to influence. Nevertheless, there is still great uncertainty as regards the functioning of the new structures.

Elections have been another critical process during which the level of tension between the government, the party in power and civil society has increased based on the perception and discourse that civil society is aligned with the opposition, due to its election monitoring role in which illicit acts and irregularities, often favouring the party in power, are exposed. One example that stands out is the restriction imposed on the work of civil society through delays in issuing credentials which prevent oversight of electoral processes. In some cases, there are episodes of intimidation and physical threats to members of civil society. For example, the 2019 general elections were preceded by the assassination of activist Anastácio Matavele, involved in the process of preparing Electoral Observation brigades in Gaza Province, in a clear sign of deteriorating space for civil society work. The tensions that develop during the electoral period cannot be seen only as conjunctural elements that dissipate in the post-election period because civil society actions, particularly those which bring it into direct confrontation with the party in power, are registered and influence future relations. During electoral processes organisations have emerged that in normal periods have no record of relevant activities⁹, or that are aligned to political parties, particularly with the party in power. In the 2019 elections, for example, Nampula and Zambezia provinces had the highest concentration of electoral observers per voter (9/1,000 and 4/1,000 respectively), which was above the national average of 3/1000 voters¹⁰. The organisations fielding the largest number of observers in these provinces were associated with Frelimo. Moreover, there were nominations for members of the National Election Commission from civil society organisations that had no visible track record of activism and with no links to opposition parties, including entities co-opted by RENAMO.

There is a general opinion that the Government has become more closed to dialogue with civil society. However, this closure is nuanced and has its own dynamics. According to different testimonies obtained during the consultation process, whilst it can be said that in general there is less openness to dialogue with civil society, or even allowing it to carry out its work, at micro level there is some room for contact and openness, depending on the nature of the

interaction with public agents or representatives. For example, CSOs, including those that carry out research or collect information for their work, point to the existence of growing difficulties in undertaking fieldwork and restrictions to data collection, which may range from resistance to the issuing the due authorizations (credentials) to explicit prohibition for carrying out their work¹¹. However, organisations have navigated this space with some creativity using informal mechanisms. This includes sharing research data before its dissemination or even inviting public representatives to participate in dissemination events.

These nuances also exist in organisations active in advocacy, an area that has had more resistance from the Government, which prefers CSOs that intervene in service delivery through providing complementary resources for the implementation of Government plans, but who avoid addressing more controversial issues such as accountability.

Informal mechanisms have emerged as a way of circumventing the formal closure of the civic space. From the perspective of an organisation that 'navigates this space', this may be an indication of the existence of heterogeneous thinking about civic space within the government itself. It may also signal that there are both hardliners and soft-liners within the State, and that through exploiting these differences, civil society can find space to engage in dialogue with public actors and do its work, albeit in a context that is clearly perceived as increasingly closed. Informal mechanisms make it possible to overcome the closure of civic space and open space for some collaborative work between civil society and state agents or political actors. An example of this is the work developed by networks and organisations such as the Centre for Public Integrity (CIP) and the Budget Monitoring Forum with Parliamentary Committees, such as the Committee for Constitutional Affairs, Legal Affairs and Human Rights (the first Committee), the Committee for Planning and Budgeting and the Committee for Economic Affairs (responsible for the extractive industry). There are also areas in which the Government is predisposed to collaborative work, as was the case of the alliance between MISA Mozambique and the Ministry of State Administration and Public Service regarding the implementation of the Law on the Right to Information. In large part, this alliance was possible because it allowed Government to implement some of the legislation in the context of scarce resources that has plagued the public sector since the fiscal crisis in 2016.

9. In the case of Nampula, an example is given of an organisation called FOMOI, which has only appeared during election periods and then disappeared (Focus Group with NGOs from Nampula, held on 19/02/2021) 10. STAE (Technical Unit for Election Administration)

11. Depoimento de um pesquisador de uma OSC da área de pesquisa

The closure of civic space is also dynamic, depending on the moment and the issues. Organisations have gained many spaces, although dialogue with Government is not always that simple. For example, issues related to extractive industry issues were once considered controversial. This is no longer the case. New controversial topics are emerging. For example, elections have become a sensitive issue¹². However, indirect mechanisms for the absorption of civil society contributions have appeared. For example, whilst civil society contributions may be ignored when put directly to Government, when they become part of a public debate, Government may subsequently adopt the contributions made¹³. There is also an anomalous relationship between the Government and civil society organisations with regard to spaces for participation. For example, Government may create space when it is politically advantageous to say that there was participation by civil society to legitimise its decisions. On the other hand, civil society organisations may take the opportunity to participate in all the available spaces, especially when there is no financial counterpart, or there is no immediate gain. As one social activist put it, “civil society is monetarised”¹⁴. This is the political economy of civil society participation. The existence of some instrumentalisation of civil society is also mentioned with alleged infiltration into organisations to spy on, or even sabotage, them. This is contributing to the existence of a high level of suspicion within civil society itself, which affects cohesion and joint work. This problem is considered critical even in established organisations.

Social processes

A number of processes associated with the social context influence the dynamics of civil society including: poverty and patterns associated with poverty, the growing demand for rights, especially for women, mass information and communication technologies, and the social impact of conflicts and climate change, in a context in which the State is poorly equipped to respond immediately to emerging needs.

In 2015, the year in which the previous civil society mapping exercise was carried out, the Household Budget Survey (IOF 2014/2015) revealed an overall reduction in the poverty index to 46.1%, but a considerable increase in the incidence of poverty in the northern region of the country (55.1%)¹⁵. Furthermore, the gender analysis revealed that patterns of poverty were higher for women and female-

headed households¹⁶. Multidimensional poverty, which combines indicators such as health, education, nutrition, water and sanitation, shows considerable severity not only in women but also children, with the same regional characteristics¹⁷. The analysis of multidimensional poverty reveals key relationships that exist between its different components, which has stimulated a debate on the need to look at poverty and development challenges in a holistic and integrated way. This debate was important for civil society because it drew attention to policy on the allocation of public expenditure as a means to resolve regional disparities and the relevance of the multi-sectorial and integrated vision of the social sectors, defined by the government as essential for combating poverty. These include the social sectors indicated and the question of promoting gender and women’s and girls’ rights to ensure their access to basic rights and public services.

Related to the discussions on poverty and its multidimensional characteristics, there is a wider social dynamic of growth in the demand for rights which has contributed to the growth of various forms of action by civil society. These demands do not always emerge from the base. They can also be stimulated by civil society actors when faced with a problem perceived as critical in society. One example has been the emergence of issues related to gender and the rights of women and girls and issues related to sexual and reproductive health. There is an emergence of organisations dedicated to women’s rights which is gaining momentum with the growth of the feminist movement in Mozambique. This questions the historical emancipatory discourse “of the woman as the inseparable companion of the engaged man”¹⁸, but in a position of subordination. Issues such as gender-based violence, sexual and reproductive health and rights, girls’ rights, and to a lesser extent those related to women’s involvement in conflict management processes, have been put on the public agenda as a result of civil society initiatives. This has led to the recent approval of the Strategy to Combat Early Marriages (2019) and subsequent legislation. Some of these interventions seek to innovate and be sensitive to the social context of poverty. For example, early marriages often flourish in conditions of material deprivation. It is in this context that the need to combine rights-based and rights-focused interventions, with concrete responses to the needs of people and communities is growing. For example, combining interventions on sexual

12. Interviews with International Organisations supporting national organisations 13. Interview with a CSO Director, March 2021 14. Interview with a Director of an organisation and social activist, March 2021

15. Ministry of Economy and Finance (2016). Poverty and Welfare in Mozambique: Fourth National Assessment (IOF 2014/15). Maputo 16. Ministry of Gender, Children and Social Action (2016). Gender Profile in Mozambique: Fourth Draft Report. Report prepared by Gaia Segola, Patricia Muñoz Cabrera, Khanyisa E. Mabyeka, Katrin Schneider 17. UNICEF (2020a). Multidimensional Child Poverty in Mozambique: Summary Report. Maputo, UNICEF Mozambique 18. This is a revolutionary slogan used in the discourse in the post-independence period by the government and the Frelimo party.

and reproductive rights, gender equality and women, with concrete actions aimed at addressing women's needs, such as the distribution of feminine hygiene supplies, and initiatives aimed at economic empowerment¹⁹.

In the context of emergencies caused by natural disasters and military conflicts, and in the face of the State's inability to effectively respond to needs, civil society initiatives aimed at humanitarian assistance are emerging spontaneously, some in a specific manner. These are often linked to initiatives to promote dialogue, conflict prevention and support to displaced communities, together with the support of national and international NGOs.

Access to information and communication technologies has contributed to the emergence of new dynamics and new processes and forums. Social networks constitute an arena where interesting initiatives are emerging from civil society, allowing people to more easily express their opinions and positions and to be heard. These forms of spontaneous civil society expression are seen as not only more effective, but as a means to avoid the targeted reprisals that are sometimes associated with traditional activism. Nevertheless, in the digital sphere more explicit forms of intimidation can emerge perpetrated by so-called a 'digital militia' with links to the regime, who often launch explicit or veiled threats to civil society. A study commissioned by JOINT and OXFAM illustrated how virtual space can be an arena where negative narratives and representations of civil society are developed in the context of growing repression and authoritarian positions on civic activities²⁰. It also highlights attacks on television commentators and harassment of civil society activists both in social networks, with explicit threats to their physical integrity, as well as assaults and acts of violence in their homes²¹. This evidence, although anecdotal, reveals the existence of an emerging space which has several advantages, but which is not totally immune to the intensification of the environment of repression in which civil society operates.

At grassroots level, several community initiatives are emerging to address challenges related to service delivery

19. Organisations such as Plan International and Be Girl, for example, have this approach. But this has also been a demand of the communities themselves that are the target of civil society interventions in the area of rights 20. Salimo, Padil and Monjane, Celso (2021). *Disqualifying Narratives to Civil Society in Mozambique and Their Contribution to the Closure of Civic Space*. Study Commissioned by OXFAM Mozambique 21. Different testimonies point in this direction. For example, an activist and television commentator had her house burgled, two television commentators critical of the government were kidnapped and tortured, a social activist active in the hidden debts case reported intimidation actions that include visits by agents of the National Criminal Investigation Service (SERNIC), infiltration in the organisation by supposed state security agents to collect information on CSO activities and even sabotage operations. One such case was of employees of a CSO involved in financial embezzlement and who despite existing evidence were cleared in court

(health, education, water and sanitation), which can lead to the creation of local associations and forms of informal and incipient organisations (CBOs). However, this spontaneous emergence of civil society initiatives can impose some dilemmas on its members in terms of whether or not to formalize them, a subject that will be developed in the following sections.

Economic processes

As far as economic processes are concerned, two aspects can be highlighted as having had considerable influence in the context of civil society: the growth in importance of natural resources and the extractive sector, and the 'hidden debt'.

Growth in the extractive sector, and an increase in large scale investments in mining, is associated with the discovery of large gas reserves in Cabo Delgado. Investments in the natural resources sector has led to rise in demand for large areas of land leading to the violation of community rights as a result of resettlement and land grabbing. Issues related to the mineral extraction and land rights have grown in importance on civil society's agenda as illustrated by the civil society movement against PROSAVANA, an agricultural project in northern Mozambique involving the Mozambican, Brazilian and Japanese governments. The movement was later fragmented, with one part opting to align with the government after allegedly being enticement by one of the project's financiers, the Japanese government²².

An important element in economic processes is the way in which they have contributed to the emergence of interesting dynamics between the private sector and civil society, especially in the extractive sector. For the private sector, this has the advantage of harnessing civil society's knowledge and experience of local communities to promote its agenda, such as training communities in land rights and natural resources. The consultation process revealed that in Tete Province extractive industries worked with organisations based in Moatize because they were able to help solve problems related to resettlement²³. According to a civil society activist, this type of approach should be treated with caution, because although it has the potential to promote cooperation, it can also be used by the private sector as part of its strategy to "manage communities" in order to better promote its interests. The feelings and positions of CSOs in relation to the private sector are mixed. Often it is one of resistance or even refusal to collaborate because of the

22. Funada-Classen, Sayaka (2019), "Rise and Fall of Prosavana: from Triangular Cooperation to Bilateral Counter-Resistance Cooperation" *Observador Rural*, N° 82, December, 2019. <https://omrmz.org/omrweb/wp-content/uploads/OR82-ProSAVANA-Portugues.pdf> 23. Focus Group with Organisations in Tete, 23 February 2021

risk of becoming “subservient to capitalist interests”²⁴. The example of collaboration between the sugar company Tongaat and Huillet with a well-known organisation in Xinavane is cited in which the CSO became increasingly less aligned with the interests of the communities it was supposed to defend²⁵. But CSOs also see the private sector as a potential donors and partners. This has become possible with the emergence of large investments in the extractive and natural resource sector by international companies that are more open to greater collaboration with civil society. This has included the adoption and implementation of voluntary principles of security and human rights. The most visible example is an initiative in Cabo Delgado, coordinated by the Centre for Democracy and Development (CDD), which has held events on this theme. However, the existence of a historically reduced private sector, with strong links to the public sector and the political sphere, can be a barrier for closer relations with civil society, even in the form of a potential donor, and regardless of the risks that collaboration of this type may have, often places civil society in a position of confrontation or diametrically opposed to the position of the public sector.

The ‘hidden debt’ crisis triggered a whole set of civic actions regarding different aspects of the scandal including the consequences for the public budget, reductions in external funding, changes in the modality of external funding, and the management of funds by third party actors, including civil society organisations such as Nweti in the health sector. Legal questions, such as the extradition of those implicated in the scandal, notably the former Finance Minister Manuel Chang, were also a focus of civil society activism, notably by the Centre for Public Integrity and the Budget Monitoring Forum (FMO). The involvement of international actors in the case also enabled civil society to take advantage of opportunities to promote its activism on the international stage through cooperation with international networks and advocacy in international decision-making forums. This was the case when the Budget Monitoring Forum was invited to participate in the General Assembly of Crédit Suisse in April 2019. This experience opened doors for civil society to tap into (non-financial) resources such as technical advice and lobbying in international contexts that could be usefully mobilised in their activism. For example, in the context of the discussion of the proposals for a sovereign wealth fund, civil society drew on technical support from international networks for the structuring of its proposals. Civic activism around the issue of the hidden debts may have incentivised the regime to step up its repression of

civil society. Personal stories collected during the research phase reveal harassment, including threats on a personal level, by alleged state or politically connected agents. The hidden debts have had a significant impact as documented in a recent study by CMI and CIP which found the costs associated with the scandal were estimated to be US\$ 11 billion and thus contributed to an increase in poverty. These effects may be felt for some time to come given that the Government has committed to honouring the debt²⁶, and thus the issue may still be influential in the dynamics of civil society.

Considerations regarding social, political and economic processes

The context in which society operates has elements that are both more consolidated and fluid. The erosion of civil liberties is a fact, as is the closure of some forums for participation. However, although there is talk of the closure of civic space, in reality this process is more nuanced and depends on various factors, including the existence of some heterogeneity of thought within the Government regarding the space that should be given to civil society. Moreover, the internal processes within civil society itself can contribute to its own weakening and poor exploitation of existing spaces, including the dominant paradigm for the organisation and action of civil society, the NGO, which influences the way in which initiatives emerge and develop. These factors contribute to the degree of openness in the context in which civil society acts, as well as to the latter’s exploration of existing possibilities for participation. These points will be developed throughout the report.

THE ROLES THAT CIVIL SOCIETY ORGANISATIONS PLAY

In the context defined in the previous section, that highlighted the diverse processes often characterised by incoherence, ambiguity and limited transparency and “intelligibility”, CSOs have been assuming a plurality of roles sometimes linked to medium and long-term strategies, but at other times taking advantage of opportunities and spaces that arise.

24. Interview with the Executive Director of a Civil Society Organisation, interview conducted on 24 February 2021. 2021 25. Interview conducted with a social activist from an organisation working with young people, 04 March 2021

26. CIP & CMI (2021). Custos e Consequências das Dívidas Ocultas para Moçambique. Maputo and Bergen, Centro de Integridade Pública and Chr. Michelsen Institute. <https://www.cipmoz.org/wp-content/uploads/2021/05/Custos-e-consequencias-das-dividas-ocultas.pdf>.

Contributions to public policies to improve governance at national level

A first role played by CSOs, particularly larger ones with technical capacity and links with public institutions, is to contribute to the formulation and improvement of public policies in order to improve governance at national level.

Within this framework some modalities or methodologies stand out:

- ✦ Influence on the **formulation of draft laws**, which over the years resulted in Mozambique having quite progressive legislation in many areas such as gender parity, health and education, children’s rights and even in the institution of instances of citizen participation (such as the Development Observatories and the Local Consultative Councils). Furthermore, CSOs have taken the initiative to propose or amend laws, as occurred recently in relation to the creation of the “Citizen’s Report Card”; the “Law on Popular Action” (provided for in Article 81 of the Constitution of the Republic); the “Specific Amendment of the Law on Personal Income Tax (IRPS)”; the “Law on Contention of Public Expenditure”; and the “Law on the Right to Broadcasting, Response and Political Replication” (provided for in Article 49 of the Constitution of the Republic)²⁷. Similarly, advocacy actions by CSOs opposed to certain laws has led to their withdrawal or amendment. For example, proposal made some years ago to revise the law on NGOs themselves, the new press law, which was removed from the debate in Parliament after intervention by civil society, and the repeal of media fees (Decree No. 40/2018, of 23rd July)²⁸, which were clearly designed to limit civic space.
- ✦ Influence over the **implementation of laws**, through initiatives concerning the drafting of operating regulations or guidelines for the implementation of existing laws or public policies. In this area a variety of initiatives can be highlighted, including:

 - Contributions to the ongoing decentralisation process, through technical contributions to the definition of guidelines on the roles of the different public actors;
 - The definition of guidelines for the implementation of consultative councils and development observatories in the context of the COVID-19 pandemic, and the

creation of an appropriate framework for managing the COVID-19 pandemic in education systems (e.g., guidelines on “going back to school”);

- Changing the ways in which public services are used (e.g., abolishing limitations on users’ access to health services because of their dress or appearance²⁹).
- ✦ Influence on the **revision of laws** through initiatives concerning provision of information and knowledge. For example, the review of the land law, in which CSOs were involved in carrying out studies at provincial level and in partnership with the national government.
- ✦ Support for strengthening public administration, through **capacity building and training** activities. For example, capacity building on the Right to Information Law, through the partnership of MISA Mozambique with the Ministry of State Administration.

Monitoring public policies in order to improve governance at national level

The many initiatives undertaken at different levels to monitor public services and policies, including the State Budget and public expenditure, can be placed in this context. Examples of citizen monitoring of public policies include, amongst others:

- ✦ The functionality of social protection mechanisms (namely the distribution of subsidies);
- ✦ The effective implementation of measures envisaged in the laws and policies of the health and education services;
- ✦ Access to services and opportunities provided in laws relating to services for women.

Monitoring and evaluation activities are also apposite and include initiatives led by the FMO for the analysis (ex-ante, ongoing and ex-post) of sectoral budgets (agriculture, water, sanitation, among others) and for education by MEPT or on social protection by the Civil Society Platform for Social Protection.

Activities to monitor public spending are carried out, in many cases, within the scope of the ‘citizens’ budget’ initiatives, such as those involving some municipalities and

27. <https://www.masc.org.mz/presidente-da-assembleia-da-republica-recebe-propostas-de-leis-provenientes-da-sociedade-civil> 28. In this context, it is worth mentioning, among others, the JOINT and MISA initiatives

29. <https://www.cescmoz.org/index.php/impressa/94-misau-vai-banir-proibicao-de-acesso-aos-hospitais-devido-a-aparencia-ou-vestuario-do-utente?>

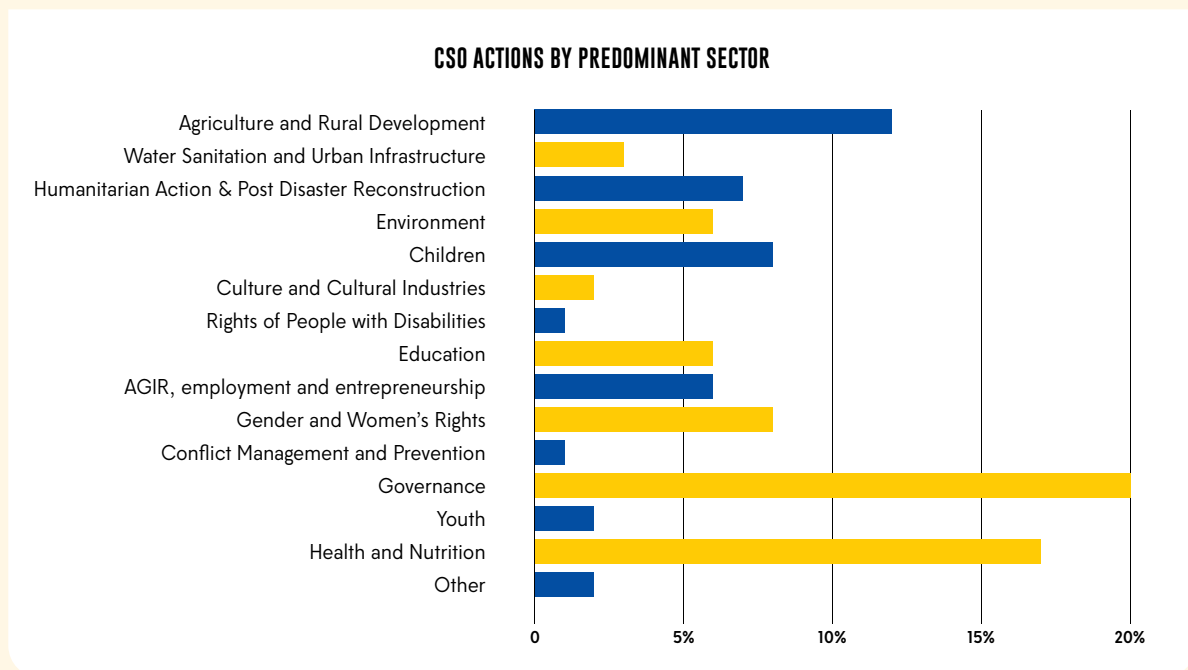
THE SECTORAL FOCUS OF CSO ACTIONS

The survey collected information on 446 initiatives undertaken by CSOs in different categories in the provinces of Mozambique. Analysis of these initiatives allows the identification of the prevalent scope and modality of interventions.

Three sectors stand out because of their high percentage: health, rural development and governance. The first two are traditional sectors of CSO intervention. As for the third sector, it is important to consider, on the one hand, its scope (in fact it includes a range of initiatives, from support to electoral processes to citizen participation and monitoring of

public services), whilst on the other hand, that since the end of the 1990s donors have been strongly supporting citizen participation initiatives.

Furthermore, considering that the information refers to actions carried out by each CSO, an influential factor in sectoral engagement is that in many “governance” activities different organisations are involved, each one in its local area. In other sectoral areas – such as agriculture, health, education – CSO initiatives tend to have a greater territorial concentration.



some districts in Niassa, Tete, Cabo Delgado and Sofala provinces.

Policy monitoring, however, does not necessarily successfully influence governance at national level which depends very much on the ‘openness’ of government itself to external inputs. Therefore, at this level, policy monitoring often plays the role of providing inputs to advocacy campaigns. Furthermore, there is the possibility that these activities, particularly at national level, remain heavily dependent on the availability of information on the part of the public

bodies involved. Thus, the need to maintain cordial relationships with public bodies may imply in some cases forms of self-censorship and moderation of critical action on the part of the CSOs involved, as well as limiting the choice of themes and issues to those for which little conflict exists between the parties involved.

Furthermore, in these activities it is possible to observe strong leadership on the part of the national organisations, which identify the issues, define the tools, and manage communication channels with the public administration,

etc. In many cases local CSOs play the role of ‘antennae’ in some cases linked to the possibility of the national bodies channelling financial resources to them through projects. However, this situation can produce a paradoxical effect: initiatives that by their very nature should be continuous and permanent are carried out discontinuously or occasionally when external resources are available.

Support for local governance and local public administration through micro governance mechanisms and initiatives

At provincial, district and even community level, there are a wide variety of collaborative initiatives between public bodies and CSOs, including:

- ✦ Initiatives for monitoring service delivery (community monitoring);
- ✦ Initiatives to improve service delivery and improve the capacity of services to respond to demands (social accountability, community scorecards, tracking of public spending, etc.);
- ✦ Infrastructure and community resource management initiatives (e.g., health committees, school councils, forestry committees);
- ✦ Conflict management and mitigation initiatives, including cooperation in the protection of rights (in particular, the rights of women and children);
- ✦ Initiatives for participation in the operation of public administration, within the framework of existing institutional spaces, such as “participatory budgeting” processes, “consultative councils”, “development observatories” (it is important to point out that the participation of local collective actors in these spaces normally has at least three links: the orientation of local administrators, the availability of resources, the capacity of CSOs to advocate at local level for the forums to be held and to be open).

These initiatives can be both ‘completely local’, involving mainly partly informal groups, community organisations and local NGOs, or linked to larger initiatives, at provincial or national level, involving national and international NGOs that bring technical assistance and strengthen the roles of local actors.

However, some issues emerge in relation to these initiatives: (a) their dependence and vulnerability to local dynamics, related to politics, conflicts and vested interests, and with initiatives sometimes being blocked by the emergence of insecure conditions or by a lack of support from public au-

thorities; (b) limited sustainability: in some cases, initiatives depend on resources from “external” programmes and projects, and thus risk being interrupted before fully completed. In other cases, they depend on the voluntary commitment of a limited number of activists, and changes in the conditions of the lives of these activists themselves, may lead to the initiatives ceasing. Among the solutions found in relation to these risks are the following:

- ✦ The creation of local networks, at district and provincial level, which ensure mutual support among organisations and the possibility of accessing a plurality of sources and resources, even simply in terms of capacity building of new activists (as is the case, for example, with the UDAJA Network, in Inhambane Province, or the networks of the independent community monitoring committees mobilized within the scope of the activities of the Platform of Civil Society for Social Promotion);
- ✦ The creation of linkages between governance/advocacy activities and economic activities (as is the case of support to the development of local savings groups that are also involved in advocacy activities, within the strategy of “strengthening civil society” of MASC);
- ✦ The creation of structured links between community entities and public administrations as a way to mitigate risks (as in the case of some forest committees involved in natural resources management with the support from ASCUT or the Worldwide Fund for Nature).

Another element that needs to be mentioned in relation to this modality of engagement is the risk of a limited and temporary impact: micro governance initiatives rarely achieve the transformation of public policies defined at territorial and administrative levels beyond where they are directly involved. Despite this risk, in most cases, these initiatives have an immediate and direct positive impact on the populations of that micro-environment which macro policies often do not have. Initiatives such as those mentioned above have, contemporaneously, been changing living conditions in the communities involved, by creating new opportunities and improving the functionality of social services and public control over resources and creating a capacity for public mobilisation and “active citizenship” which, in perspective, may produce important changes in the political mechanisms themselves, at different levels.

The promotion of social awareness on public issues and recognised rights

Perhaps the most visible role played by CSOs is that of promoting social awareness on human rights and the rights of specific social groups through campaigns and in day-to-

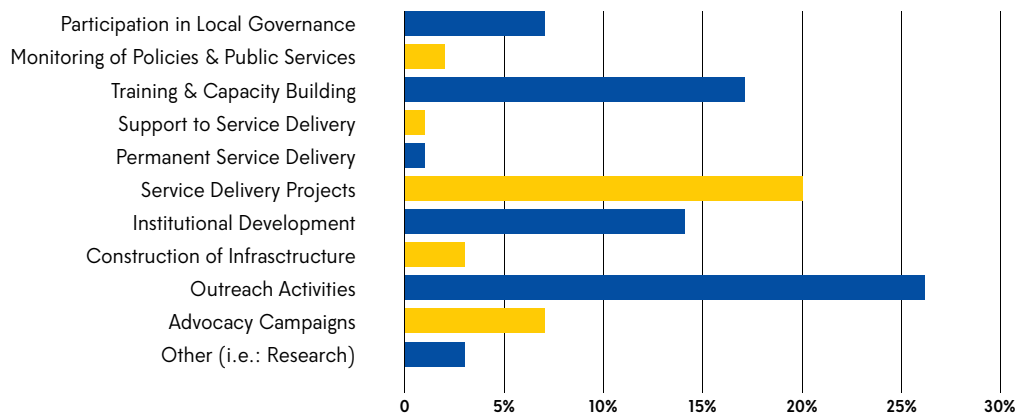
PREDOMINANT ACTIVITIES IN CSO INTERVENTIONS

Another element that can be observed in the analysis of CSO actions, refers to the typology of the predominant activities, which is demonstrated in the following graph.

The three predominant categories of activity are dissemination initiatives (more than 1 action in 4 falls into this category), service projects (meaning services provided for a limited time, including those carried out as part of humanitarian aid activities and in disaster mitigation) and training and capacity

building. Activities which imply greater continuity in relations between actors, such as those for institutional development, have a much lower diffusion. Despite the prevalence of initiatives concerning “governance”, even less widespread are the activities more closely linked to a critical relationship with public actors and aimed at improving public governance. In fact, many actions concerning governance are limited to carrying out dissemination and training activities.

TYPE OF ACTIVITY REALISED BY CIVIL SOCIETY ORGANISATIONS



day activities. Social communication at different levels, specifically targeting citizenship, is one of the key functions that CSOs at all levels. The targets of this communication activity are in most cases development issues (e.g., hygiene, water and sanitation, education, food and nutrition, use of resources, public participation of citizens in electoral processes, civic education, gender violence, early marriages, school attendance of girls, peace and inter-religious dialogue, etc.) and the promotion of public awareness regarding rights that are already recognised in law. Typically, this involves promoting the rights of women, children and disabled people.

In most cases, actions to promote social awareness do not carry risks for those involved and rarely challenge the mechanisms for managing resources or exercising power. In

many cases CSOs are, in this context, simply spokespersons for the public administration or for development partners. However, in some cases, CSOs may speak on behalf of specific social groups which, despite the formal recognition of their rights, are still subject to forms of discrimination, unequal access to and services, or constraints in exercising their rights.

In some cases, this “social awareness” function appears very important in producing social changes linked to deep social structures and in the medium and long term (as, for example, in relation to gender issues). In these cases, the gap between the rights recognized by law or in official policies, and the actual rights people enjoy, is often very marked. However, whilst CSO actions are not “risky” in relation to political dynamics, they could be considered

risky as far as social dynamics are concerned (for example, in the case of organisations working on the recognition of LGBT people).

The provision of services and the alleviation of poverty and social exclusion processes

Without doubt, service provision is one of the most recognised roles of CSOs. Here it is important to distinguish between international NGOs, which in some cases are direct service providers but tend to channel resources and provide technical assistance and training for local actors, and local organisations that tend to be involved more directly in delivering services to end users. However, some national NGOs may adopt a role similar to that of international NGOs by setting up local antennae directly involved in service delivery. In this context, mention should be made of the importance of NGOs linked to religious bodies, which are often the most committed to the provision of health and education services.

The fact that, in many cases, this role is undertaken by local organisations is linked to their very nature. The provision of services through projects tends not work well given that the service' involved is something permanent: a health facility or a school cannot be opened and closed depending on the availability of project funding. On the contrary, they require permanent funding. Thus, it is mainly those organisations that, through their institutional or social links, are able to maintain continuity based on the resources available.

Services provided by CSOs that do not have permanent access to financial resources, however, mainly include activities provided within the framework of the initiatives of public bodies themselves. This is particularly the case of INGOs working in collaboration with municipalities and ministries, or the case of services that have “flexible” or intermittent characteristics, or that do not require large financial resources (for example, of legal aid services).

Discussion of issues of public interest and governance processes

One function that seems to be almost monopolised by larger organisations, and those based in Maputo, is the discussion of public policy issues and governance processes. Questions related to the hidden debt, creation of a sovereign wealth fund, management of natural and mineral resources, electoral processes, environmental management and social crises, remain above all, the object of discussion by national CSOs, sometimes with support from international NGOs or international civil society networks.

Three factors seem to influence this situation: the concentration of political processes at national level and the lack of spaces for policy dialogue on “general” issues at local level; the centralisation of capacities and qualified human resources in a relatively limited number of organisations; and the vulnerability of smaller CSOs and their activists to threats that may arise as a result of interventions in these areas.

The fact that the discussion on public issues is developed mainly at national level and by national actors underpins the perception that an active civil society, with a critical vision, is only found in Maputo. This notion is at the root of “conflicts” between national CSOs and local CSOs, as was the case with a disagreement between CSOs in relation to the “ProSavana Project”³⁰.

However, in this context, the emergence of new collective actors is becoming evident who use social networks as a means of mobilisation and as a mechanism for articulation between the group promoting the organisation and its “constituency”. In many cases, these new players are informal forms of organisation.

Defending rights through advocacy and legal protection

One somewhat traditional role of CSOs in Mozambique is the defence of the human rights of both citizens in general and of specific groups. This role has been developed through two main forms: advocacy with public bodies, and the provision of legal protection or litigation within the structures of the justice system.

In relation to advocacy with public entities, the following deserve a mention:

- Initiatives carried out at local level, in districts and in provinces, demanding actions relating to the provision of services or the protection of common goods. Examples include initiatives supported by CESC in relation to education and health services, or the use of resources from mineral exploitation, and demands for improved urban services and planning of “informal” urban settlements (such as the Mafalala neighbourhood in Maputo);

30. <https://adecru.wordpress.com/2016/02/23/comunicado-de-imprensa-do-pro-savana-sobre-o-alegado-mecanismo-de-dialogo/>; landportal.org/sites/landportal.info/files/Organizações%20da%20Sociedade%20Civil%20do%20Nias...Maputo%20graças%20aos%20dólares%20do%20ProSavana.pdf; <https://www.pambazuka.org/pt/land-environment/mo%C3%A7ambique-campanha-%E2%80%99Cn%C3%A3o-ao-prosavana%E2%80%9D-considera-fraudulento-o-processo-de>

- Advocacy initiatives at national level, for the protection of rights, for example, advocacy activities by MISA for the protection of press rights and for the creation of a better environment for the regulation of the media, or those carried out in an international context, for example through the presentation of reports such as the Universal Peer Review linked to international agreements signed by the Government of Mozambique.

Regarding legal protection, it is worth noting CSO actions that support individuals and communities in the courts. Organisations active in this area include the Mozambican Association of Women in Legal Careers and MISA which has provided legal support to journalists. Furthermore, CSOs have mobilised public bodies to defend rights. For example, interventions by the judiciary to defend the rights of minors was the result of an initiative by local CSOs in Niassa province.

Pressurising government to solve specific and/or local problems

Another CSO role, mainly developed by local groups and organisations, often informal, is the mobilisation of local movements on specific issues (single issues) to put pressure on the public administration to resolve problems, without necessarily seeking change in public policy or in the delivery of public services. Small movements, which often cease to exist once the issue is resolved, represent the interests and demands of specific groups, such as the residents or shopkeepers of a street or neighbourhood, or the students and parents of a school, or the users of a public service.

The demands and problems involved are generally linked to issues that can be quickly resolved by, for example, introducing measures to reduce speeding, improvements to safety in a neighbourhood, the state of school infrastructure or the lack of teachers.

Citizen organisations involved in these areas use a variety of means, from discussions and petitions on “social networks”, to the use of the media, and street demonstrations or in the premises of public bodies. Often the success of these movements depends on their ability to attract media attention or on personal or “patron-client” relationships with community leaders or the public administration, government and the staff of political parties.

The organisations that play this role are rarely ‘integrated’ into the wider ‘CSO community’. In recent years emergent social movements such as, for example, the students’ movements, are linked to defence of rights and discussion of public affairs and public policies.

FACTORS THAT INFLUENCE THE ROLES PLAYED BY CSO

The process of the opening or closing of CSO “space for action” tends to be in itself a structuring factor for CSOs themselves, influencing their operating mechanisms and agenda. Some elements, which have already been mentioned, appeared to be particularly important:

- The nuances and differences in the functioning of public institutions;
- Pressure from, and the positions of, donors;
- Informal relationships between the leaders of organisations and members of the government and other political institutions;
- The presence of different positions within the governing party itself;
- The presence of conflicting interests between different administrations, and particularly between entities linked to the national government and local public entities (an interest that in the current decentralisation process seems to be even more important than in the past);
- The occurrence of events that require responses that the public administration itself is unable to provide.

The influence of these factors changes in different situations, in different places, and in relation to the different actors involved. This makes it difficult to generalise or even, in some cases, identify unequivocal processes. Despite this, it is possible to observe some of the main forms of engagement between actors: first, an “opportunistic” form in which relations are based on occasions and opportunities and are preferred to structured relations; second, a “utilitarian” form in which relations and collaboration between actors is based on the possibility of maximising utility for each of the actors involved, rather than on a recognised role, social function, or an established right; thirdly, a form of “contiguity” in which actors collaborate because they perceive themselves as having a common identity or belonging to the same “group” and an informal relationship exists based on shared experiences, family ties, or other forms of relationship, including those of personal and family influence.

At the same time, the lack of at least one of these three conditions can easily make it impossible for CSOs to take on one role or another.

THE STAKES OF CIVIL SOCIETY ORGANISATION ENGAGEMENT

Considering the emerging elements in relation to the context, some problematic areas can be identified where management and solutions depend on improving CSO participation in governance and policy dialogue processes.

- The strengthening of public governance, in which CSOs can offer contributions linked to:
 - Initiatives to monitor public policies and the functionality of public administration, which can limit both inefficiency and forms of bad governance (e.g., corruption, patronage and clientelist mechanisms, process of “state capture” by private actors, etc.);
 - Initiatives to strengthen actors and institutions through training, knowledge input, mobilisation of additional resources, linkages between the public administration and other local, national and international actors;
 - Initiatives to improve the response of public institutions to citizens’ demands and to improve the responsibility and accountability of public bodies and actions towards citizens.
- The promotion of effective decentralisation, through CSO initiatives aimed at: improving the link between national and local policies; integrating local issues and problems in the formulation and management of national policies; creating links and communication

channels between local and national actors; promoting international best practices and their adaptation to national and local conditions;

- The improvement of crisis management related to environment, conflicts, disasters, both through the provision of services and through the improvement of governance mechanisms and processes. Above all, considering that in many cases direct government intervention can produce undesirable effects, such as the intensification of conflicts themselves, the implementation of actions that are disconnected from local needs, the development of clientelist processes, etc;
- The reduction of inequalities, by improving access to services, the quality of public services and local economic development, namely through the development of the social economy and companies. In this context, an issue of growing importance is digitalisation and the need to guarantee access to information and knowledge.

The promotion and support of social innovation and the universalisation of the exercise of rights, through initiatives on culture, social relations and gender relations, which are not limited to the protection of already recognised rights, but to the promotion of processes of social and cultural change concerning gender roles, power relations, social legitimisation mechanisms and social representations.







The background is a vibrant blue with abstract geometric shapes in green and yellow. In the top left, there's a yellow and orange circular pattern. In the top right, there are several green diagonal stripes. In the bottom right, there are more green diagonal stripes. The overall design is modern and dynamic.

CHAPTER 4

THE DYNAMICS LINKED TO THE ROLES PLAYED BY CSOs: AN OVERVIEW

THE DYNAMICS LINKED TO THE ROLES PLAYED BY CSOS: AN OVERVIEW

The previous chapter identified some of the factors that influence the roles of CSOs, their actions and their positioning in Mozambican society. However, these are not the only factors and to analyse the situation and performance of CSOs it is necessary to analyse other factors such as the dynamics of CSOs intervention as a whole in relation to both the different tiers and different sectors of intervention.

A set of interconnected processes and dynamics can be identified in relation to CSOs as a whole.

THE PREVALENCE OF THE NGO ORGANISATIONAL MODEL

A first dynamic is related to the dominant organisational model. Despite the existence of different forms of CSO, and the fact that those with NGO status constitute a limited group, the organisational reference model, that tends to guide the development processes of different organisations, is that of the NGO. Many associations and CBOs perceive themselves as small NGOs and, in many cases, their institutional development perspective is linked to specific elements that are associated with NGOs, notably:

- ✦ Formalisation and recognition by public authorities;
 - ✦ The development of a formalised and stable structure, with a permanent “bureaucracy”;
- ✦ Access to external funding, ideally from international development partners;
- ✦ Engagement in “support” actions such as the provision of services, and the implementation of dissemination and awareness-raising initiatives over a territory of increasing size;
- ✦ The availability of permanent staff whose livelihoods depend on the organisation;
- ✦ The professionalisation of staff.

This perspective is, to some extent, also specific to social “enterprises” and to entities working in the ‘innovation sector’, such as those supporting entrepreneurship and the management of natural resources. These organisations see themselves as organisations dependent on external support rather than on their ability to generate resources through the activities they carry out and the effectiveness of those

activities.

Despite the discourse on aid effectiveness, the actual of effectiveness and relevance of actions tend to be less important considerations than the capacity to obtain and manage funding. Thus, characteristic such as “accountability” (to the funding body), and issues related to the presence of adequate systems for managing funding and risks are often perceived as more important than the capacity to represent constituents or to identify the most relevant issues and solutions in each place.

This same perspective may, in some cases, be shared by networks of organisations, which perceive themselves not as places for dialogue, or coordination, or as tools for representing and amplifying the voices of the participating CSOs, but as “super-organisations”, or as leading players of a consortium, in which the member organisations have above all, a role as the implementing agencies.

THE PREVALENCE OF “PROJECT” BASED ACTIONS, FOCUS ON ACTIVITIES AND THE LACK OF LINKAGES WITH ACTORS AND TERRITORIES

In parallel with the prevalence of the “NGO” model, there is a prevalence of “project-based” actions. Rarely are CSO initiatives and actions, at all levels, implemented outside of a project framework. This occurs even in cases of activities that by their very nature are continuous, such as those for monitoring public services, or advocacy initiatives. Project based actions are characterised by:

- ✦ Objectives defined in general terms;
- ✦ Outputs defined in terms of quantifiable results;
- ✦ Finite (with a start date and an end date);
- ✦ Resources determined in advance which in most cases come from external sources.

The prevalence of a “project-based” approach has important consequences for the structuring of CSO actions, namely:

- ✦ **Activities are the focus of the actions**, along with their outputs: in the identification and implementation of initiatives the first concern of organisations is the definition of the activities and their quantifiable results, with little concern about the implications of the activities in terms of the objectives of the initiatives themselves;
- ✦ The **location of the actions** depends more on the op-

opportunities and conditions for the practicability of the implementation of activities rather than on their actual usefulness or impact, the demands of the local actors, or the analysis of the problems to be solved. As a result, CSO actions are concentrated in a limited number of communities and districts in each province, usually in local organisations that are capable of implementing them or ensuring accessibility to the places where the actions need to take place;

- ✦ The **scale of CSO actions** is often determined by factors linked to the potential funding that can be obtained rather than their impact or the change that can be achieved, or by factors related to the ease of implementation of the projects (e.g., availability office space, availability of staff, experience of the organisation). This constitutes a major limitation on the possibility of the actions to effectively promote change. In most cases, CSO initiatives are characterized by limited territorial and temporal dimensions, which do not allow for results, or the mobilisation of local actors, to be achieved in a sustainable way;
- ✦ The lack of **effectiveness and relevance of many interventions**. In many cases, CSO initiatives cannot achieve the expected results within the timeframe foreseen for reasons that are not linked to the management of the activities, but to their actual design. For example, many institutional development actions do not take into account the complexity of organisational processes, and actions aimed at “changing social behaviour” based on dissemination campaigns, have too limited a duration. Furthermore, in many cases, interventions, often with a rigid structure and activity-centred management, do not have the capacity to adapt to, or even take into account, changes occurring in their own environment, or in the relationships between the actors involved.

OPPORTUNISTIC AGENDAS AND THE TENDENCY TO ‘PLAY SAFE’ (COMFORT ZONES)

The prevalence of “project-based” models of identification and management of actions corresponds to a relationship of mutual dependence, a double tendency that is visible among the CSOs and is characterised by:

- ✦ Adopting agendas based on funding opportunities (and defining their own agendas depending on those of donors);
- ✦ Remaining in ‘safe spaces’, that is, in social spaces and in sectoral spheres in which the risks that may influence the implementation of activities are limited

and controllable.

The consequences of this double tendency include:

- ✦ Limited innovation in CSO initiatives;
 - The tendency to change the names of actions, without changing their structure and characteristics, in line with changes in donors’ agendas;
- ✦ Loss of cohesion among Mozambican CSOs and even of coherence in their actions, depending on political processes in donor countries. For example, Mozambican CSOs receiving funding from the United States had to abandon their advocacy for women’s rights when, during the Presidency of Donald Trump, restrictions were placed on the funding of organisations involved in issues contrary to the conservative agenda relating to women’s rights, such as abortion;
- ✦ The tendency to replicate initiatives in new territorial areas, not according to local needs or a local analysis of problems, but according to funding opportunities. This is visible, for example, in the growth of CSO initiatives in conflict areas, or in areas vulnerable to natural disasters, where the same local organisations often find themselves in situations of “overload” because they are involved in the implementation of the projects of different national NGOs that are carried out where the latter do not have a local structure.
- ✦ A limited connection between CSO actions at local level: in effect, initiatives do not respond to the demands, or support needs of, the initiatives of local actors’, but to the agendas or needs identified by donors;
- ✦ The undermining of local initiatives and actors: for these same actors, it is simpler and more “convenient” to wait for the initiatives of national NGOs, capable of attracting donor resources, than to mobilise in new autonomous initiatives to solve local problems.

THE DYNAMICS OF FRAGMENTATION

The dynamics concerning the structuring of CSO actions are also determined by some subsidiary trends concerning the development of CSOs themselves. Within this context, a process of fragmentation can be observed that has two main strands:

- ✦ The predominance of vertical hierarchical relationships between the CSOs. These relations above all link large national and international NGOs, which define projects and seek or channel the funding, and local NGOs, associations and community organisations,

which generally perform the role of beneficiaries or implementing partners. But in many cases these relations are replicated at local level between “networks” that function as antennae for capturing the resources, and “projects” brought in by the larger NGOs, and smaller organisations that implement activities.

- The prevalence of competitive relations and forms of cooperation that are “limited” to the implementation of projects. Competition exists between national and international NGOs in relation to access to donor funding, and even between local CSOs that compete to be implementers or beneficiaries. At local level, competition may even influence relations between networks, acting as intermediary organisations, and local NGOs that may take on the same role. The competitive relationships are moderated in function of the opportunities available: between international NGOs when opportunities offered by donors require a “dimension” greater than that which a single organisation may have; between international and national NGOs, in function of the possibility of increasing the attractiveness of a consortium; and between national NGOs when there is the possibility of integration of sectoral interventions or presence in different territories.

These two dynamics also involve a sharpening of divisions between CSOs on their general approaches and increase the obstacles to sharing and transferring information and knowledge between different organisations. For individual CSOs, approaches and methodologies are distinctive elements that may be valued in terms of attractiveness, both in relation to donors and to other CSOs. But when CSOs operate as part of a “consortium” there is a need to build a unitary approach.

This situation can hinder both the possibility of carrying out advocacy initiatives with public authorities, and for implementing advocacy and intervention initiatives in the governance mechanisms outside the framework of funded projects and programmes.

Finally, fragmentation processes involve a further peripheralisation of grassroots organisations and of processes and issues that emerge at grassroots level: vertical dependency relations include not only dependency on agendas drawn up by national and international partners, but also reinforce mechanisms for transferring resources, messages, information, and knowledge from the centre (the top) to the periphery (the bottom). National NGOs rarely learn from local experiences and even more rarely convey the information, knowledge, concerns and demands defined at the local or provincial level to the national level.

Fragmentation in this sense, is not simply a problem of the



efficiency and effectiveness of CSO actions but is a factor that reduces the relevance of these actions and the possibility of CSOs being recognised as a modality for improving citizen participation in governance.

LACK OF INTEGRATION BETWEEN SERVICE DELIVERY ACTIONS, PUBLIC POLICY INITIATIVES AND ENGAGEMENT IN GOVERNANCE MECHANISMS

A further dynamic, linked to those previously cited, concerns integration between different actions.

CSOs play different roles and carry out different kinds of activities. The impact of these different activities on public policies and on governance depends on the capacity to convey, during policy formulation and implementation and in governance processes, the knowledge, information and strategic lessons acquired at different levels, not only through research initiatives and analysis, but also through service delivery.

The dynamics of fragmentation, opportunism and a focus on activities, create obstacles to the integration of actions of different types. Each organisation remains in its “comfort zone”, some providing services, others acting in the context of public policy and governance.

This situation also influences two other general dynamics.

The first is the limited performance of CSOs in innovation processes and social change: despite the many actions related to “communication for changes in social behaviour”, and the great diffusion of initiatives based on dissemination actions, there are actually very few organisations engaged in processes of social change that discuss existing structures of social relations and organisation, such as, among others, those linked to gender and distribution of resources.

There are few organisation that, for example, that work on equal opportunities for men and women, or on gender violence, but also on the recognition of the rights of LGBT people and the legitimacy of their demands. In the same way, there are few organisations that, besides working on “social economy” models, discuss, in an effective way, modalities for the distribution of resources and economic development policies.

In this sense, along with limited performance in social innovation, the prevalence of a renouncement of innovative analysis of development, that identifies the factors that hinder more effective social inclusion in the national or local context, there is a preference for remaining in comfort zones created by the universal recognition of formulations such as the “sustainable development goals”.



CHAPTER 5

**HOW CSOS RESPOND
TO CHALLENGES:
A TIERED ANALYSIS**



HOW CSOs RESPOND TO CHALLENGES: A TIERED ANALYSIS

FIRST TIER CSOs: CBOs, SELF-HELP ORGANISATIONS AND INFORMAL GROUPS

Who are the first tier CSOs?

First-tier CSOs comprise grassroots organisation, such as community-based organisations (CBOs) and self-help organisations. These may be formalized, for example having the legal status of an association, or one of the different statuses defined in relation to groups of users of public services (such as parents' associations and health committees) or be informal organisations. Size varies widely, but normally these entities have limited scope and are linked to a specific territorial area, whether it be a community or a neighbourhood.

The defining characteristic of this group is the linkage between the activists, the members and their beneficiaries. The people who organise and mobilise in these organisations do not aim to support other people or other social groups, or to provide professional services, but rather focus on tackling specific problems that affect themselves or their communities.

Using these fundamental characteristic, it is possible to recognise, in the first tier, a very diverse group of actors, which include:

- ✦ Public service user groups, within the existing institutional framework (e.g., school councils and health co-management committees);
- ✦ Community organisations created to promote citizen participation in NGO projects or other external organisations such as public bodies and international organisations;
- ✦ Local groups created as a basis for income-generating or other economic activities, including, for example, savings groups (both formal and informal);
- ✦ Local initiatives and autonomous community groups which engage with public authorities, to demand services and solutions, often in relation to the management of a specific problem (single issue), but which have relative autonomy;
- ✦ Local groups of people involved in the use of the same resources or focused on the management of local

resources (water, market spaces, forests, lagoons and other fishing grounds, etc.)

- ✦ Local groups engaged in cultural, sporting, or festive activities, often composed of young people;
- ✦ Local groups created within religious communities to carry out worship, local festivals and celebrations, solidarity and charity activities, without having an institutional link with churches or mosques;
- ✦ Local groups involved in the management of community infrastructure (wells, fountains, roads, public cleaning, sanitation);
- ✦ Youth groups, women's groups and self-help groups among like-minded people who come together to facilitate access to opportunities and services (e.g., people with disabilities, people with the same illnesses, students, mothers, etc.);
- ✦ Local groups, with legal and financial autonomy, that are part of national and international associations (e.g. scouts).

Emerging characteristics in the functioning and action of organisations

Among the organisations that responded to the questionnaire, a relatively small number can be identified as belonging to this group: 36 out of a total of 191 respondents, including organisations that define themselves as associations and as CBOs. Even though this small sample can't be considered representative, it is possible to find in the responses some elements of interest for understanding the dynamics of first tier organisations, namely:

- ✦ Activities are developed at local level, and in the majority of cases (25) this refers to at the provincial level;
- ✦ Only in a few cases do the organisations have a sectoral focus (20 of the 36 that responded have activities in more than 5 distinct sectors);
- ✦ The sectors in which organisations are most involved are: human rights, children, women, health, and water. In fact, these are the sectors in which NGOs most frequently promote activities at the community level, which necessarily requires the involvement of local organisations;
- ✦ The most frequent type of activity consists of advocacy with local authorities, accompanied by community mobilisation and outreach activities. Many organisations play both a somewhat active governance and

policy dialogue role, and a service provision role within the framework of the larger CSO initiatives;

- ✦ Almost half of the entities have an “action plan”, which implies that they have participated in institutional development initiatives. This is also confirmed by the fact that most of the organisations have revised/changed their statutes and directors in recent years;
- ✦ International NGOs are the main sources of funding;
- ✦ There is a strong desire to participate in networks, both at local and national level. In many cases, these networks are linked to national NGOs or national programmes, which suggests that the networks are seen as a source of opportunity, visibility and sometimes funding for institutional strengthening;
- ✦ Many of these organisations have recently entered into new partnerships with NGOs or started working on new themes and or with new sectors. This may indicate the importance that the relationship with larger entities has for the first tier entities;
- ✦ In the majority of cases, these organisations have a collaborative relationship with public entities. This aspect, combined with the fact that often these organisations are involved in advocacy initiatives related to public services, confirms that, despite a sometimes problematic relationships between public bodies and CSOs at national level, at local level there is space for openness, at least in relation to improving the implementation of public services. An influential factor in this respect is that much of the work undertaken by CBOs complements Government actions in local communities by, for example creating conditions for children to have basic social assistance, promoting lectures and raising awareness on preventing and combating HIV/AIDS, creating environment and citizenship clubs, promoting self-help through the creation of small businesses and forming savings and revolving credit groups.

Based on the results of the web-based survey, combined with the data collected in meetings and field visits, there are other characteristics that can be attributed to first tier CSOs, namely:

- a. A limited recognition of the autonomy of the organisations: Despite the experience and capacities that these entities have, and that allow them to be involved in the projects and programmes of the larger organisations, they perceive a lack of recognition, by both national and international NGOs which consider them to be simply executors or beneficiaries.
- b. Limited economic and financial sustainability: most or-

ganisations depend on resources of international non-governmental organisations (INGOs) or national NGOs, and do not have opportunities to directly access funding sources such as international development agencies. The current situation is that many activities, including advocacy and monitoring of public services, are carried out only when financial resources are available. Once the projects are finished, they are left waiting for fresh support.

c. Lack of permanent capacities: technical and management capacities exist when resources are available and are, in most cases, closely linked to project implementation. Capacities for identifying and mobilising resources independently of international and national NGOs are lacking. But the lack of resources implies a turnover of activists making it difficult to retain qualified human resources. Moreover, staff recruitment and retention is challenging due to a general reduction in funding for civil society. The end of the AGIR Programme (Action for Informed and Responsible Governance), a source of funding for many CSOs, means that their capacity to act and function has been reduced and resulted in a visible reduction in civic activism. This reveals an element considered worrying by some interviewees: the lack of real activism in civil society, a focus on fund mobilisation and a tendency to see CSOs as sources of livelihood. In the words of one activist interviewed, in civil society “people start circulating their curriculum vitae within a month of their salaries not being paid”.

d. An emerging factor in the weakness of first tier CSOs is limited access to information, particularly through the internet.

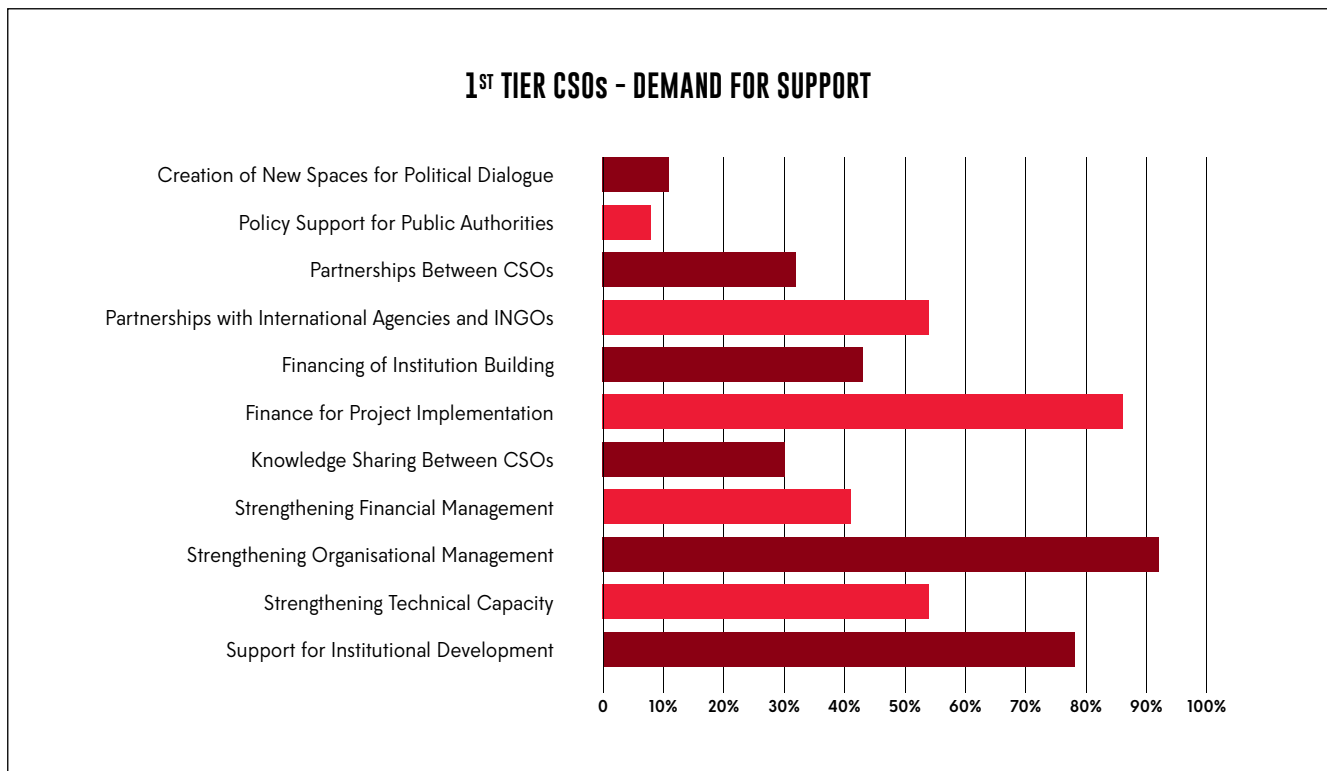
A further factor, which merits consideration, emerges from consultations with first-tier organisations. An analysis of demands for support by first tier CSOs confirms the relevance of the general trends and dynamics mentioned above. As presented in Figure 7, these demands appear, above all, to be linked to the possibility of having more projects funded and, in general, greater access to financial resources. Demands for support to acquire greater capacity to influence governance processes at local level are almost entirely absent.

Perhaps the only demand that marks a difference between this group of organisations and CSOs at other levels, is the strong demand for support for strengthening organisational management and for institutional development.

Innovative activities

Despite the dynamics identified above, which characterise CSOs at this level as having some weaknesses and vulnerabilities, some innovative processes and strengthening of resilience of first tier CSOs can be identified, namely:

FIGURE 7



Source: Data taken from CSO mapping database

- The development, especially in provincial capitals, of movements and organisations with innovative approaches, some even with national impact, that act mainly through digital platforms (e.g., Txeka, Young Women Leaders). These entities are mostly independent of funding from larger organisations but have links both nationally and internationally with similar bodies. The roles they play include monitoring of public policies, mobilisation of movements (including “non-virtual” initiatives), production and dissemination of information, and the promotion of opportunities for local organisations.
- In the area of employment and entrepreneurship, the action of several digital influencers, motivational speakers and digital trainers with programmes linked to the transfer of knowledge on financial management, entrepreneurship, capital markets, business models and plans is visible. However, in rural communities, strong movements linked to this theme are largely absent.
- Within the scope of programmes such as PAANE (Support Programme for Non-State Actors, financed by the EU in partnership with the Mozambican Government), support modalities for small organisations and for the development of autonomous and sustainable initiatives at local level are being tested, mainly through the link between resource generating activities (such

as savings groups) and actions that analyse local reality and advocacy vis-à-vis public entities. These initiatives, however, are still at an intermediate stage and it is difficult to see how successful they could be in improving the autonomy, recognition and sustainability of local initiatives for participation in governance and political dialogue.

SECOND TIER CSOs: NGOs AND SUPPORT ORGANISATIONS

Who are the second tier CSOs?

Among the 191 entities that completed the survey, 120 are considered second-tier CSOs. As already mentioned, this group includes support organisations i.e. organisations that carry out activities with the objective of supporting the most deprived communities, other CSOs, public bodies, or the country’s development process. Consequently, this group is very diverse and spans from development NGOs to research entities and social enterprises.

These organisations work, or have the intention to work, at national level and in provinces and have a limited interest in local dynamics. As is visible in the following graph, the majority of these organisations are based in Maputo, but work in other provinces.

Although the organisations that responded to the survey

cannot be considered a representative sample, the information above highlights a dynamic that was much discussed in focus groups: local organisations (both first and second level) often consider the presence of national organisations that act directly in their territory as illegitimate, producing three effects: (i) an increase in the cost of activities and actions; (ii) lower sustainability – related to the fact that they often only remain for the time envisaged by a project; and (iii) a competition dynamic, not only for resources, but also regarding beneficiaries, who are targeted by the actions of different organisations, carried out with different approaches, but often on focusing on the same themes. Moreover, there is competition for human resources with a tendency for local qualified staff to leave their local organisation when job opportunities in national organisations appear.

Even with a higher level of specialisation, in comparison with the first-tier CSOs, there is also among second-tier CSOs a tendency to work on different themes and to migrate between different sectors in relation to the opportunities that arise. In contrast to most first-level CSOs, the tendency in second-tier CSOs is to place alongside the “primary theme” (the one for which the organisation was created) other related themes, which serve as specialisms or as sub-themes.

Figure 9 identifies the most important trends in relation to

the themes that each organisation declares to be its focus of action.

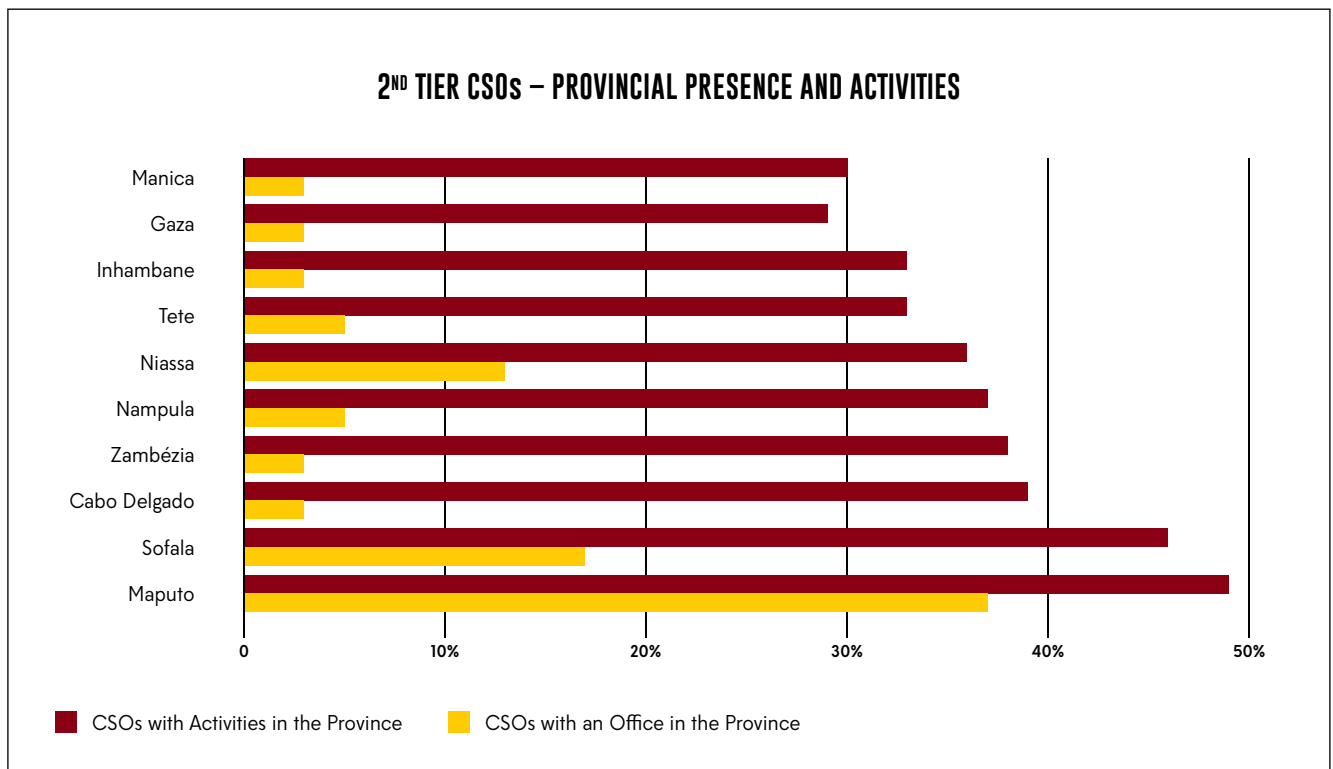
The fact that community development is the most widespread theme is not surprising. In fact, this issue includes a plurality of themes that are traditional areas of CSO action, such as support to farmers and rural development. What may be surprising, in the context of the debate about the “defence of human rights defenders” and threats to rights activists, is the frequency of this theme: almost 60% of the organisations that responded to the survey consider human rights as a focus for action. A deeper analysis shows that the same organisations also work in many cases on women’s and children’s rights, and on health and education.

It seems that among the second level CSOs there is a tendency to take up “mainstream” themes. Figure 10 (below) seems to confirm:

- ✦ The existence of opportunistic tendencies;
- ✦ A tendency to stay in safe spaces, such as those of the ‘mainstream’.

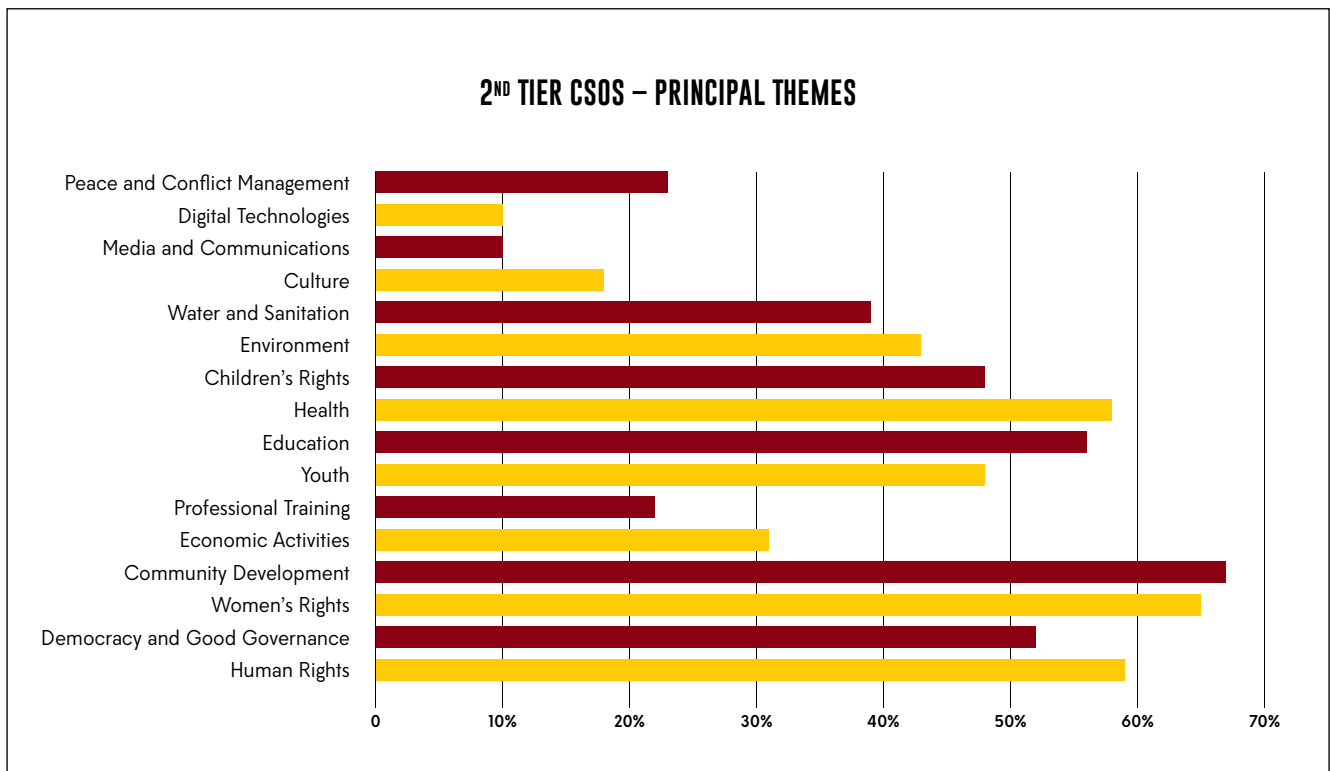
The figure also presents a further interesting result: the more the themes require specific technical skills, the less likely it is that CSOs consider them to be the focus of their activities. By contrast, when a theme can be connected with

FIGURE 8



Source: Data taken from CSO mapping database

FIGURE 9



Source: Data taken from CSO mapping database

others (as is the case for peace, governance, and rights) the greater the tendency is for CSOs to intervene.

Emerging dynamics

It is at the second tier that the general dynamics of CSOs are most visible. In this group the vertical dependence, competition, opportunism, concentration of technical and human resources can all be observed in a very marked way.

In meetings and focus groups, data emerged that confirm these trends:

- ✦ Most organisations have moved into new sectors where there is greater opportunity to access donor funds, such as health;
- Many organisations are supported by, or work in partnership with, intermediary organisations;
- ✦ The main declared sustainability strategy, apart from that of getting projects funded, is the payment of membership fees, however in reality in no organisations do members actually pay fees as expected.
- ✦ The structural situation of these organisations, especially at local level, is rather precarious, and

- ✦ organisations often have to leave the area or move offices between projects. The fact that donors tend not to finance either the acquisition of equipment or the construction of buildings is perceived as a major challenge for CSOs. Even when equipment can be purchased, it usually cannot be retained by the organisation following project completion.
- ✦ There is a focus on “the implementation of activities” and involvement in actions for which it is difficult to measure result in terms of change. The most frequent activities are those related to dissemination of information or knowledge and training. Organisations perceive a donor preference for these as opposed to “concrete” activities which is understood as encouragement to reduce commitment to activities that produce “visible impacts”.
- ✦ There is a limited understanding, even on the part of medium and large organisations, on how to translate process objectives into measurable outcomes and about the distinction between outcome indicators and “output” indicators.

The dynamics of adaptation to opportunities explains the trends visible in Figure 10 which shows the distribution of activities in which second-tier CSOs are involved:

The most prevalent activities tend to be those for which there are more resources available (advocacy and community mobilization), followed by dissemination and monitoring of public services and policies. Indeed, these activities are central to some of the largest programmes at national level, such as PAANE and the AGIR programme.

Clearly, various meanings can be attributed to the terms ‘advocacy’ and ‘monitoring’. Both can be undertaken in a collaborative or critical way which fundamentally changes the relationships established with public authorities and other stakeholders. The majority of CSOs (76%) collaborate with public bodies and judge that these relationships have improved in recent years.

CSOs that believe that the space for participation in governance and public policy has become more restricted account for less than 25% of respondents.

Dependence on international sources is very visible, as shown in Figure 11:

Funding sources are limited and, in most cases, CSOs are funded directly or indirectly by international development agencies. Most CSOs have various funding sources with only 10% depending on a single source.

But despite this, more than 40% report a reduction in the

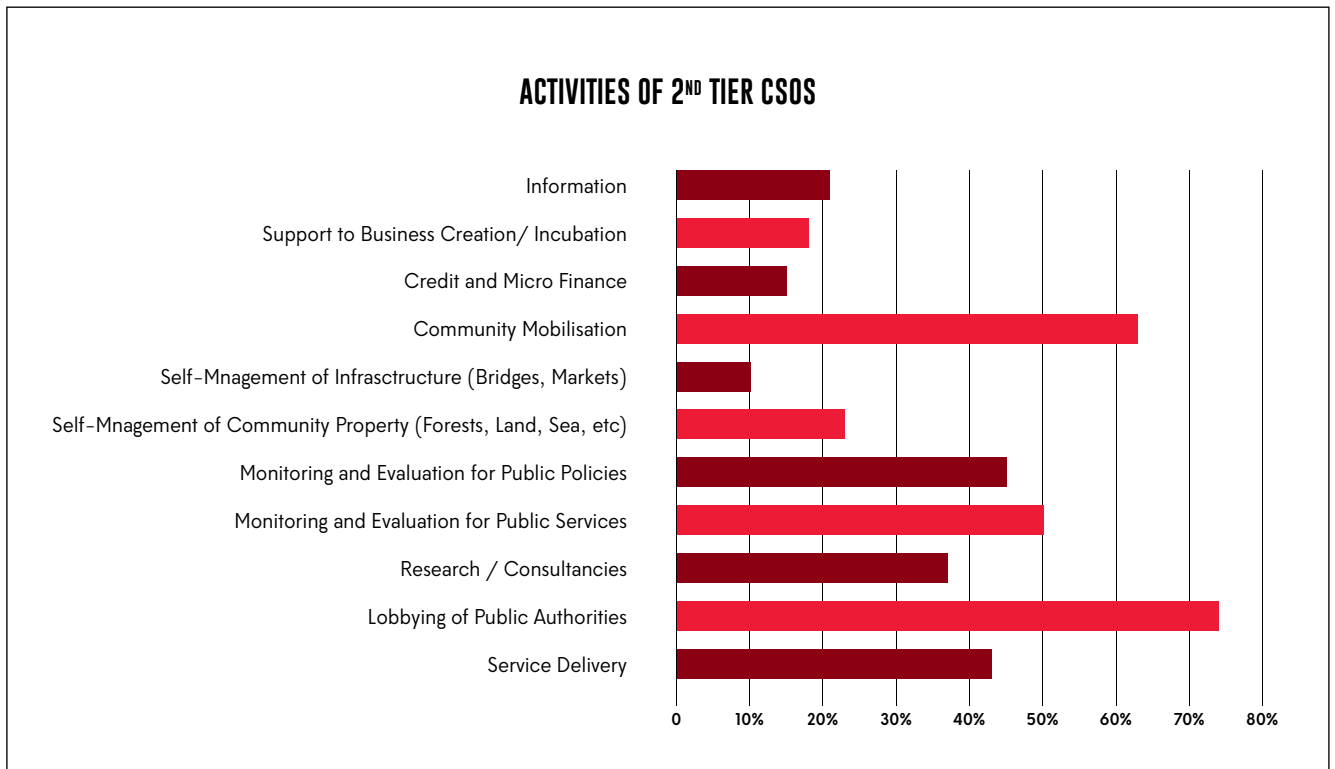
availability of funding in recent years. Interestingly, more than 30% of CSOs report private funding.

However, it appears that this funding source does not significantly impact on the definition of CSO agendas, except in the case of a few organisations that support business development and incubator actions.

The consultation made it possible to observe some improvements in the position of the organisations themselves, namely:

- ✦ Despite the problems of leadership and personnel turnover in CSOs, there is, in general, a perceived improvement in terms of internal organisation and in the management of funds. Particularly in the case of small funds, CSOs feel that they have adequate management capacities. Almost 70% of CSOs are involved in institutional strengthening activities that are aimed at improving their internal governance.
- ✦ There is an improvement in the transparency of administrative processes, and even in the relationships between organisations, and a reduction in the importance of personal contacts and clientelist relations in obtaining funds, both from the larger NGOs and from donors.

FIGURE 10



Source: Data taken from CSO mapping database

Demand for support

Demands for support very clearly reflect the dynamics that have been identified. The principal interest of CSOs is in acquiring access to project funding. But linked to this, CSOs are interested in seeking support for institutional capacity building, developing partnerships with INGOs and other international organisations, and strengthening of technical capacities (Figure 12).

From the data it appears that only a very limited percentage of organisations (between 10% and 20%) seek support to play a more active role in political dialogue and in the mechanisms of governance and public administration.

The major national CSOs

A number of large national organisations fall within the definition of second-tier CSOs and in recent years have been playing an important role in four different ways:

- The elaboration of civil society development strategies, and together with some think tanks, the promotion of a reflection on the role of CSOs;
- The strengthening of smaller and grassroots organisations, with the aim of creating local mechanisms on

governance and to influence public policy and the provision of public services;

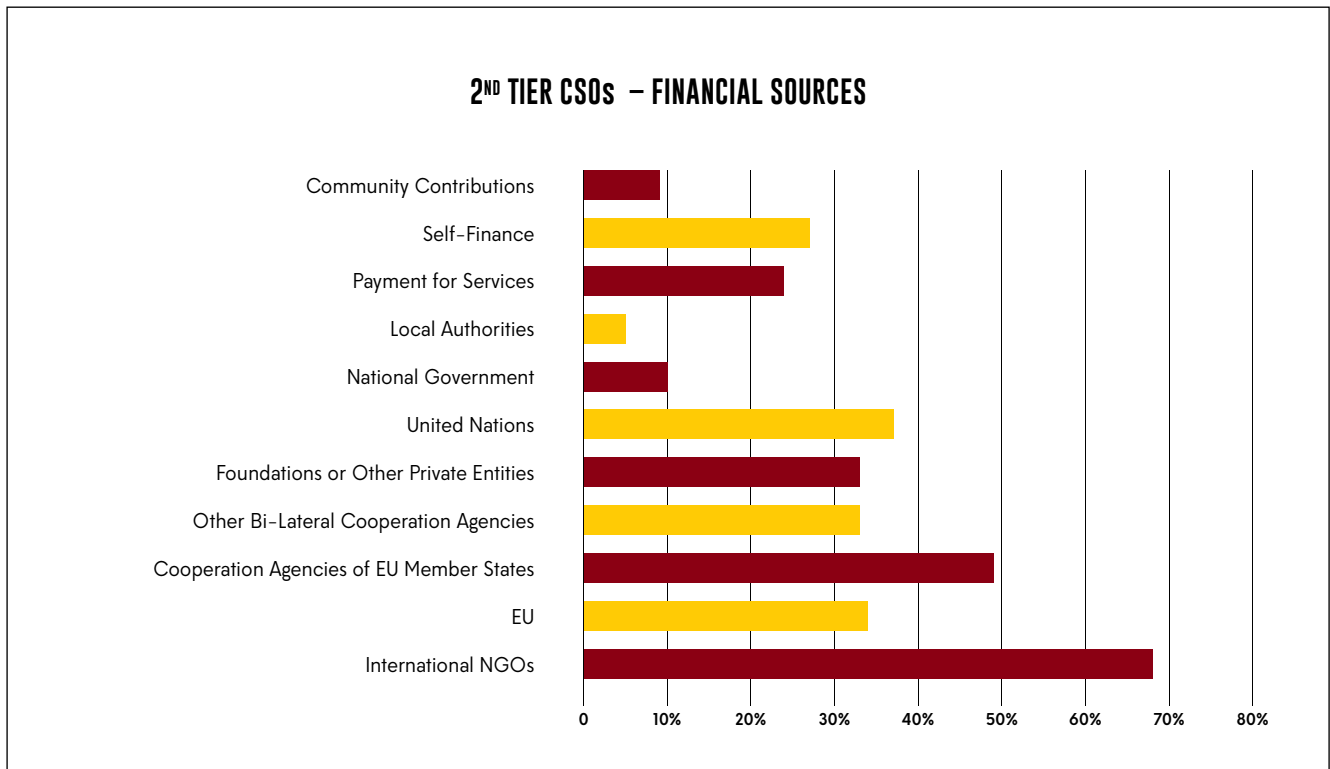
- The fostering of advocacy and governance support initiatives at national level, with government and political institutions as interlocutors;
- The channelling of international donor resources through cascade funding schemes or initiatives that integrate institutional strengthening and financial support in initiatives.

Two organisations are particularly visible in playing a mentoring role for others, CESC (the Centre for Civil Society Learning and Capacity Building³¹) and the MASC Foundation (Civil Society Support Mechanism³²).

Both organisations are, to some extent, the product of international cooperation initiatives, but they are consolidating themselves as national organisations. They derive their legitimacy from various sources: active participation in civil society movements and networks; solid technical and administrative capacity, which results in “technical” legiti-

31. <https://www.cescmoz.org/index.php>; 32. <https://www.masc.org.mz/sobre-nos>

FIGURE 11



Source: Data taken from CSO mapping database

sation within the public sector; a strong relationship with donors, which facilitates access to resources, and with the largest national think tanks, which facilitates the maintenance of a capacity for strategic thinking. However, these organisations run the risk of contributing to a process that leads to the concentration of resources which could easily result in conflict, dependence on the agendas of international donors, and a widening “gap” between themselves and the majority of national CSOs.

THIRD AND FOURTH TIER CSOs: PLATFORMS AND NETWORKS

Third tier CSOs

Third-tier CSOs include collective organisations such as thematic networks, other networks and geographical-based platforms. Organisations within this group tend to be created for the purpose of implementing, coordinating and managing programmes and actions, as is the case of the networks linked to the actions of international organisations, and organisations created by the CSOs themselves to share information and knowledge, to undertake lobbying and advocacy, or to carry out joint activities. Movement mobilization initiatives, involving both organisations and individuals, may also be included in this group.

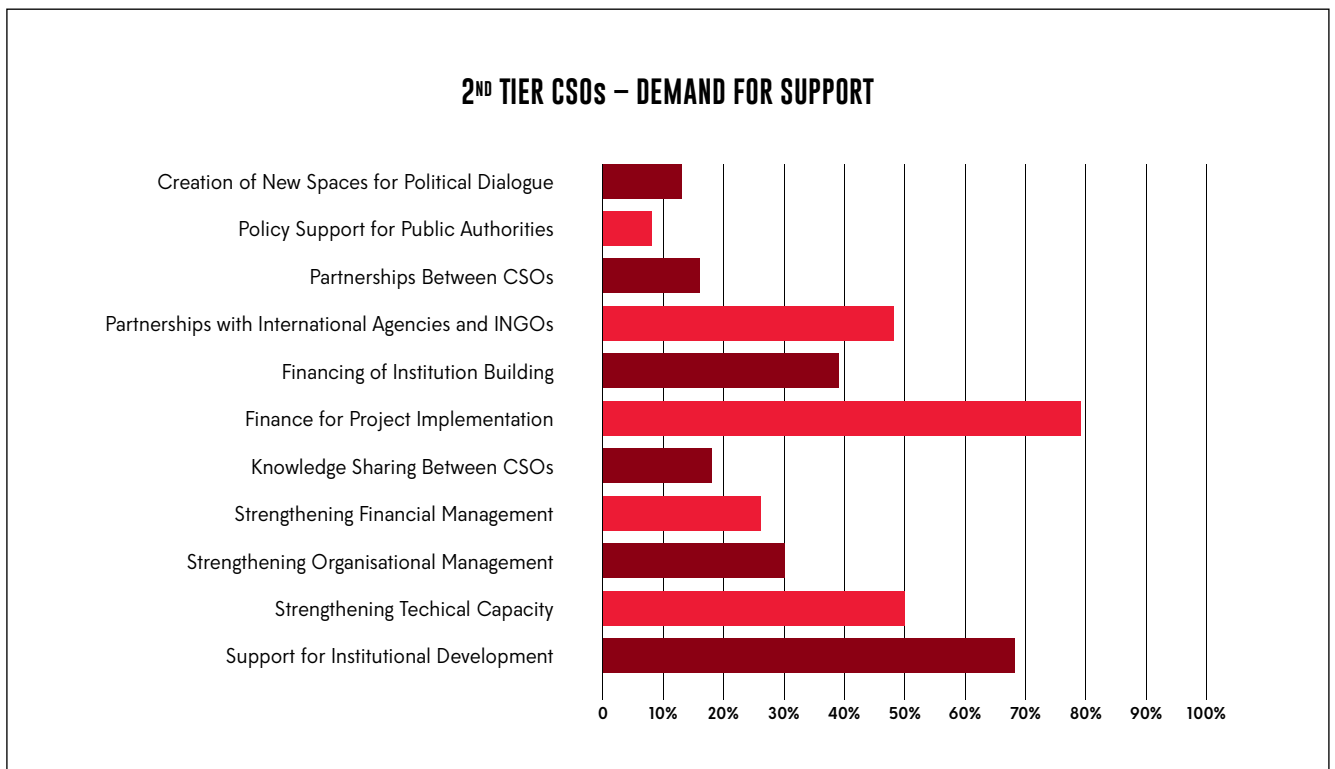
Both informal and formalised organisations, usually configured as “associations”, coexist in this group. The duration of these organisations can be quite varied: there are both permanent initiatives and those of a short duration, normally linked to specific programmes or projects.

Among the organisations that responded to the survey are:

- Territorial platforms (at provincial and district level), such as UDAJA (Network of Organisations of Jangamo District, in Inhambane Province) and provincial CSO and NGO platforms present in many provinces;
- Networks of thematic organisations (women’s organisations, for youth and people with disabilities), such as SOPROC (Child Protection Network in Sofala) the Forum Mulher, the Civil Society Platform on Social Protection, ASCUT, at national level.
- Movements on specific issues (education, health, environment, etc.), such as MEPT (Movimento Educação para Todos), PLASOC (Civil Society Platform for Health), ROSC (Civil Society Forum on Children’s Rights), and the Budget Monitoring Forum.

All the organisations that responded to the survey or participated in the consultation exercise are involved in im-

FIGURE 12



Source: Data taken from CSO mapping database

plementing programmes and projects, often as the local partners of national and international NGOs. Their activities tend to include monitoring of public services (education, health, social protection, women's access to services, etc.) and public policy (e.g. tracking public spending), carrying out advocacy and governance support activities (e.g. organising participation in consultative councils and development observatories), carrying out activities linked to targeting service and assistance activities for vulnerable populations, such as, for example, orphans and vulnerable children, and carrying out dissemination activities.

In most cases, these organisations play a direct management role or assume an intermediation and coordination role between an external actor (INGO, national NGO) and local organisations, and small second and first-tier organisations.

Emerging dynamics

Dynamics specific to this group emerged during the consultation process:

- a.** A proliferation of platforms, particularly related to themes emerging on donors' agendas and in the development "discourse". New gender networks are being created alongside existing ones, which in Mozambique have a history dating back to the Beijing Conference; networks led by organisations with partially different approaches are being developed on climate change and environment; and different networks have been created on issues relating to children, education, nutrition, health, mostly in connection with specific programmes and projects, and including those carried out jointly between international organisations and the Mozambican government;
- b.** A proliferation of platforms and networks which are, in some cases, linked to conflicts and insecurity, and sometimes focus on the leadership roles of the networks themselves. There is a tendency for larger organisations, which are often active both in the implementation of projects/programmes and in the mobilization of advocacy initiatives, to create their own networks;
- c.** The influence of some organisations may be leading to an attempt to standardize what could be a model of action of civil society organisations, which is resistant to other forms of action. Participation in networks and platforms further highlights these tendencies through encouraging less democratic behaviour, such as the resistance to the acceptance of diversity among CSOs. For example, one research institution mentioned the difficulties in convincing CSOs that they didn't necessarily have to participate in all the advocacy campaigns of the network of which they were a part, particularly as these are not always consensual;
- d.** Geographical networks exist in almost all provinces and in many districts, but in many cases have limited vitality. The most active networks are: a) those involved in programmes and projects (which in some ways seem to work as individual organisations rather than as collective entities of joint representation/action), and b) those from places where spaces for dialogue and consultation between public administration and non-governmental actors (consultative councils, development observatories, etc.) are being re-launched and revitalised;
- e.** A prevalent focus is visible on the implementation of projects and programmes, and the coordination or organisation of the functions of the organisations that participate in them, often to the detriment of actions and initiatives for knowledge and information sharing and advocacy to influence public policies and decisions;
- f.** In most cases, the networks and platforms depend on donor funding rather than member contributions (which explains the focus on projects). However, in many cases, provincial platforms and networks were created within the framework of public local development programmes (e.g., investment funds and local initiatives), and were undermined when these programmes ended;
- g.** Participation in networks and platforms is a general trend among CSOs. Organisations that do not participate in networks/platforms are almost non-existent. The incentive to participate appears, in many cases, to be linked to the possibility of gaining access to resources, achieving greater visibility and access to training. Protection and solidarity in the face of external threats, knowledge sharing, and initiatives on public policy do not appear to be very important reasons for CSO participation. These seem to be more important for the organisations that lead the networks themselves;
- h.** Members have little influence on the platforms' positions, agendas and social legitimacy. This is particularly the case for sectoral networks/platforms, where in many cases the organisations associated with the platforms declare interests that are not necessarily integrated into the agendas of the platforms themselves and denounce the existence of a significant distance between the platform (and its leadership/secretariat) and the associated entities. This distance seems to be greater in cases where the platforms have "official" legitimacy as representatives of the organisations vis-à-vis the state structures (as is for example the case of the CTA within the scope of the entities carrying out activities supporting entrepreneurship and job creation);
- i.** In many cases there is a tendency to replace social legitimacy as representatives with functional legitimacy as service and opportunity providers for members. This tendency feeds the opportunistic orientation and participation of the associated organisations and weakens the capacity of the

platforms to be vehicles of influence in the mechanisms of governance and formulation/management of public policies;

j. Despite their transformation into “organisations”, especially in the case of territorially-based networks, in most cases they continue to have major organisational weaknesses in relation to internal governance and the ability to manage resources. This results in further weakening because in some cases it results in conflicts between the participants involved in the implementation of projects and programmes.

Fourth tier CSOs: multisectoral platforms and networks

The fourth tier comprises civil society organisations involved in advocacy on general issues (such as political and constitutional processes) and on issues that involve all CSOs, but without necessarily a strong link to sectoral or geographic interests, for instance the discussion of laws for regulating the registration and operation of different categories of CSOs.

This role, particularly in relation to CSO legislation, which has been the subject of discussion over the past 5 years, was a central issue in the creation of JOINT and in its activities. JOINT, which emerged from the 2012 National Civil Society Conference, currently represents the only organisation in that can be considered as “fourth tier”. JOINT, which defines itself as a “league of CSOs”, is a partner in international networks and platforms, such as Forus and Civicus, and has members in all regions of the country. However, despite being the only national network, membership is currently quite small (40). Its membership includes both singular organisations such as, for example, Kulima, OREC, GDI, Justa Paz, CMA, KHANDLELO or LIVANINGO, and collective networks and confederations, such as, ASCUT, FORCOM, PSCM-PS, ROSC, FONGA. In addition to the organisations identified as JOINT members, JOINT itself promoted the dissemination of a code for self-regulation among NGOs which was signed by 203 organisations.

In 2019, JOINT played a coordinating and guiding role in setting up an election monitoring project. Other initiatives worth noting are collaboration with ASCUT on the governance of natural resources and the “friends of citizenship” project (focusing on monitoring the laws on access to information and on mining resources).

A number of dynamics in relation to JOINT can be identified:

a. Debatable legitimacy: Despite being the only organisation that is playing a role of “mobilisation” of all CSOs, including through the organisation of national civil society conferences, the creation and role of JOINT are subject to

discussion, and some of the largest Mozambican civil society organisations, despite having collaborative relationships or even partnerships with JOINT, are not members of it;

b. Despite having members in different regions, JOINT is perceived as Maputo-orientated. Furthermore, its links with international entities, such as CIVICUS and FORUS, are not perceived as an element of legitimation or enrichment, but to the contrary, as signs of removal from the interests of the organisation and national CSOs, particularly for those outside of Maputo;

c. Despite having general objectives, JOINT is still very dependent on project implementation and donor resources.

In addition to JOINT, it is important to note the existence of new initiatives such as the “Mozambican Civil Society Alliance, C-19”, which, taking problems linked to management of the COVID 19 pandemic as its starting point, has developed into a civil society advocacy campaign on governance processes at national level. The Alliance currently compris-

BOX 6

PLATFORMS AND NETWORKS IN SOME PROVINCES

In **Tete**, there the Forum of NGOs of Tete (FROPONGE), one of the oldest, coordinates all of the organisations in the province, as well as comprising platforms for nutrition, health and different thematic groups. A Civil Society Platform (PLASOTE) does not have defined areas, but is the result of a project linked to the area of good governance, and for this reason is interested in reactivating the Development Observatories.

In **Gaza** province, the Gaza NGO Forum (FONGA), lost its relevance and credibility after the assassination of its General Coordinator, Anastácio Matavele.

In **Zambézia** CSOs are organized into Forums, the Zambezia NGOs Forum (FONGZA), and Platforms (CSOs, Government, Private Sector, Communities), the latter are financed by FNDS with World Bank funds. They meet in the Development Observatory led by the Government. The Government is accountable to civil society through the civil society initiative. CSOs report to the Government, presenting the list of projects and planned budget – a Government initiative. The platform, chaired by RADEZA (Network of Organisations for Environment and Sustainable Development of Zambezia) is divided into different thematic areas and holds frequent plenary sessions. FONGZA reported that the situation of this forum has deteriorated because.

es 52 organisations, including many that also participate in JOINT, and 51 recognised CSO leaders.

Another national platform, called JUNTOS! (Together!), was formed in 2014 as an initiative of the La Caixa Foundation and the Aga Khan Foundation and has 25 members. Since 2019, the platform has held annual events such as the Reference Event, as a space for dialogue between CSOs, and the private and public sectors, with the objective of contributing to improved coordination of developmental interventions. It is involved in coordinating and capacity building of CSOs through its webpage www.juntosmocambique.org and makes combined use of short videos to transmit content, and face-to-face sessions, for consolidation and exchange of experiences.

In relation to JUNTOS! the following dynamics were identified:

- a. Once again, debatable legitimacy: another attempt to create a national, effective and efficient mechanism for the coordination of CSOs, but not yet a platform that represents the majority of CSOs, with much of its membership based in Maputo, and founded by two international (rather than local) organisations;
- b. Despite holding events, the role of the different actors is not clear, nor is the common agenda or methodology that it intends to adopt.

BOX 7

THE JUNTOS! PLATFORM

Created in 2014, the Juntos! initiative is a platform that brings together 25 CSOs working in the areas of health, education, women's rights, children's rights and activism. Among the partners are: nine civil society organisations, six networks of approximately 40 organisations each, two universities and three foundations, in addition to the Aga Khan Foundation and La Caixa Foundation, which were the creators and sponsors of Juntos!

Through its current network of partners, Juntos! hopes to reach hundreds of civil society organisations to build the capacity of its members and key intermediary partners to help smaller organisations in the country. The networks' participatory management model ensures that all partners are on an equal footing in operational decision-making, and that the external input of key players in Mozambique is taken into account. Management meetings of the Juntos! Initiative, in which all partners are represented, take place every two months, while the network's Advisory Board, which includes external organisations such as USAID and Microsoft, meets once a year.

INTERNATIONAL NGOS

International NGOs (INGOs) are an important group in the CSO landscape and are simultaneously a main source of support for many national CSOs, above all at local level, and a competitor to national organisations in terms of access to funding from international donors.

In many cases the INGOs have a permanent presence in country and have played an important role in the creation of the national NGOs. In other cases, INGOs have developed their own antennae and national associations. This leads to the creation of "hybrid" organisations composed of, and run by, national staff with a national agenda, but with important links, and in some cases, dependence on INGOs at international level or in other countries, for their agenda, funding, leadership, management and organisational arrangements. More than 400 INGOs are registered in Mozambique, although less than 250³³ are considered active.

However, INGOs are by no means a homogenous group. Although all of them may, in some sense, be considered second-tier organisations, they are involved in a variety of different initiatives and organisations including those with complex organisational and formal structures at different levels, to the small semi-formal groups that carry out voluntary activities; from organisations with many sources of funding to those based on the small contributions of members; from those with financial bases in the private sector to those that function as facilitating agencies for cooperation between local authorities.

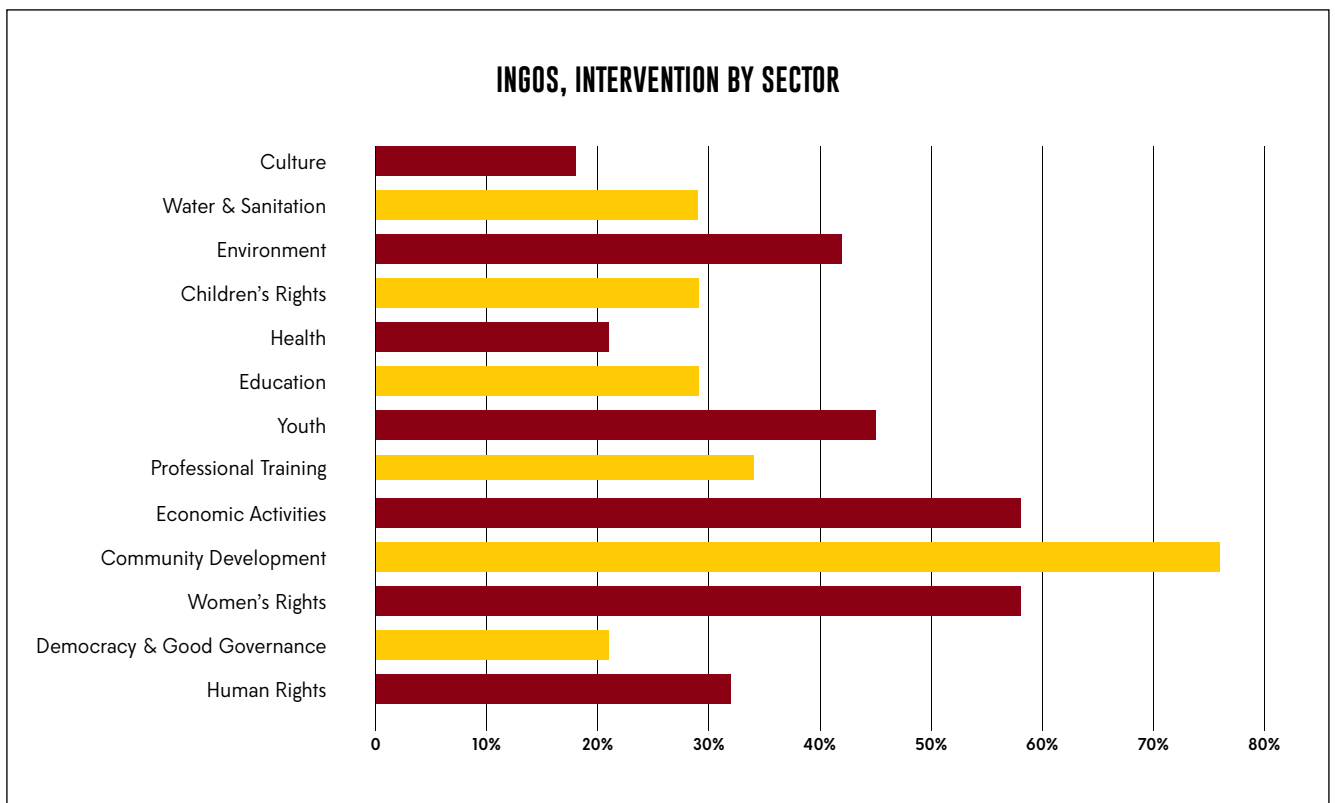
A total of 38 INGOs participated in the web-based survey. This group includes organisations from a variety of individual countries (Austria, Italy, Portugal, Switzerland, Spain), and those with more international characteristics (e.g., PLAN, Oxfam). In most cases, these organisations, despite their different approaches, are directly involved in the implementation of actions in different provinces. In fact, in only 7 cases out of 38, did INGOs have activities in only one province. Although the INGOs that participated in the survey are not representative, analysis provides some useful insights.

Figure 13 illustrates a tendency for INGOs to favour interventions in "traditional" sectors for development aid such as services and agriculture in relation to community development, economic activities and the environment.

Gender, children and, to a lesser extent young people, are other important intervention areas for INGOs and often incorporate a human rights based approach. By contrast, democracy and good governance are limited areas of interest.

33. <http://www.minec.gov.mz/index.php/documentos/ongs/55-ong-s-internacionais-a-actuar-em-mocambique/file>

FIGURE 13



Source: Data taken from CSO mapping database

A rather pronounced orientation towards collaborating with public institutions can be observed. Almost half of INGOs work in cooperation with governmental agencies (including the health service, the ministries of agriculture and education, and municipalities). The 15 municipalities consulted identified international NGOs as the most important partner among CSOs.

In fact, INGOs appear to prefer to operate in 'safe spaces', such as on sectoral policies and support to public institutions, rather than in areas where there are actual or potential conflicts between national actors. An exception is those INGOs committed to intervening in potentially "hot" topics that feature on their global agendas, such as land grabbing processes.

Other elements worthy of mention are:

- ✦ INGOs with a more consolidated presence in the country have experienced an increase in access to resources in recent years as a result of their tendency to intervene in areas affected by natural disasters or conflict where there is growing demand for humanitarian aid;
- ✦ INGOs actively participate in thematic networks (e.g., NAIMA, NUCODE, MEPT, Child Network, networks on

nutrition, etc.), sometimes assuming leadership roles, and in some cases participate in territorial networks (e.g., FOPROSA, Zambézia Development Platform). INGOs frequently participate in the sectoral platforms created for coordination between the different partners (e.g., Humanitarian Aid Clusters, Cluster on Shelter);

- ✦ Despite not currently having a platform of all INGOs, there are forms of communication and coordination between INGOs in different countries. In some cases, these are informal networks, in others, for example by the Italian NGOs, the GONG, more formalised;
- ✦ A relationship of domination or dependence characterises the linkages between INGOs and national CSOs (and was frequently denounced in the focus groups and interviews): the latter are invited as partners but in reality, have limited ability to influence the identification and formulation of projects and in some cases do not even have access to information on the total budget available for activities;
- ✦ National CSOs observe a growing tendency for INGOs to directly play a project implementation role, recruiting national staff and creating operational structures at local level that collaborate directly with first

tier CSOs which are simply considered beneficiaries of the actions carried out. The tendency to work directly with the grassroots organisations seems linked to a tendency to exclude national and local NGOs from the role of intermediaries which is sometimes linked to the requirements of donors, who tie resources to their agenda;



Excluding some particular cases, INGOs' programmes and projects rarely facilitate the transfer of knowledge and capacities to local partners: training and institutional strengthening initiatives are aimed at developing the capacities required to implement the planned activities, but not at increasing the autonomy of local actors. This is sometimes the result of a focus on activities and on the achievement of visible results within a limited time frame and with finite resources. There are cases, however, with an approach aimed at strengthening local actors. These are usually not "project-based" initiatives but ones that are more process orientated;



Many INGO projects and initiatives pay limited attention to questions of sustainability: the continuity of the actions and their results depends more on the persistence of the INGOs themselves, and it is not rare for INGOs to stay in the same districts or provinces for 30 years³⁴, rather than on the creation of conditions for the autonomous, sustainable action by local actors.

34. An example is the Italian NGO, COSV, in Zambézia





CHAPTER 6

COOPERATION BETWEEN CSOs AND MUNICIPALITIES



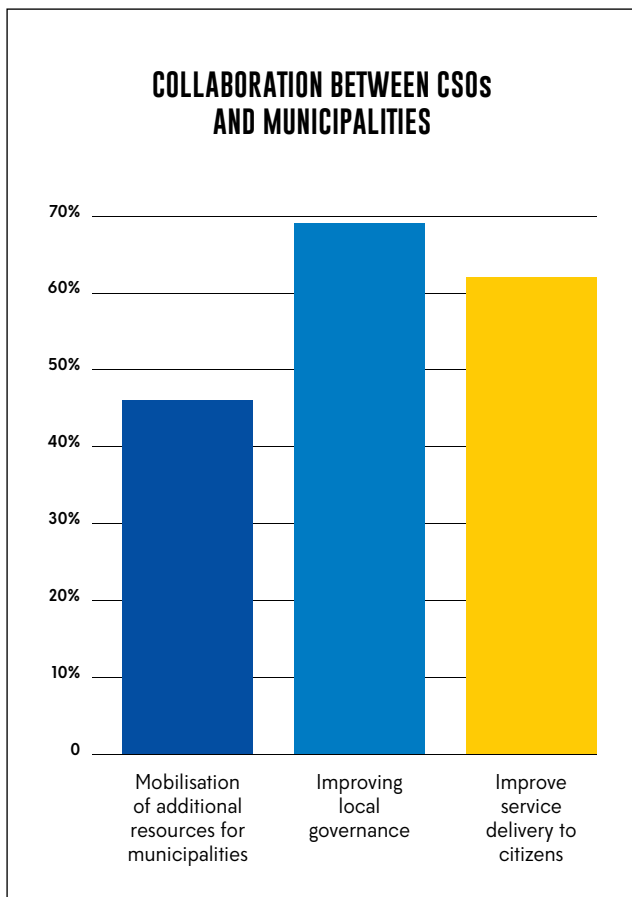


COOPERATION BETWEEN CSOs AND MUNICIPALITIES

In the Mozambican context Municipalities are local government structures in urban areas, theoretically autonomous with their own budget and competencies and with a democratically elected assembly and mayor. Unlike some other public bodies, municipalities need to develop and maintain a direct relationship with citizens and respond to their demands. The EU itself has played a significant role in providing direct support to municipalities, through the CSO-LA programme, since the 7th EDF, and through specific support. A consultation exercise was carried out through a web-based survey in which 15 municipalities participated from 8 provinces (municipalities from Inhambane and Manica provinces did not participate).

Municipalities were of the opinion that cooperation brings a number of advantages as highlighted in Figure 14, notably resource mobilisation, improved local governance and improved service delivery.

FIGURE 14



Source: Data taken from the database of the CSO mapping survey addressed to municipalities



CSOs THAT WORK WITH MUNICIPALITIES

Although at first sight it appears that it is international NGOs that play a central role in cooperation with municipalities, in fact many more organisations that collaborate with municipalities and/or civil society organisations at municipal level, as illustrated in Figure 15.

Organisations playing a central role at municipal level fall into two categories: international NGOs which often bring additional resources and capacity building opportunities for municipalities, and a myriad of grassroots organisations, formal and informal, involved in the use and management of municipal services and territory. This can be better understood by analysing the areas covered by cooperation between CSOs and Municipalities.

SECTORS AND MODALITIES OF COOPERATION

CSOs and municipalities work together in a variety of sectors, with a particular focus on resource and infrastructure use and management, including those linked to the delivery of basic services.

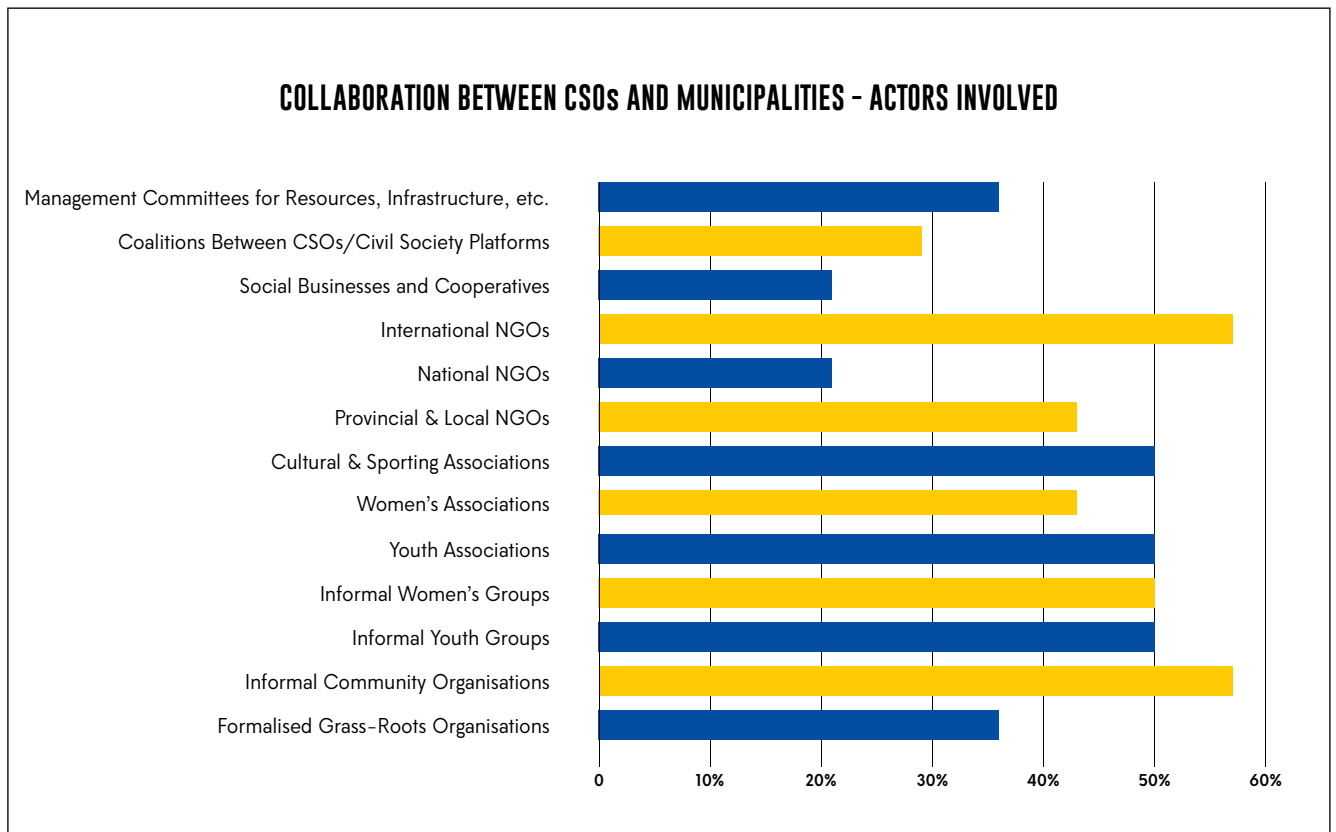
The importance of activities that fall under the umbrella of “management” initiatives is clearly visible in Figure 17.

Despite being more focused on improving service delivery than on public policy, collaboration between CSOs and municipalities represents a specific example of the role of CSOs in governance.

Interestingly, in many cases, when collaboration between CSOs and municipalities takes place through projects or programmes, it normally involves international rather than national NGOs. This is linked to the fact that in many cases, the collaboration between municipalities and CSOs is funded by international agencies, involving initiatives of a dimension that are largely inaccessible for local CSOs.

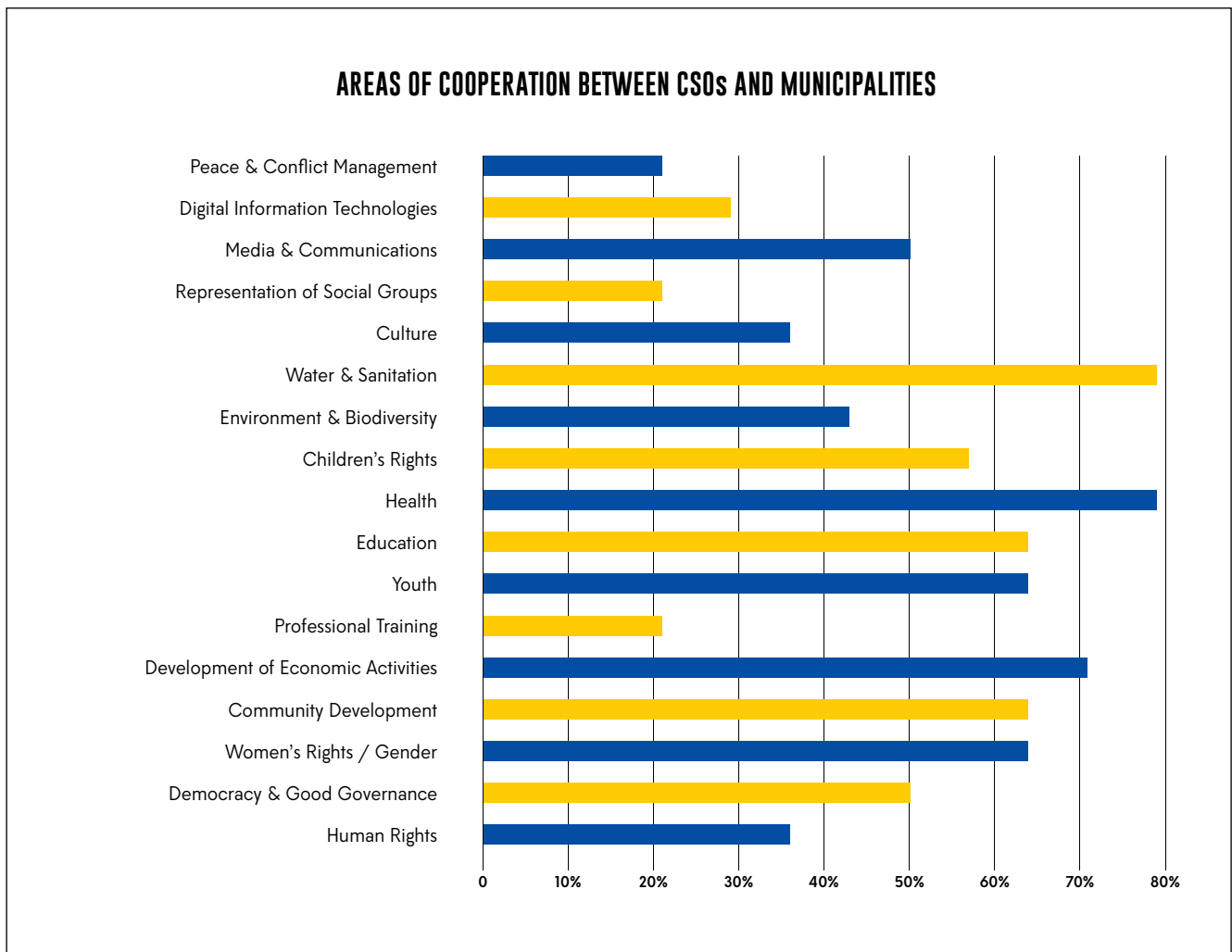
However, the involvement of international NGOs may, in this context, be instrumental in the sense of their ability to introduce innovative approaches drawn from international experience coupled with their ability to facilitate global linkages between local governments, and consequently launch new initiatives related to “decentralised cooperation”, which can be more sustainable than initiatives funded by international cooperation agencies alone.

FIGURE 15



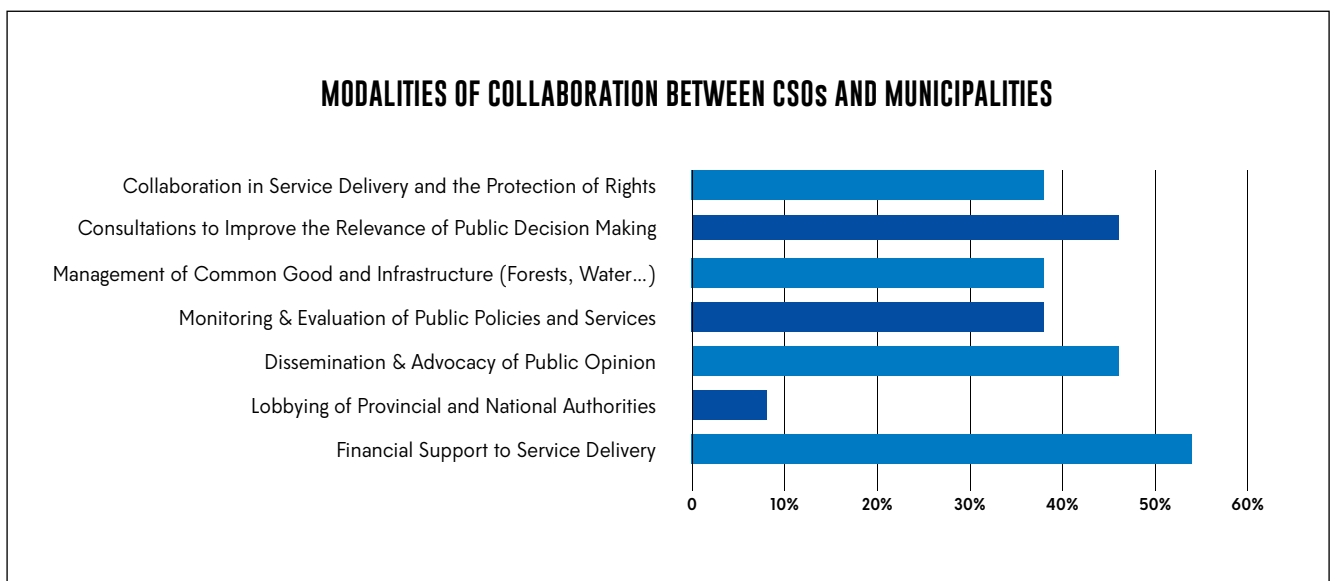
Source: Data taken from the database of the CSO mapping survey addressed to municipalities

FIGURE 16



Source: Data taken from the database of the CSO mapping survey addressed to municipalities

FIGURE 17



Source: Data taken from the database of the CSO mapping survey addressed to municipalities





The background features a vibrant, abstract geometric design. A large yellow triangle occupies the upper right portion. A vertical red bar with rounded ends is positioned on the left side. The bottom left corner is filled with diagonal stripes in shades of blue, green, and orange. The text is centered on the yellow background.

CHAPTER 7

**A TERRITORIAL
VISION: EMERGING
REGIONAL DYNAMICS**

A TERRITORIAL VISION: EMERGING REGIONAL DYNAMICS

A territorial analysis reveals interesting provincial dynamics. There are similarities, but also relevant differences in terms of the levels, sectors, agendas and modalities of intervention of CSOs according to region.

MAPUTO

Maputo (City/Province) is the space where the most important political, economic and social decisions are centralized. For that reason, it is not only where the main government, donor and private sector institutions are located, but also where the majority of CSOs from all tiers are based. The province also reflects the highest levels of social inequality and the coexistence of extremes of wealth and poverty. But although national and international NGOs are highly represented and have direct access to diplomatic and development partners and to the government, there are also CBOs with little visibility or access to resources.

Maputo displays some specific dynamics:

- ✦ Many organisations with activities at provincial level have headquarters in Maputo;
- ✦ The province has the greatest diversity of civil society actors concentrated in different sectors, including digitalization and the environment, which are less common in most other provinces;
- ✦ The majority of the CSOs in Maputo indicate that in the last three years there have been changes in their governing bodies, in their statutes and/or a change of Chair;
- ✦ Most CSOs belong to local, provincial, national and even international networks and platforms;
- ✦ Almost all the CSOs, with the exception of CBOs, have both a physical and virtual presence, with a high tendency to hold hybrid events;
- ✦ CSOs invest many resources in creating their institutional image and promoting their visibility through traditional and digital media (press releases, press conferences, participation in television debate programmes, opinion articles, advertisements, banners and their own digital channels);
- ✦ In recent years, some social activists and opinion leaders have been victims of attacks and/or threats

as a result of their pronouncements on high-profile television programmes. Moreover, young people who associate themselves with protest movements and marches have been intimidated and, in some cases, imprisoned, for example, after the recent protest following parliament's approval of benefits for parliamentary staff;

- ✦ Maputo based CSOs have greater access to INGOs, donors, consultants and politicians, which facilitates access to resources, information, knowledge, lobbying and advocacy;
- ✦ Most foundations have their headquarters in Maputo. Examples include the MASC Foundation³⁵, AGA KHAN³⁶, FDC³⁷, FUNDASO³⁸, FUNDE³⁹, Lurdes Muto-la⁴⁰, Joaquim Chissano⁴¹, Clarisse Machanguana⁴² and ExxonMobil⁴³;
- ✦ Most business associations, social enterprises, incubators and innovation centres are based in Maputo. Some examples are the Standard Bank incubator, the Orange Corners incubator (initiative of the Dutch Embassy), CTA, ANJE, Ideialab, Ideário, APME, FEMME, among other key actors of the ecosystem;
- ✦ A considerable number of CSOs and social enterprises provide consulting services to donors or the private sector as part of their sustainability strategy;
- ✦ New organisations are often founded by the outgoing leaders of reference organisations. Generally, these are charismatic leaders who tend to create organisations that intervene in the same themes or adopt the same approach as the organisation that they left and thus mobilising the same donors, partners and target groups and which often results in the closure or decline of their previous organisation;
- ✦ The lack of innovation in the approaches of the emerging organisations can sometimes mean competition for space occupied by other civil society actors, and risks weakening them and civil society as a whole. For example, organisations that combine investigative journalism and advocacy, but are not media companies, are considered to be occupying the space and competing with the independent press, weakening the latter and with negative implications for civic space;

35. <https://www.masc.org.mz> 36. <https://www.akdn.org/pt/onde-estamos/%-C3%AIfrica-do-leste/mo%C3%A7ambique> 37. <https://fdc.org.mz/pt> 38. <https://www.fundaso.org.mz> 39. <http://www.funde.org.mz/index.php/contactos> 40. <https://www.fimutola.org.mz> 41. www.fjchissano.org.mz - não está funcional 42. www.facebook.com/fcm.org.mz 43. https://www.exxonmobil.co.mz/pt-MZ/News/Newsroom/News-releases/2021/0407_ExxonMobil-Foundation-supports-women-empowerment

BOX 8

EXAMPLES OF ADVOCACY INITIATIVES SUCCESSFULLY LED FROM MAPUTO

In 2019 a campaign was successfully conducted, led from Maputo, for the release of a journalist (Amade) arrested in Cabo Delgado for attempting to photograph terrorist attacks without Government⁴⁴ authorisation.

Following the 2019 general elections, 18 young people linked to the extra-parliamentary political party Nova Democracia (New Democracy) were arrested, allegedly for electoral offences. However, the credibility of the whole electoral process, and of these arrests, was questioned leading some CSOs and independent opinion leaders, in coordination with the political party, to join together in a campaign called “Gaza18”. This campaign mobilized the support of organisations such as Amnesty International, resulting in the release of the 18 youths⁴⁵.

Some CSOs in Tete reported that “to put pressure on the coal mining companies we have to associate with INGOs, or NGOs based in Maputo, because both the headquarters of these companies as well as the Parliament are in Maputo and so nobody here listens to us, and sometimes they even intimidate us”.

More recently, due to pressure from national civil society, with Maputo-based organisations playing a leading role, Parliament cancelled discussions on a new package of excessive benefits for parliamentary staff, at a time when negotiations for revision of the minimum wage had already been postponed.

- The pressure created by CSOs in Maputo tends to produce greater results and impact than organisations based in the provinces and intervening in areas affected by the same problems or working on the same themes.

GAZA

Until the death of the former general coordinator of the Forum of Non-Governmental Organisations of Gaza (FONGA), Anastácio Matavele, in 2019, Gaza was considered one of the most dynamic provinces in terms of CSO participation. Nevertheless, it is one of the provinces with the lowest number of CSOs.

44. <https://www.voaportugues.com/a/misa-mo%C3%A7ambique-pede-a-liberta%C3%A7%C3%A3o-do-jornalista-ibraimo-abu-mbaruco-/5368759.html> 45. <https://pt.globalvoices.org/2019/11/19/sociedade-civil-denuncia-prisao-de-18-delegados-eleitorais-em-mocambique>

BOX 9

SOME 2ND TIER ORGANISATIONS IN GAZA REPORTED THAT:

“In the context of managing funds for the fight against COVID-19, national NGOs have requested the Government to update legal instruments, such as public procurement processes or terms of delivery for some infrastructure rehabilitation works, including education, but do not get any response. With the death of its former coordinator, FONGA lost influence with the Government. There is also a duplication of efforts between civil society and the private sector, who often prepare separate situation reports on the same issue. In truth, the attitude of the private sector is protectionist, because, in fact, the inspections of public works by civil society affects the private sector because it is they constructed them”.

Examples of the particular dynamics of Gaza include:

- For the most part, both 1st and 2nd tier organisations are particularly active in the sectors of gender (GBV), support for orphans and vulnerable children, health, agriculture, human rights, democracy, good governance and community development;
- There are sectors where organisations are active in the areas of workers’ rights and peace and conflict management;
- CSO activity in the area of good governance has been high in the past, when cases of violence during and after the elections were recurrent and donor funds were allocated to this area;
- There are few organisations supporting youth employment and entrepreneurship, although the Association of Young Entrepreneurs of Gaza (AJEG), the Association of Psychologists of Gaza (APSGA) and the Association for the Creation of Employment and Rural Development of Massingir, are worthy of mention. Nevertheless, their actions are limited to technical-vocational training, savings, financing, and small agricultural activities;
- In recent years there has been a partial change in the members of governing bodies, but the majority of organisations have not experienced any significant changes in internal governance;
- In almost all districts there are platforms through which NGOs interact with government institutions to improve the quality of life for communities;

- ✦ The main donors supporting Gaza are international NGOs and cooperation agencies from non-European countries, for instance Japan, USAID, World Education Initiative, the MASC Foundation and Pathfinder;
- ✦ While many NGOs consider their relationship with Government to be good, due to the regular realisation of forums for listening to civil society, for CSOs that work exclusively in the field of good governance and monitoring of public policy, there continues to be relative resistance on the part of Government.

SOFALA

During the period under analysis CSO involvement in Sofala Province is strongly influenced by the reconstruction phase following Cyclone Idai which hit Mozambique in March 2019 and caused thousands of deaths and devastated a vast area of the central region, including the city of Beira, and the presence of COVID-19 pandemic management initiatives.

Furthermore, it is important to emphasise the political characteristics of the province. Beira, its capital, was the first municipality to elect an opposition party. In this political context, the humanitarian emergency response that resulted from Cyclone Idai created relative spaces for participation and political dialogue that facilitated opportunities for the promotion of synergies.

Some aspects of the survey conducted in the province stand out:

- ✦ Mechanisms for collaboration between the municipality and civil society are recognized by most organisations;
- ✦ New governance structures created as a result of decentralisation reforms have resulted in a lack of clarity in the spaces for interaction between civil society and central government;
- ✦ Humanitarian interventions became a common theme for CSO action, and the demand for knowledge in this area became imperative. However, the urgency demanded by the emergency, and the level of international support, did not allow for in-depth sharing of techniques for support and protection of the population;
- ✦ Actions by the Civil Society Platform (FOPROSA), the main interlocutor representing Civil Society, have diminished.

TETE

Tete Province houses one of the largest hydro-electric dams on the African continent (Cahora Bassa) and has one of the largest coal reserves. The province is frequently transited by trucks from neighbouring Malawi and Zimbabwe resulting in high rates of HIV/AIDS and is currently facing serious territorial and environmental crises.

A number of dynamics particular to Tete were observed:

- ✦ In the 1990s many civil society organisations developed in the province in response to the surge in HIV/AIDS. Later, CSOs have been energised by the growth in extractive sector and the entry of international mining companies that had substantial environmental impacts and resulted in territorial conflicts around resettlement;
- ✦ Health services and the extractive sector are areas of significant interventions by CBOs, and national and international NGOs, but there are also notable interventions in the fields of human rights, gender, community development, education, children's rights, environment and biodiversity, water and sanitation, advocacy, monitoring and the evaluation of public policy and community management of public goods;
- ✦ Moatize, Tete and Cahora Bassa are the Districts with the highest number of CSOs and that attract the most donor support. Moatize is the District with the biggest coal reserves and mining companies such as ICVL, JINDAL, Minas de Moatize, Nkondezi Coal, VALE, Capital resources and Revubue mines practice open cast mining;
- ✦ Reference CSOs in the province include FAA, ADELTA, OREMO, UPCT, AAAJC, AMUPT and RAJU;
- ✦ Local civil society has played a strategic role in resettlement processes associated with mining and have achieved significant improvements in terms of the location and quality of houses and resources attributed to communities. However, irregular resettlement processes persist, and where resources from mining activities have been assigned to communities, their capacity to manage them effectively is questionable;
- ✦ CSOs interact with government primarily through 3rd tier organisations (platforms, networks and forums):
 - The Tete Civil Society Platform (PLASOTE) emerged from a programme implemented by the Friend Support Foundation and funded by the EU;
 - The Nutrition Platform, chaired by ADELTA, includes

the sectors of Health, agriculture and product marketing;

– There are thematic groups related to natural resources and extractive industry (KUBECERA), the African Youth Network (RAJU) and the Moatize Associations Network for Good Governance (RAMBOG), coordinated by the Cahora Bassa Associations Network (REDEACABA).

- ✦ Many organisations belong to national networks and platforms, but very few belong to equivalent organisations at international level;
- ✦ Hostility to the actions of civil society by Government is reducing and participative approaches are becoming more common;
- ✦ There are significant improvements in the internal management of organisations (holding of assemblies, training of managers). However, many organisations do not have visibility, due to lack of knowledge, capacity and resources. Despite receiving funding, some organisations have no assets, social bodies, administrative structures or institutional capacity. Although in recent years there have been changes in the Chair and members of governing bodies, the directors/coordinators tend to remain the same. Indeed, in many CSOs the most desired position is that of Director/Coordinator, because it does not depend on elections and in most is remunerated;
- ✦ The main donors in the province are International NGOs, non-European cooperation agencies, foundations and private sector bodies including ECLT, Switzerland, EU, WBHO, Norwegian People's Aid, WWF, OXFAM IBIS (AGIR), USAID, UNICEF, We Effect, FAO, Pathfinder and AGRA.

ZAMBÉZIA

Zambézia is the second most populous province of Mozambique, after Nampula. It faces high rates of chronic malnutrition, and water, sanitation, and hygiene problems. The issues on which CSOs tend to focus are good governance/advocacy, emergency response, HIV, health, agriculture, nutrition, water and sanitation, and gender.

CSOs are organized in Forums (FONGZA) and Platforms (CSOs, Government, Private Sector, Communities), the latter financed by FNDS with funds from the World Bank. They meet in a Development Observatory organised and chaired by the Provincial Government. The Government accounts for its actions (through a civil society initiative) and CSOs annually present a list of projects and planned

budgets to Government (a Government initiative). The main national NGOs active in the province are PRODEA, RADEZA, ORAM, FONGZA, Kukumbi, NANA and NAFEZA. RADEZA (Network of Organisations for Environment and Sustainable Development of Zambezia) chairs the provincial platform. These organisations tend to participate in all public debate events.

Some interesting dynamics in this province emerged:

- ✦ In Zambézia there are few private companies, and the CSOs are an important source of employment and socio-economic and even political insertion;
- ✦ Following the decentralisation reforms there is a lack of clarity regarding the role of the Provincial Secretariat of State and the Provincial Government, making it difficult, on occasions, for civil society to determine with which of these institutions it should work;
- ✦ Meetings between FONGZA and the Government, and between CSO networks and the Government, have become systematic and ensure effective sharing of information;
- ✦ Some organisations, like RADEZA, KUKUMBI, NANA that work in the agricultural sector promote income generating activities and use these to support organ-

BOX 10

SOME EXAMPLES OF CSO ACHIEVEMENTS IN ZAMBÉZIA

– Debates on the process for the exploitation of forestry resources changed the national paradigm. Chinese companies were, at the time, taking timber without any accountability. With the advocacy process, and discussions with generals and ministers involved in forestry companies, it was possible to create a marked change in the province.

– CSOs successfully influenced the process of resettlement of families in Inhassunge. They were successful in getting houses built, although not to the desired quality and are still involved in advocating for improvements.

– They prevented the advance of a Portuguese project with a provisional DUAT for a eucalyptus plantation. There was a land conflict with the community, without compensation being offered. The project claimed it would plant trees on riverbanks, but in fact intended to plant them in the fields used by local communities.

isational sustainability;

- ✦ Although many CSOs are part of local and provincial networks and platforms, these have lost the relevance they had in the past and organisations have started to act independently and receive funds directly from donors. Some organisations also belong to national networks and platforms, but few are linked to international networks and platforms;
- ✦ In the last 3 years few organisations have registered changes in their governing bodies or internal management. Faced with a lack of funding, many organisations continue to be active as a result of the goodwill and efforts of their leadership;
- ✦ In recent years many donors have withdrawn from supporting CSOs and activities in the province. The main donors that remain are international NGOs, the cooperation agencies of European and non-European countries, foundations, United Nations agencies and organisations such as OXFAM (AGIR), AICS, USAID, FHI360, TearFund, UKAid, WWF, Action Aid, MASC Foundation, UNCDF, GEF, Trentino Alto Adige Region and Ecclesia Valdesa.

CABO DELGADO

Cabo Delgado has large reserves of natural gas in the Rovuma Basin but is characterised not only by its wealth of natural resources but by a humanitarian crisis resulting from armed violence by insurgent groups. These attacks, despite being linked with religious radicalisation, seem to have important links with the social, economic and political fabric of the region. It has been observed that recruitment to insurgent groups is more linked to the desire to have an income than to the belief in an ideology or a sense of religious belonging.

At the same time, despite the province's abundance of natural and mineral resources, many communities lack social services and poorly functioning governance mechanisms. Notwithstanding this, for some years Cabo Delgado Province has been developing civic participation to local governance, namely in relation to:

- ✦ The improvement of the quality of public services (for example, through the application of approaches such as that of the Community Scorecards, by entities such as CESC and Progresso; or the institutionalisation of community monitoring mechanisms of Social Protection services, within the scope of PMSC-PS initiatives);
- ✦ The development of grassroots initiatives that bring together economic activities and advocacy initiatives

with public administrations (such as those supported by MASC);

- ✦ The development of participation initiatives for local governance and partnerships with public administrations to revitalise development observatories and consultative councils.

At the same time, the armed conflict has led to the adoption of new thematic areas by CSOs, through the intervention of international and national NGOs involved in conflict prevention and management actions (including among others MASC, Sant'Egidio, Oxfam, Ibis, CIVIC, Finn Church Aid, IOM, AKDN, MASC, etc.), and through humanitarian interventions aimed at assisting internally displaced people and refugees. This area in particular has seen increasing action by CSOs (INGOs, national NGOs and cascading to locally based CSOs) that previously did not work in emergency situations. However, the motivation for interventions in humanitarian aid is rarely based on a strategic vision, but to the contrary, responds to the immediate needs of communities and the availability of funds.

Among the organisations interviewed, the following specificities stand out:

- ✦ Sharp difference exists in terms of access to resources and influence between CBOs and Provincial and/or National CSOs. It is clear that whilst CBOs' have the local networks and contacts, National or Provincial CSOs have greater access to resources;
- ✦ The increase in the involvement of international NGOs does not necessarily imply greater collaboration with, and involvement of, national CBOs and CSOs;
- ✦ The performance of civil society in the province in the present emergency is characterized by a relative lack of coordination;
- ✦ In the City of Pemba grassroots organisations and provincial CSOs are unanimous in affirming the weakness of FOCADE, the provincial Civil Society Representation Platform.

Although the humanitarian emergency has resulted in a greater presence of international organisations and financial and programmatic support, it does not necessarily result in greater opportunities for institutional capacity building for community-based organisations which remain dependent on larger organisations with greater access and connections to international organisations and funds.

The more robust organisations, such as, for example, the Christian Council of Mozambique, carry out regular re-assessments of their interventions, based on their experi-

ence, in order to respond to existing and emerging needs. There is also an effort by some youth initiatives to promote the involvement of young refugees, as a way to ensure a greater social involvement.

NIASSA

The largest province of Mozambique, Niassa is sometimes known as the “forgotten province”, because in the post-independence period its development has been slow. Nevertheless, it is a province rich in natural resources, with one of the largest National Reserves in the country and a major focus on both the legal and illegal exploitation of timber.

The following specific dynamics were observed:

- The main sectors in which civil society intervenes are human rights, democracy and good governance, gender, education, health, environment and biodiversity, water and sanitation, community development, advocacy, and monitoring and evaluation of public services and policies;
- Notable CSOs operating in the province are: the Co-operative of Young Entrepreneurs, ACODENIA, Casa Velha Cultural Association, Network of Organisations for the Environment and Sustainable Development, Solidarity Association, National Friendship and Educational Work, ESTAMOS, Forum of Niassa Women’s Organisations (FOFeN), United Brothers Association of Mandimba, Cuamba Social Accountability Monitoring Committee, Niassa Provincial Union of Subsistence Framers, Social Accountability Monitoring Committee (SAMCO), Centre for Research and Social Promotion, ADEMO, Forum of Non-Governmental Organisations of Niassa, Provincial Network of Legal Forms for Arbitration and Sustainable Development-Environmental Justice by Communities, FAMOD;
- ESTAMOS appears to be one of the most active NGOs. Its head office is in Niassa but strategically it has an office in Maputo. It is active in various sectors and receives funds from various international donors, a testament to its good performance and high standards of internal management;
- The main sources of funding for CSOs are foundations based in Maputo, international NGOs and the co-operation agencies of European countries, including amongst others the MASC Foundation, OXFAM Novib (AGIR), EU, We Effect, Swedish Embassy, Global Fund, WWF and Swiss Cooperation;
- Most CSOs participate in local and provincial networks and platforms, some are members of national

platforms, but very few are members of international platforms;

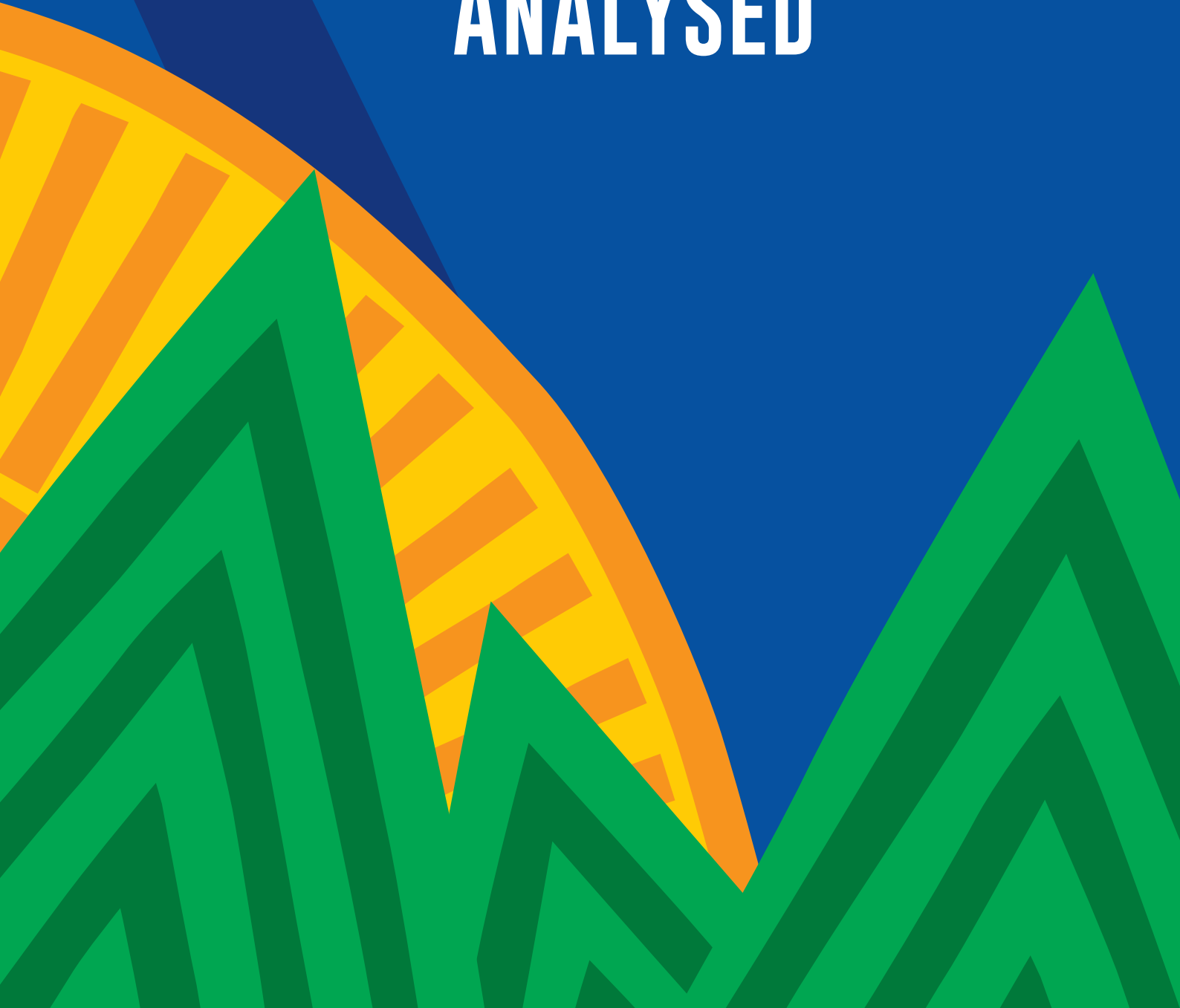
- Many organisations indicate that they are involved in new themes/issues, have expanded their geographical reach, adopted new approaches/methods or new instruments/equipment. However, little or no evidence exists considering the type of projects and activities reported.





CHAPTER 8

EMERGING DYNAMICS IN THE SECTORS ANALYSED



EMERGING DYNAMICS IN THE SECTORS ANALYSED

In addition to the territorial dynamics, the mapping exercise analysed the main sectors in which CSOs are active in the context of the EU’s priorities and that may be relevant to the Europe–Africa Partnership⁴⁶. Figure 18 shows that community development is main sector in which CSOs intervene, although there are high levels of involvement in other areas such as gender, education, health and children. Amongst the four specific sectoral areas investigated by the mapping exercise (green business; digitalization; employment and peace), employment and peace prevailed.

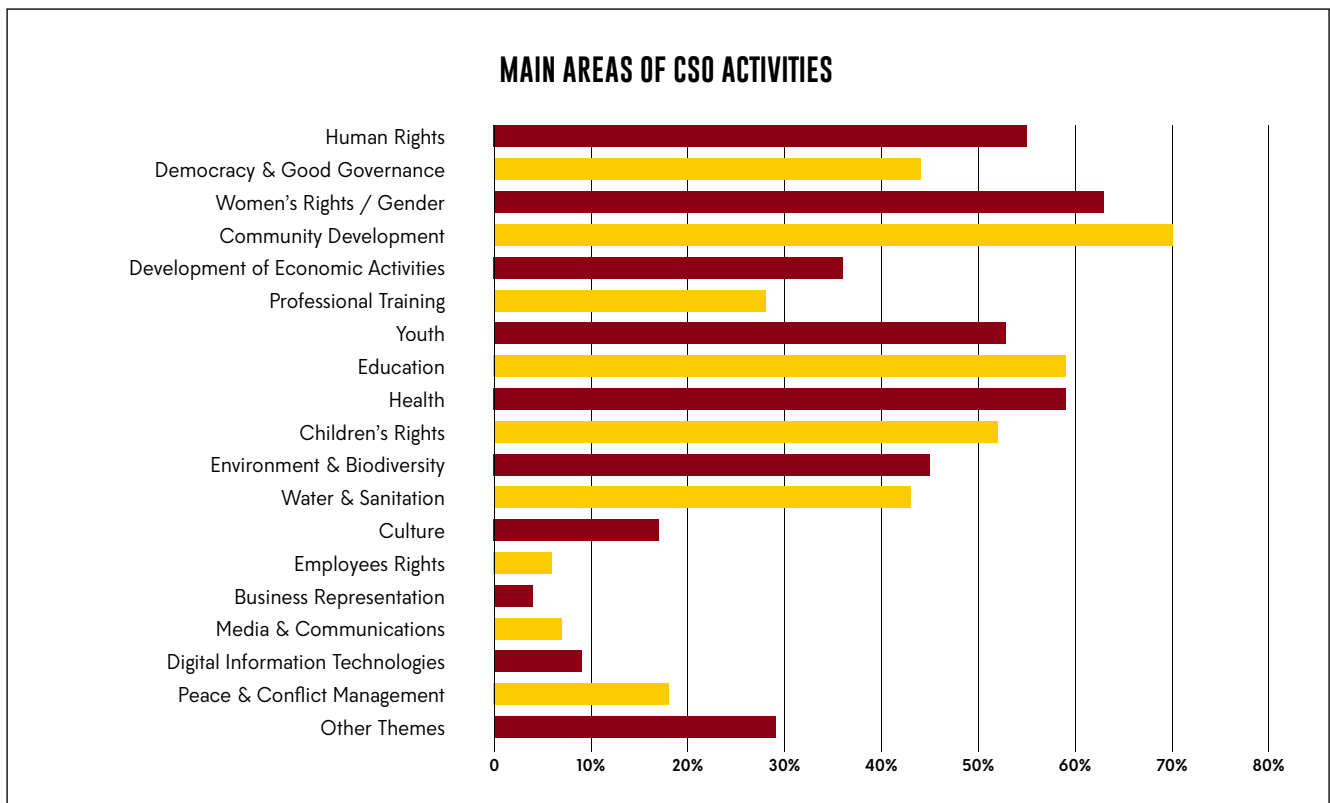
The questionnaire survey revealed that almost all CSOs are simultaneously active in more than one sector. In sectors of a less technical nature such as employment and peace,

there appears to be a proliferation of non-specialized organisations which tend to re-designate (re-label) their activities.

This situation presents two risks: 1) there is a limited impact on conflict and employment. Income-generating activities rarely create jobs on a significant scale and conflict management and transformation activities require more than awareness raising to have a significant impact; and 2) A “civil society perspective” on certain issues, such as energy or digitalisation, is lacking where often the roles played by CSOs could easily (and in some cases, more effectively) be played by business. CSO involvement could focus on other issues such as those linked to sustainability.

Sustainability appears to be an important factor in all sectors, but even job creation and enterprise activities are “project-based” initiatives and depend on donor funds.

FIGURE 18



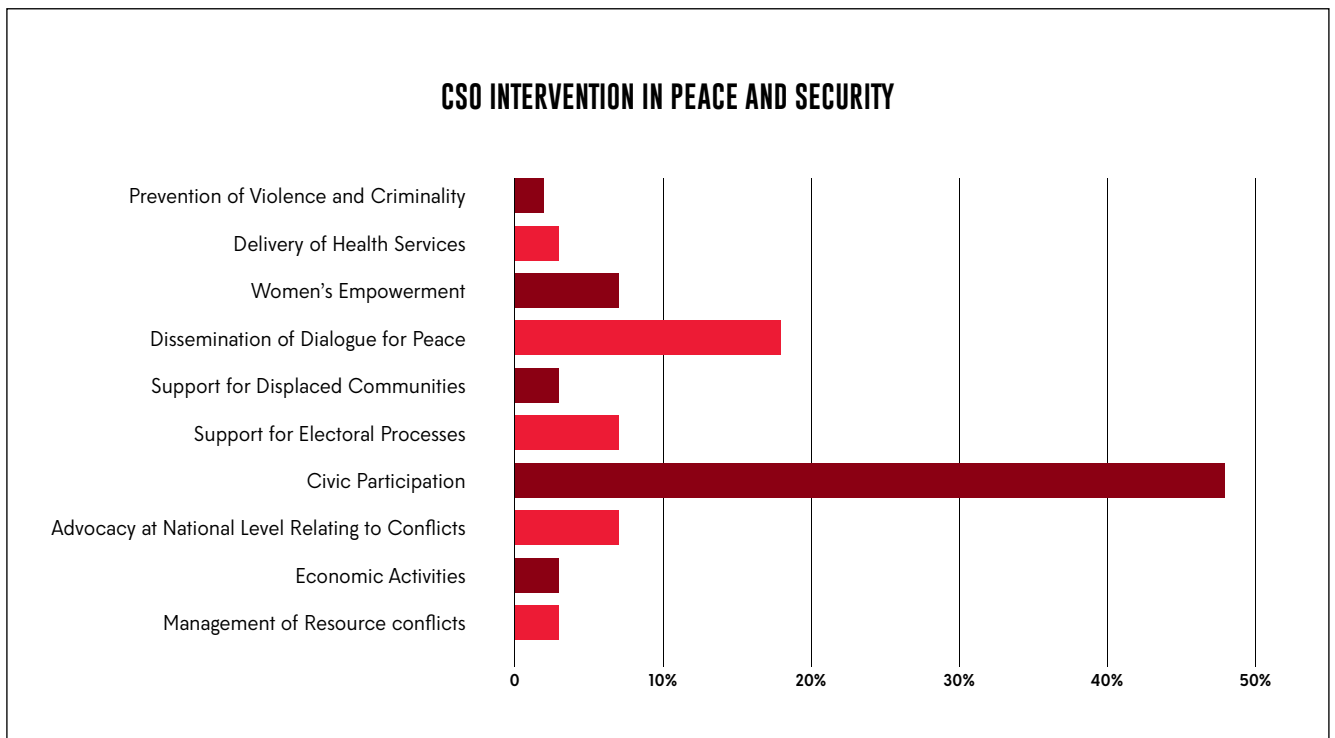
Source: Data taken from CSO mapping database

46. The EU–Africa partnership is the formal strategic framework for cooperation between African countries, as a whole, and the EU. The partnership is the subject of discussion between the leaders of African states and those of the EU about the priorities and modalities for cooperation in the medium and long term. However, the Partnership now has a greater role in the context of new forms of partnership between the ACP countries and the EU that have been redefined following the end of the Cotonou Agreement

PEACE AND SECURITY

Peace and security appear to be an important sector for CSO intervention with 45% reporting that they are active in this field, and with an additional 32% indicating their involvement in peace and security initiatives. Figure 19 lists

FIGURE 19



Source: Data taken from CSO mapping database

the initiatives reported.

Activities identified are mostly implemented in “conflict areas” but initiatives that specifically intervene in conflict situations are few, with a focus being more on dissemination initiatives. Conflict management and transformation initiatives account for less than 10% of the total.

Other initiatives in conflict areas fall within the scope of humanitarian assistance and are particularly focused on internally displaced people (IDPs). One CSO works in partnership with the International Organisation for Migration (IOM) in the area of ‘safe migration’, but most CSO activities focus on support to resettled communities and IDPs, including the provision of aid and protection services to children and people with disabilities.

In general, a double dynamic can be observed: intervention in conflict areas is attractive to CSOs because of a concentration of resources and funding in these areas, but they require the development of specific and specialised capacities in the field of conflict management.

Some other initiatives are worthy of mention, mainly involving large national NGOs such as the MASC Foundation, think tanks such as IMD and IESE, and international NGOs such as OXFAM, Aga Khan Foundation, Finn Church and Sant’Egidio, that focus on supporting the development of new local actors through initiatives such as the “incubators

of citizenship” and combatting religious radicalization and promoting conflict prevention and transformation. These use a diverse set of tools, including: community dialogues, communication actions (sometimes innovative, such as broadcasting radio soap operas in local languages), mediation actions between stakeholders and mitigation of competition over resources⁴⁷.

ENVIRONMENT, CLIMATE CHANGE AND THE GREEN ECONOMY

Less than 30% of CSOs report involvement in issues related to the environment. Table 1 sets out the principal interventions in this area.

Relevant dynamics in the areas of environment, climate change and the green economy include the following:

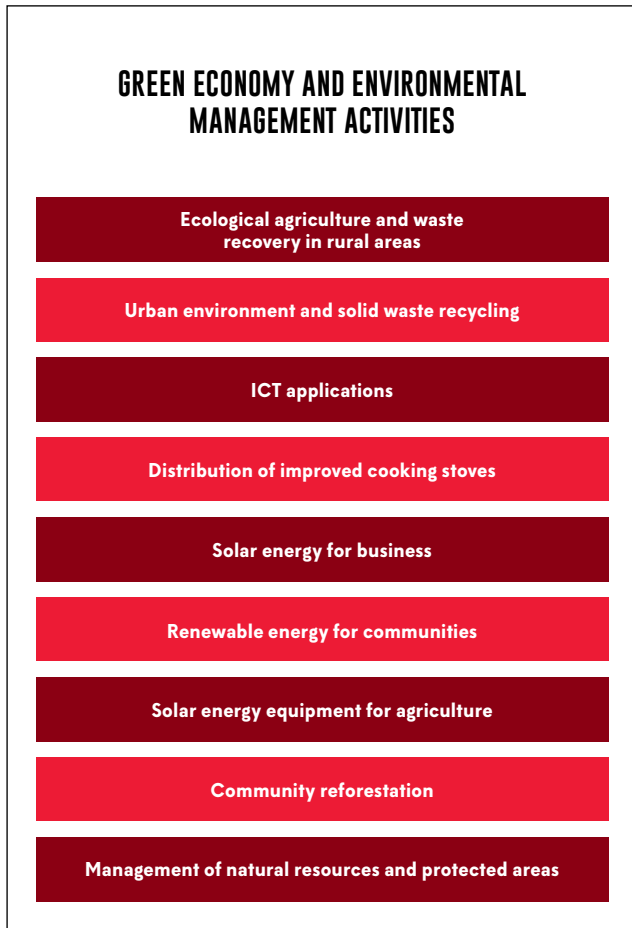
- ✦ There are few CSOs operating in this sector, and most are simultaneously active in various other sectors. Moreover, most CSOs do not have the technical capacity required to be effective and work in partnership

47. Since 2017 the EU has supported initiatives through the IcSP (EU Instrument for Stability and Peace). Initially focussed on the re-emergence of the conflict between RENAMO and the Government, since 2020 initiatives intervening in the conflict in Cabo Delgado have been developed

with specialized organisations or act as intermediaries.

- Funds for specific activities on the environment, climate change and green economy are scarce. Most resources continue to be focused on rural development and agriculture (including large projects in at-risk regions such as Zambézia).

TABLE 2



- Despite being the provinces most affected by environmental issues (environmental impact of coal mining, cyclones and floods), Tete and Sofala are not the areas where the majority of CSOs linked to this sector are active;
- The main organisations linked to this sector are the WWF, the Mozambican Recycling Association (AMOR), Repensar Environmental Education Cooperative, Generation C, Network of Organisations for the Environment and Sustainable Development and the Network for Climate Change.
- There are many social enterprises that operate in this sector as businesses, but work in partnership with associations and NGOs to access donor funds in order

to provide services or equipment to the neediest populations;

- Civil society action in the sector appears to focus on the level of tax paid by extractive industries (advocating for higher rates), integrating local people and businesses in the extractives value chain (local content), justice in resettlement processes, and the provision of basic services to communities (e.g., drinking water). However, there is no significant evidence of civil society action to mitigate the impact of climate change;
- In practice, the greatest environmental pressure comes from ‘the West’ which exerts the greatest influence over the decisions of extractives companies like Vale which decided to abandon its investment in Mozambique and explore business opportunities elsewhere. Vale claims that it will become a carbon neutral company by 2050 and reduce its emissions by 33% by 2030⁴⁸.

YOUTH AND JOB CREATION

Data collected from 190 CSOs, shows that 52.94% work with youth issues, greatly exceeding those that are linked to the employment sector. CSOs indicated involvement in the following job creation activities:

- Initiatives to support job creation, entrepreneurship and income generation for youth and women;
- Training, technical-vocational capacity building and professional internships for people with specific characteristics perceived as vulnerable to social exclusion processes: youth, people with disabilities, women and LGBT people;
- Support to environmental management activities and green business;
- Support to social entrepreneurship for disadvantaged people;
- Investment support and business incubation;
- Creation of business associations and cooperatives;
- Creation of micro-credit and savings systems.

48. <https://www.rfi.fr/pt/mo%C3%A7ambique/20210122-mo%C3%A7ambique-mineira-vale-vai-desistir-da-explorac%C3%A7%C3%A3o-de-carv%C3%A3o-em-moatize>

The following dynamics in the field of youth and job creation were observed:

- ✦ Existence, in the different provinces, of CBOs, youth associations, business associations, social enterprises, foundations, incubators and international NGOs operating in this sector;
- ✦ Regarding youth, there are various organisations operating all over the country including the National Youth Council, Nacala Youth Association, Youth Parliament of Mozambique, KUWUKA, Youth Development and Environmental Advocacy, Youth Association for the Prevention and Fight against Epidemics (AJUPCE), Youth Volunteers Association, Association of the Father Dehon Youth Centre and the African Youth Network Association. These organisations act transversally across various sectors, but always with a focus on the economic, social and political empowerment of young people. There is a tendency for these organisations to focus on projects linked to the availability of funding, rather than a specific organisational agenda;
- ✦ The last 10 years have witnessed an exponential increase of mostly non-specialised organisations active in the employment sector. Many organisations are active in this sector but not necessarily with a specific focus on youth, entrepreneurship, representation and business incubation;
- ✦ There is little clarity on what in fact constitutes ‘employment activities’ and almost all “income generating” activities (in particular activities developed by women, often rural and in the informal sector) are incorrectly labelled as “employment”. This lack of clarity even extends to the Government and to official statistics and data on seasonal, temporary employment and under-employment;
- ✦ Activities developed by CSOs range from support to farmers, creation and management of MSMEs, vocational training, awareness raising, promotion of small income generating activities, creation of cooperatives, support for access to internship and employment opportunities in companies and the creation of natural resource management committees. The most common actions include: agricultural capacity building and general training in income generating activities. Vocational training comes third;
- ✦ In addition to a duplication of activities for the same target groups, most employment programmes that include young people have better results than those that don’t;
- ✦ Doubt prevails about whether entrepreneurship and start-ups are really generating sustainable businesses and/or jobs. There are insufficient interventions to address issues such as entrepreneurs’ resilience, excessive tax burden, red tape, low purchasing power of potential customers and access to finance for start-ups;
- ✦ Most organisations do not undertake impact evaluations. Those that do, do not demonstrate relevant results for sustainable job creation. Level of unemployment and under-employment remain high;
- ✦ Despite the existence of the youth and employment policy, some organisations such as ANJE and Ideário, have led, unsuccessfully in the recent past, movements to propose a national policy and strategy to promote entrepreneurship as well as a Start-up Act, both aimed at defining specific incentive and facilitation mechanisms for the creation and management of young entrepreneurs’ initiatives in the country. There is also an ongoing campaign “Buy our own” by Ideialab that aims to encourage the purchase of local products. These initiatives consider that the entrepreneurial ecosystem has its own characteristics, different from the traditional business market, and that the country needs to adopt certain legal measures in order to encourage sustainable entrepreneurship in the country;
- ✦ Although the Government and the CTA annually discuss public policy reforms to improve the business environment, many of the recommendations are either ignored or are slowly implemented;
- ✦ Organisations working in the employment and entrepreneurship sector have few advocacy activities and tend to focus on complementing Government actions or the provision of services to the private sector and donors. In rare cases where advocacy is practiced, it tends to be in isolation and seeking to carve out a niche or leading role for the particular organisation involved.
- ✦ Except for those carried out by Government, debates on policies and programmes for youth and job creation are few and far between;
- ✦ Until 2019, most donors chose to fund Government employment programmes rather than CSOs, private incubators and social enterprises for job creation. In cases where funding was directed to CSOs, private incubators and social enterprises, the “call for proposals” did not always fit the strategies or approaches of these organisations (especially in the area of youth entrepreneurship), and they were obliged to redefine their intervention according to donor’s specifications.

POLICIES, ACTORS AND TOOLS FOR EMPLOYMENT PROMOTION

The Secretary of State for Youth and Employment (SEJE) with support from the ILO, held, on 20th May 2021, in Maputo, the 1st High Level Meeting on Employment, with the objective of sharing and harmonising employment, macroeconomic and sectoral policy measures in Mozambique⁴⁹. Discussion panels were composed of senior Government officials, national and international academics, representatives of the private sector, youth associations and social and cooperation partners. The context for this meeting was characterised by:

- The Five-Year Government Programme (2020–2024) which established boosting economic growth, productivity and employment generation as one of its priorities.
- Government approval of an Employment Policy Action Plan funded by the Swedish Embassy and the ILO.
- Inconsistencies in statistical data on job creation in 2020, particularly the way employment has been defined (inclusion of seasonal, temporary and precarious jobs) and taking into account mass redundancies in 2020 as a result of the COVID-19 pandemic.
- World Bank funding, through the SEJE, amounting to US\$55 million for a youth empowerment project to increase girl's retention in school, promote youth employment, self-employment and entrepreneurship.

In practice, considering that the large multinational companies such as those linked to the extractive industries, whether coal such as VALE, oil such as Sasol, aluminium such as Mozal or even those in the gas sector such as ENI, EXXONMOBIL and TOTAL, no longer create employment opportunities capable of absorb-

ing the majority of the labour force available in the country, there is a need to reflect on new job creation strategies.

Of Mozambique's 30 million inhabitants⁵⁰, some 500,000 people enter the labour market annually. In addition to a high unemployment rate, there is significant precarious employment and underemployment, where many people work for food or for less than the minimum salary.

There are 4 legal instruments that address the youth job creation strategy: the PQG, the Youth Policy, the Employment Policy and more recently the Employment Policy Action Plan.

However, several studies point out that entrepreneurship, innovation and economic diversification through the stimulation of SMEs are a better alternative to achieve job creation goals. However, there are no policies or national strategies to promote entrepreneurship and/or innovative start-ups which could contribute to strengthening the entrepreneurial ecosystem in Mozambique. Stimulating entrepreneurship is often interpreted simply as offering training, small lines of funding and competitions for the allocation of kits with tools. There is little discussion, outside of forums between the Government and CTA, about simplifying legal procedures and reduce the tax burden, in order to mitigate some of the risks associated with entrepreneurship. On the other hand, there are no legal mechanisms to encourage the emergence of alternative sources of funding such as business angels and venture capitalists, and no structural support to skills development programmes or private incubators that could actually stimulate the emergence of innovative products and services. Naturally, issues such as market stability and local purchasing power are also important, however, these two issues are intrinsically related to the previous ones.

However, in 2020 and 2021, the European Union⁵¹, the World Bank⁵² and the African Development Bank⁵³ have launched new lines of funding for the promotion of youth employment and entrepreneurship which represent an innovation in the sector. Whilst both WB and ADB funding will be allocated to Government, they may be subcontracted or used to establish partnerships with civil society organisations or the private sector, and EU funds will be allocated directly to CSOs and the private sector.

DIGITALISATION

Unlike the youth and job creation sector, less than 30% of CSOs report involvement in actions related to digital technologies. Those that do report interventions in the following areas:

- Digitisation activities;

49. <https://www.seje.gov.mz/seje-oit-parceiros-realizam-reuniao-de-alto-nivel-sobre-emprego-rane-2021>

50. <http://www.ine.gov.mz/noticias/populacao-mocambicana-para-2021>

- E-commerce;
- Supply of equipment and computers;
- Computerisation of the public administration;
- Community mapping, monitoring of public services and project monitoring;
- Monitoring and dissemination of information for agriculture;
- Use of ICT for financial transfers and payments;
- Webinars, web-based media and community journalism.

Relevant dynamics observed in this sector include:

- The International Communication Union database estimates that in 2017 only 21% of the Mozambican population had access to the internet⁵⁴ meaning the vast majority of people do not have access to digital information, products and services. Part of this population is represented by CSOs all over the country;
- There is a demand for technical capacity, whether it be in the field of programming, systems development or simply for everyday use;
- CSOs tend to adopt digital technologies developed by the private sector, including social enterprises, universities or independent developers;
- Young beneficiaries of the programmes of business associations, social enterprises, incubators and universities are the main developers of digital technologies;
- Academia, and particularly the University of Eduardo Mondlane, has played a strategic role in the field of digitalisation, hosting events and supporting start-up initiatives;
- Digital technologies developed in Mozambique are mainly replicas of technologies developed in other countries, although sometimes in different contexts;
- Many digital technology projects are not sustainable (financially, but mainly in terms of adoption by the target audience) and are financed through donor funds or start-ups;
- COVID-19 has increased the number of CSOs using ICTs as a means of communication and social intervention, although some CSOs used these means prior to the pandemic;
- An association of technology companies exists in Mozambique, AMPETIC (Mozambican Association of Information and Communication Technology Professionals and Companies), but it limits itself to acting primarily as a coordinator of service providers in the technology area;
- Digitalization is not yet a reality for the majority of CSOs. The biggest challenge, therefore, is not only the development of technological platforms, but the expansion of access capacity (access to energy, the Internet, reduction of access costs and increased investment for digital education);
- In recent years the Swedish Embassy has promoted the Maputo Internet Forum, a replica of the Stockholm Internet Forum (SIF) to discuss the limitations, risks and opportunities of internet access in Mozambique. Some Mozambican civil society actors have participated in SIF;

51. In early 2020 the EU launched a call for proposals under the Support to Business Accelerators and Social Inclusion in Mozambique programme, which included LOT1 Business Incubation and Acceleration Services, which aims to catalyse more sustainable public and private investments in Mozambique by supporting MSME support services, namely business incubation and acceleration services 52. The Government of Mozambique, through the National Youth Institute, an institution under the Secretary of State for Youth and Employment (SEJE) with support from the World Bank, is implementing a project called "Harnessing the Demographic Dividend: Mozambique - Development and Empowerment for Youth" (project), which aims to improve access to education and employment opportunities for youth. In particular, component 2 of the project "Promoting Productive Employment Opportunities" aims to provide better economic opportunities for young people and includes a business plan competition through which young people will have access to finance 53. The grant, from the Multi-Donor Trust Fund for Youth Entrepreneurship and Innovation (YEI MDTF), will provide technical and institutional assistance to the Institute for the Promotion of Small and Medium Enterprises, or IPEME, for direct support to start-ups and SMEs, with a particular focus on youth and women-led businesses - <https://bit.ly/3qNFBA4> 54. <https://data.worldbank.org/indicator/IT.NET.USER.ZS?locations=MZ>

- The Right to Information Law and digital migration have received particular attention from Mozambican civil society. Several debates were held on the Right to Information Law including publication of a report monitoring its implementation launched in July 2020. The report highlighted deficiencies in Mozambican public institutions in responding in a timely manner to requests for information;
- Organisations playing a leading role in advocacy through digital technology or in the promotion of access to information include Txeka, Young Women Leaders (MJL), CDD, CAICC, SEKELEKANI, FORCOM, JOINT, and the University of Eduardo Mondlane.

In general, the CSOs that have led advocacy initiatives

INNOVATION

“... Definitions of the term innovation treat it as a manageable process, which evolves from basic and/or applied research to the commercialization in the market of goods and services or implementation in the organisation – it is clear that the innovation process does not only comprise the creative and inventive activities or the discovery of new technologies, but also the management, diffusion and adoption of the novelities” (Lopes, Daniel; Barbosa, Allan, 2014, p.3)

CSOs often represent a privileged space for innovation. The relations with, and participation in, international networks, the limited links in relation to the “sustainability” of activities, the possibility of accessing funding, the ability to identify territorial demands, the limited dimensions of the interventions, are factors that in principle can feed and sustain the process of the adoption of new modalities for resolving problems, of experimentation of new technologies and new tools, and in general the process of innovation.

Despite this, few organisations (26 out of 191 that responded) state that they are involved in processes of innovation and use of new tools. The cases presented concern in particular:

- Activities on energy, in which innovations are linked to already well-established technologies, such as the installation of photovoltaic panels and the promotion of improved cookers;

- Social monitoring activities, taking advantage of the opportunities offered by ICTs;
- Hazard or natural resource monitoring activities, also through the use of digital communication technologies, both in rural and urban areas;
- Income generation activities, including solid waste recycling and the introduction of new technologies at the local level, notably in the agriculture and artisanal mining sectors;
- Knowledge management and information sharing activities through ICTs, including on health and nutrition;
- Distance learning activities;
- New assistance methodologies, based on the use of ICTs for resource management and transfer;
- Support activities to entrepreneurship.

There are opportunities in different sectors, but the possibility of effective innovation seems limited to a small number of CSOs. Indeed, few CSOs seem to have the technical capacities and knowledge to initiate innovative processes. Even fewer seem to have the autonomy and the economic capacity to play an innovation role.

linked to digitalization are not those that develop new digital products or services, but rather those that promote expansion of access to them.

GOOD GOVERNANCE

The Good Governance agenda is an important focus of engagement for donors. European donors, and international development agencies, including the World Bank⁵⁵, have

55. The World Bank itself, together with UNDP and other donors identified, in the early 1990s, “social accountability” as a focus of support to civil society. Investments in this context continued until the early years of the second decade of the new millennium. One example is the “SAMO – Social Accountability in Mozambique” programme implemented by Maputo Living Lab, Bruno Kessler Centre in Information and Communication Technology, World Bank and the Ministry of Education in 2012 (<https://ict.fbk.eu/projects/detail/social-accountability-in-mozambique/>)

launched a number of initiatives to support CSO engagement in “social accountability”. These initiatives have resulted in the development of capacity and experiences, particularly in:

- Assessing and improving the quality of public services, such as schools and health centres, through the use of tools such as “Community Scorecards” (CPC);
- Creating community monitoring of services (as was the case with the monitoring of social protection services by community committees linked to the entities belonging to the PSCM-PS);
- Monitoring and evaluation of public budgets and their implementation (as in the case of FMO initiatives, together with NWETI);

BOX 13

DIGITAL TECHNOLOGIES DEVELOPED BY CSOs AND THE MOZAMBICAN PRIVATE SECTOR

E-commerce pages:

www.maisvendas.co.mz
www.welela.co.mz
www.mercado.co.mz
www.izyshop.co.mz

Page with capacity building content for CSOs:

www.juntosmocambique.org

COVID-19 information gathering page:

juntosmozambique.usahidi.io

Financial management mobile applications:

Econta e econtalite (available on PlayStore)

Recruitment and selection platforms for job seekers:

emprego.co.mz and www.biscate.co.mz

Mobile wallets: Mpesa, Mkesh, E-mola and mobile account (money transfer services associated with mobile phone networks and commercial banks)

- Monitoring the implementation of laws and other state initiatives (as in the case of the activities carried out by Fórum Mulher partners in many provinces);
- Monitoring of public policies by entities with a focus on human rights (such as the Mozambican Human Rights League, in cooperation with Human Rights Watch, resulting in the UPR reports), organisations that practice citizens' journalism (as in the case of the entities supported by the IREX Mozambique Strengthening Programme, supported by USAID⁵⁶), and organisations with a sectoral focus, including the sectoral networks on health and nutrition.

As noted, monitoring of public policies is an area of cooperation between CSOs at different levels, and one of the modes of action with greatest dissemination (more than 49% of the entities that participated in the survey declared that they participate in monitoring public services and policies). Paradoxically, despite the importance it has for local and 1st tier organisations, this is also one of the areas where there is a strong verticalization of relations with national organisations defining the monitoring models and financing the activities of local entities.

56. <https://www.irex.org/project/mozambique-media-strengthening-program-msp>

This situation means that in most cases, “good governance” initiatives are characterised by limited levels of sustainability. Activities are carried out when resources are available and when resources end, the initiatives end, local committees are “demobilised”, and capacities acquired by local actors are used occasionally or when “needs” and exceptional events arise (e.g., human rights violations, cases of corruption, conflicts between local actors). One of the challenges identified by organisations like MASC, CESC and PSCM-PS, which are permanently involved in initiatives on good governance, is how to increase the sustainability of local initiatives and actions. Different solutions have been identified and subject to testing, such as, among others, involving organisations with economic activities (e.g., savings groups) in advocacy activities and monitoring of services; or the simplification of methodological mechanisms for controlling the functionality of services; or the replication of training activities at local level, to increase potential activists.

In some cases, opportunities for CSO intervention in good governance appears very much linked to the mobilisation of qualified human resources. This is the case, for example, with initiatives on public finance: analysis of budgets, particularly the State budget at central government level, requires knowledge and experience which is only available in a few specialized organisations. This risks reduced effectiveness of the actions, which can be “labelled” as “Maputo-centric”, with the risk of only involving local organisations through a relationship of dependency.

A further related risk is that of dependence on global players in identifying the issues and subjects to be analysed, monitored and mobilised. It is not always clear whether the identification of certain issues, for example, attention to reducing public debt, is linked to citizens' concerns in the context of development and national/local policies, or whether it depends on the presence of international pressure on the issues themselves.

Another issue that limits the possibility of intervening in good governance issues at local level is the vulnerability of local entities to pressure from both public institutions and conflicting “interest groups”. Threats to CSOs are more frequent at local level, where they can take many forms, from those related to administrative processes to those concerning the very safety of activists or organisations and their property and equipment.

GENDER

With regard to gender, the research firstly considered the internal dynamics of CSOs themselves, analysing their constitution, the number of men and women in the organisation and the occupation of management positions occu-

pied by them (this was called ‘inward gender’). Secondly, interventions were examined in terms of their beneficiaries, level of engagement with women and other socially disadvantaged groups (‘outward gender’).

With regard to the analysis of internal dynamics, the first and second tier organisations reported almost unanimously that they had a significant number of women in their organisation. However, when the distribution of leadership positions was analysed, it found that although women occupied administrative, financial, programmatic and other leadership positions in some organisations, the number of positions occupied by men was still high.

Asked about the engagement of men and women as beneficiaries, some organisations reported facing challenges in getting women involved in their projects. A common response was ‘women don’t participate, we invite them, and they don’t participate (...) there are issues they have no interest in’. But more profound investigations revealed a lack of knowledge of techniques for engaging women, albeit mainly in organisations that do not have a focus on the gender or the promotion of women’s rights, but have focus on political participation and education, for example. This highlights the necessity of adopting techniques that facilitate women’s involvement, which range from specific training dynamics, to using appropriate training spaces (for example, whether they allow them to bring children or not),

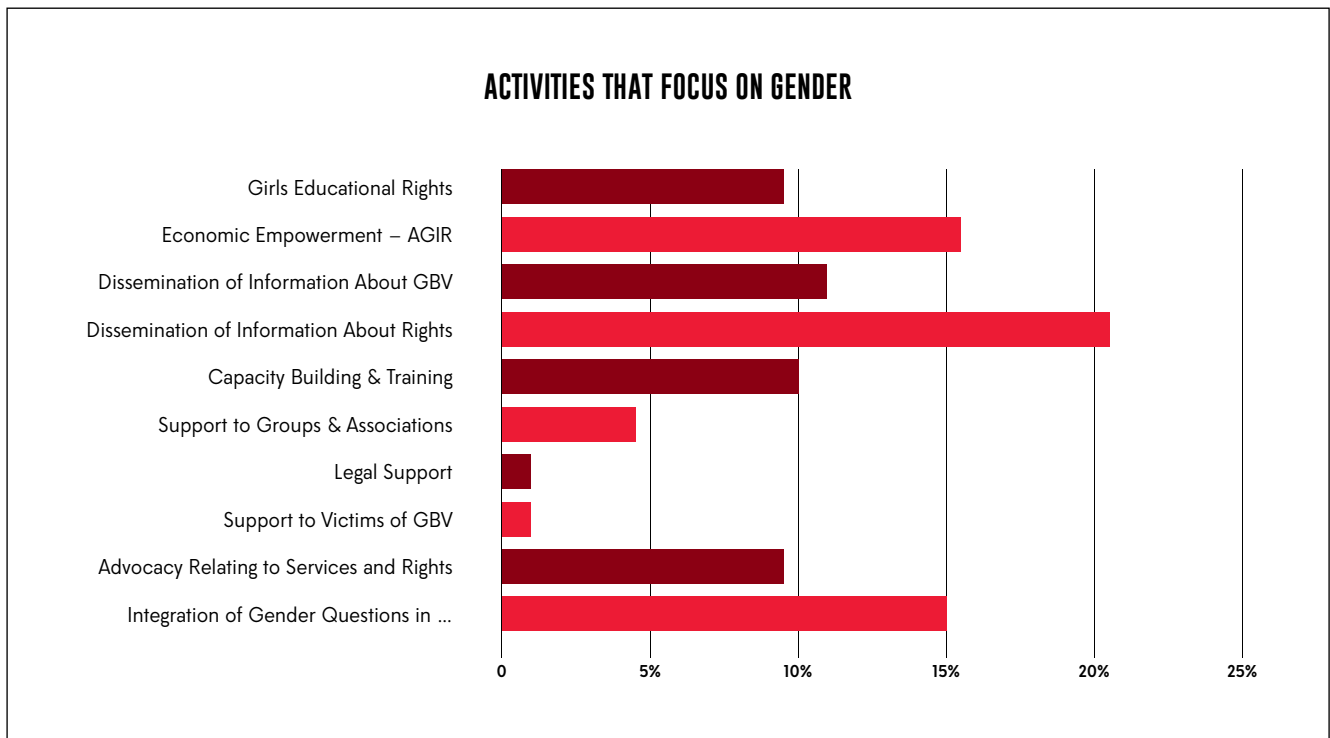
and convenient timetables. These dynamics are common in women’s and feminist associations and platforms which, as a result of their work, dominate a number of tools and techniques for engagement and gender analysis. Many of these organisations are part of networks and platforms of other women’s organisations at national and international level which expose them to national and international training and debates.

There was a common understanding that women should be represented at all levels of the organisation, but there is little understanding of the need to create internal mechanisms for training and promoting women’s leadership. A lack of knowledge of the existence of these practices does not encourage organisations to seek invest in these techniques.

A large majority of organisations (79%) reported having activities that focused on gender issues. The study analysed 117 gender related activities across with the results reported in Figure 20.

It is pertinent to mention a strong concentration of activities on the dissemination on women’s rights, gender-based violence (GBV), and female economic empowerment through income generation activities. However, activities that support women, both as victims of violence as well as in the exercise of other rights (such as access to land), are very limited, representing less than 5% of the initiatives analysed.

FIGURE 20



Source: Data taken from CSO mapping database

However, it is important to reiterate that this data is taken from responses to a questionnaire and should perhaps be considered indicative and a subject requiring further and more in-depth research.

The relative frequency of the mention of gender “mainstreaming” and “dissemination initiatives” suggests that gender is a theme that CSOs believe should be included in their programmes and projects. However, the simplest approaches are used to achieve this, that do not question the general strategies of the organisations themselves, that do not consider major problems of social conflict, and that do not have specific capacity building requirements for the development of permanent mechanisms or structures to promote gender equality.

A tendency to stay in a relatively safe spaces (comfort zones) is confirmed by the fact that most CSOs, including feminist associations, do not get directly involved in initiatives related to the rights of LGBT people.

THE RIGHTS OF DISABLED PEOPLE

Despite the fact that the rights of persons with disabilities are identified as a “cross-cutting element” in international cooperation policies, and that these rights are the subject of international conventions, there are few initiatives in this field in Mozambique. Only 11 CSOs among those that responded, are involved in activities that support people with disabilities and their rights, and only 4 out of 194 have a specific focus on the area of disability. These include:

- ✦ National NGOs specialised in promoting the rights of persons with disabilities;
- ✦ Community-based organisations involved in service delivery;
- ✦ Provincial and local NGOs specialised in providing services to specific groups of people with disabilities;
- ✦ Provincial and local NGOs specialised in vocational training activities;
- ✦ INGOs specialised in the rights of people with disabilities;
- ✦ INGOs specialised in supporting trade unions and carrying out activities on workers’ rights.

The activities presented by these organisations include advocacy initiatives at national level and service delivery initiatives (education and vocational training) at province or district level. Funding for these initiatives comes from the EU and European bilateral cooperation agencies but is in all

cases channelled through international NGOs.

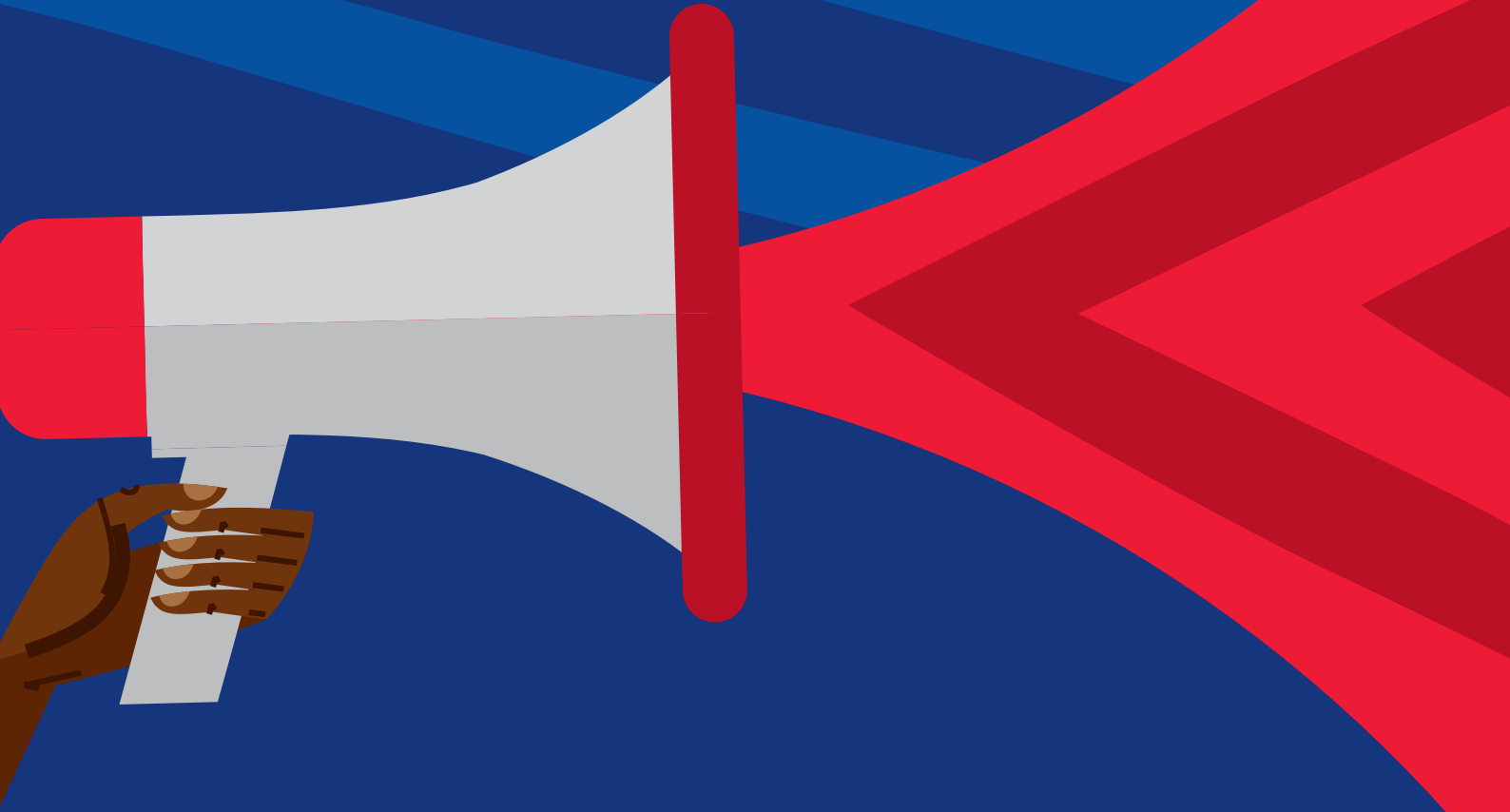
The low visibility of a limited number of organisations active in this area may be related to the fact that apart from the platform for people with disabilities (FAMOD) and a few other national bodies, most organisations work at grassroots level and are represented in FAMOD itself, but with limited access to resources. Resources in this area are normally guaranteed by organisations such as FAMOD itself, international NGOs such as Humanité Inclusion or Light For the World, or multilateral agencies such as UNICEF.

There are organisations that work on disability issues in an indirect way, or as a sub-component of their activities, as in the case of those committed to inclusive education initiatives and to improving health services (examples include CESC and MEPT).

The “mainstreaming” of this theme in CSOs, implies that it is integrated into the different initiatives of CSOs. However, there are some challenges that still to be addressed: a) the lack of resources directly managed by organisations of people with disabilities (such as many of those represented in FAMOD); b) the reduction of the rights of people with disabilities to indicators of the beneficiaries of CSO initiatives; c) the fact that many “inclusive” initiatives are neither designed nor implemented using techniques and tools that actually enable true inclusiveness.

The perception of CSOs is that the resources available for specific initiatives aimed at persons with disabilities generates conflicts and competition between organisations working in this field, undermining their real capacity to advocate for, or promote, processes of social change.





CHAPTER 9

OPPORTUNITIES FOR SUPPORT

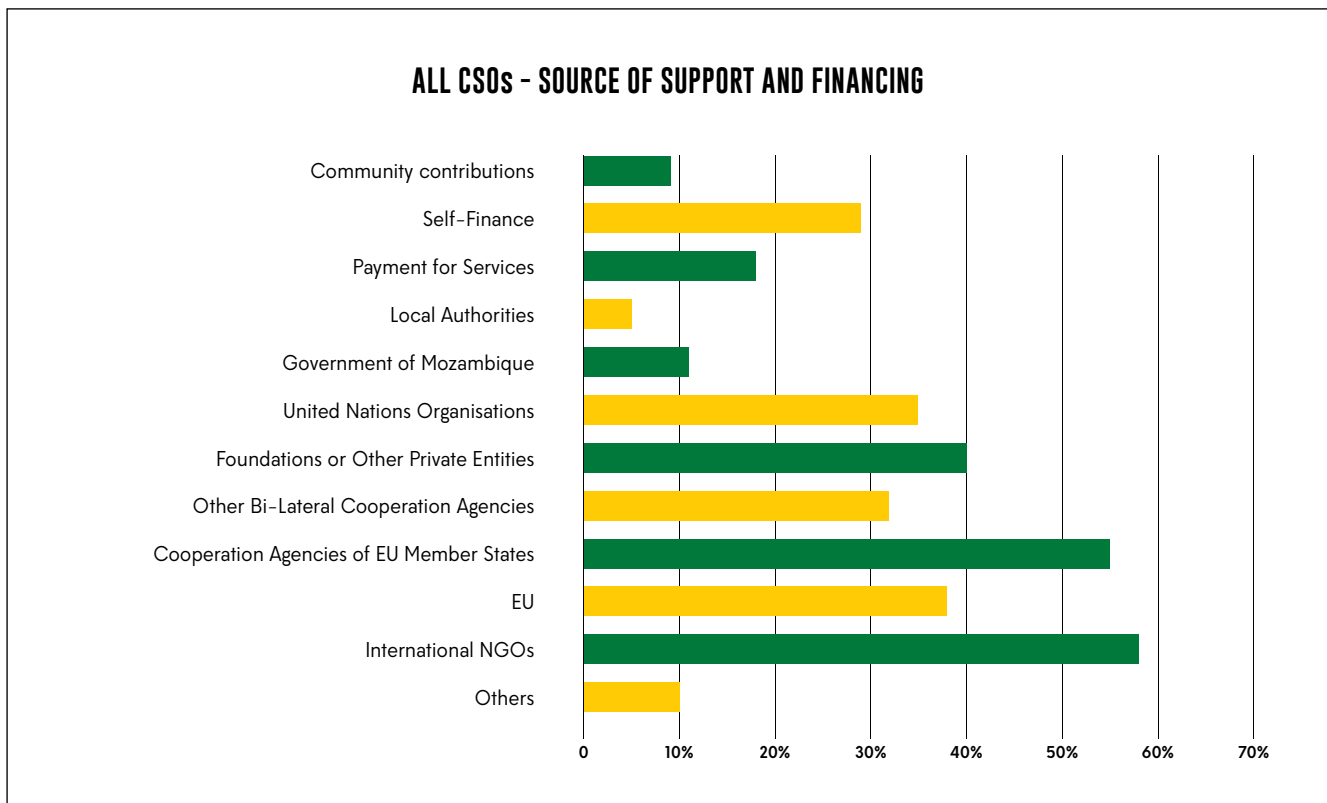
OPPORTUNITIES FOR SUPPORT

Support opportunities available to CSOs in Mozambique were identified through survey responses and are summarised in Figure 21.

port, health⁵⁷, agriculture⁵⁸ and microcredit⁵⁹. In most cases private funds sustain service delivery initiatives.

One sector of particular interest to private sector foundations is that of support to entrepreneurship, as in the case of the “Orange Corners”, which are supported by a set of

FIGURE 21



Source: Data taken from CSO mapping database

As already mentioned, the majority of CSOs are funded by international NGOs, which themselves often channel funds received from international development agencies such as the EU and UN organisations which tend to be the main sources of funding.

Foundations and private sector organisations represent an emerging source of funding with approximately 40% of CSOs stating that they have received funds from the private sector and 17% reporting that there has been an increase in the funds available over the last three years. However, in many cases, the funds available are still relatively modest although with some exceptions notably the Gates Foundation, which is assuming the position of being so large that it can influence CSO initiatives of CSOs, and the foundations of European banks. Funding from these sources is normally applied to the fields of humanitarian and emergency sup-

private and public actors, including the management company (IdeiaLab), the Embassy of the Netherlands and some private funders such as BancABC, Heineken, Shell, Vodacom, or the “StartUp Grind” supported by Standard Bank Mozambique, in collaboration with ENI Rovuma.

The most important role in relation to CSO development continues to be played by:

- ★ United Nations agencies (namely by UNDP as regards

57. <https://www.gatesfoundation.org/about/committed-grants/2021/03/inv019032> 58. <https://www.gatesfoundation.org/about/committed-grants/2020/10/inv023666> 59. https://www.globaljustice.org.uk/sites/default/files/files/resources/gjn_gates_report_june_2016_web_final_version_2.pdf

CSO engagement in governance and policy dialogue mechanisms⁶⁰, including support to CSOs for participation in the Universal Periodic Reviews⁶¹) and by sectoral agencies, mainly related to service provision and the functionality of coordination mechanisms between public entities and CSOs, such as the “Clusters”;



The European Union, through three different channels: a) the support programmes for CSOs and non-state actors under the EDF, b) support for CSO initiatives in the context of thematic programmes based mainly on calls for proposals (in particular the CSO programme); c) the involvement of CSOs in bilateral programmes carried out in collaboration with the Mozambican government and implemented by the government on specific issues and themes;



Bilateral agencies, each with different approaches, namely: a) an approach based on support to joint programmes, as in the case of the Mozambican CSO support and capacity building programme AGIR, funded by Sweden, Denmark and the Netherlands and supporting around 70 CSOs in different provinces through 4 INGOs acting as “intermediaries”: IBIS, Diakonia, Oxfam Novib and We Effect; b) an approach of supporting INGOs in country which then support national CSOs; c) direct support to Mozambican CSOs; and d) direct support to INGOs as implementing agents in partnership with national CSOs or public entities;



An approach adopted in the past by some agencies consisting of funding institutional development plans of CSO or their institutional expenses is still adopted for a very limited number of organisations.

In all provinces local CSOs perceived a reduction in support opportunities and funding. But more than an absolute decrease in funding (mentioned by about 38% of respondents), there is greater concern that CSO funding is being restructured to direct a greater percentage of resources to support for emergency initiatives (in relation to natural disasters and within the context of declining security), channelled through large national and international NGOs.

In fact, there are few funding opportunities directed to small and local CSOs. Apart from the EU-PAANE and AGIR initiatives, which do not include at the current stage “calls for proposals” and which although directed to small

⁶⁰. Including support to electoral processes ⁶¹. In particular, through support to the Monitoring Forum of the UN Universal Periodic Review of Human Rights Mechanism in Mozambique (UPRM)

THE AGIR PROGRAMME

The AGIR programme is an initiative to support and build the capacity of Mozambican civil society organisations. The first phase ran from 2010 to 2014. The second phase, lasting six years, ran from January 2015 to December 2020. The programme is primarily funded by the Swedish Embassy with additional support from the Embassies of Denmark and the Netherlands.

The objective of the programme is to strengthen the capacity of CSOs to ensure greater public participation in development processes, in promoting access to information, in demanding government accountability, in fighting corruption, in monitoring government policies and in promoting respect for the human rights of poor and marginalized groups and gender equality.

Through this process, the programme aims to contribute to better governance and deeper, more inclusive democracy in Mozambique.

In the period 2015 - 2020, AGIR was implemented through four coordinating agencies: IBIS Mozambique (which subsequently became OXFAM IBIS), DIAKONIA, OXFAMNOVIB and WEEFFECT. These agencies, referred to as ‘intermediaries’, in turn provide financial and technical support to some 70 CSOs throughout the country, whose thematic areas and strategic plans align with AGIR thematic areas.

The programme is structured in 4 sub-programmes:

- **Fair, Free and Transparent Elections, Democracy and Human Rights** (Diakonia);
- **Access to Information and Citizen Engagement** (Oxfam Ibis);
- **Budget Monitoring, Social Audit, Human and Minority Rights** (Oxfam Novib);
- **Natural Resources, Agriculture, Climate Change and Environment** (We Effect).

Transversely to these sub-programmes, key areas of common intervention by the intermediaries were identified, and which during the course of the AGIR programme would benefit from particular attention and support, namely: Extractive Industry, Climate Change, HIV/AIDS, Gender, and Sexual and Reproductive Health.

NON-STATE ACTORS SUPPORT PROGRAMMES – PAANE

The PAANE I Programme was an EU initiative, implemented through a convention with the Government of Mozambique from 2014 until September 2018, with the specific objective of “strengthening mutual accountability among non-state actors, public authorities and citizens in Mozambique”. To achieve this objective, PAANE I included various activities:

- Selected research;
- The funding of CSO initiatives with a budget of between €50,000 and 200,000 and with a duration of up to 36 months;
- The funding of CSO activities with a maximum budget of €10,000 Euros and with a maximum duration of 6 months;
- The provision of training and technical support to programme partners during the implementation of activities.

PAANE activities covered the entire country involving 277 CSOs and funding 29 initiatives of national, provincial and local CSOs.

PAANE is organized into 7 components or specific projects, each one promoted by different Mozambican civil society platforms and coordinated by a lead organisation, providing coordination and support to the partners in 5 provinces (Cabo Delgado, Inhambane, Niassa, Sofala, Tete).

Promoting sustainable governance and democratic dialogue in Mozambique (ActionAid Moçambique);

Improving value of money in citizen services and monitoring public finance management (Nweti - FMO);

Improving the quality of basic social protection coverage and the living conditions of the most vulnerable populations (PMSC-PS);

I am a citizen: social accountability for better education and health services (CESC);

Capacity development (MASC);

Natural resource management (ASCUT – CARE);

Enriching the active participation of civil society for the promotion of gender equality and the empowerment of women and girls (Fórum Mulher);

The actions of the programme are determined on the basis of action plans elaborated by each consortium, with a focus on the institutional development of the participating organisations and the development of advocacy and governance initiatives. In addition to the activities of each consortium, the programme includes some shared communication and knowledge management actions.

and medium CSOs, are characterized by a more strategic orientation, there are only a small number of opportunities linked to Embassy funds (notably France, Germany, Belgium). These funding opportunities are characterized by a very limited number of initiatives, that don't always go through public selection processes and some “sectoral” programmes channelled by national organisations, such as the “Aliadas” (Allied) programme, supported by Canadian Cooperation, with technical assistance from the CESC, which provides support to women's organisations and the construction of a feminist networks in Manica, Sofala, Tete, Zambézia, Nampula and Maputo⁶². However, in this context, an observable trend is that resources tend to be channelled through a very limited number of national CSOs

62. https://aliadasemovimento.org/site/?page_id=30&lang=en



which are at risk of becoming overloaded⁶³.

Finally, it is worth noting that CSOs also participate in initiatives that are directed by the government. This is the case regarding 15 projects funded by the World Bank covering a variety of issues ranging from urban management to modernization of agriculture (Sustenta). The move to CSO involvement in programmes managed by central government or by local government marks a profound change of approach on the part of the World Bank and other multilateral agencies which at the beginning of the last decade supported “social accountability” initiatives.

⁶³. This is the case of CESC, which is involved in the management of a component of NEAP, as well as being responsible for the management of the Aliadas programme. Organisations such as MASC or NWETI (the two the two participants in the EU's NEAP programme), which in some way represent places where resources and capacities are concentrated





CHAPTER 10

**EMERGING
NEEDS: A BRIEF
OVERVIEW**



EMERGING NEEDS: A BRIEF OVERVIEW

As noted throughout the report, CSOs in Mozambique find themselves in a peculiar situation: they need to be able to play a variety of roles for improving governance and development policies in the country whilst simultaneously facing a set of “obstacles” linked to both the contextual dynamics and the reality of their own development and organisation.

While improvement in access to funding emerges as the greatest demand of CSOs, particularly at provincial level and in the peripheral areas of the country, other needs are important for the creation of conditions for CSOs to play their role more actively and effectively.

a. At general level, the following needs emerge:

- ✦ The development of horizontal links, such as those in local and thematic networks that mitigates for, or breaks down, the current predominant vertical relations between CSOs where a small number of organisations act as gatekeepers that channel funds, ideas and projects to others and risking consigning them to the role of “beneficiaries” or implementing agents rather than that of local actors and partners;
- ✦ The need for greater recognition of CSOs, at all levels, as interlocutors and not simply just executors or beneficiaries of development policies. This recognition is important both on the part of public administrations and the government, which implies a move from formal recognition and openness, such as those present in policy documents and laws, to actual and meaningful recognition that includes effective and constant involvement in decision-making processes; and on the part of international development partners, which implies opening up spaces for CSOs in the design and governance of cooperation programmes and their participation as promoters of cooperation initiatives and not only as beneficiaries;
- ✦ Improvement in autonomous capacities for analysis of development processes and identification/formulation of development initiatives. These capacities are indispensable for CSOs to be able to understand and define their roles and opportunities that exist without having to wait for, or depend on, the agendas and “recommendations” of donors or higher level partners (such as international NGOs and large national NGOs). In this respect, there is a need to move from centralising resources in a few large organisations to spreading them more widely and especially involving provincial based organisations;
- ✦ The strengthening of capacities to formulate institu-

tional development strategies with a focus on the roles of each organisation, replacing pre-defined schemes and capacity building models with a focus on the development of relations between organisations and their constituents, and on recovering a focus on problems/solutions. In this context, it seems important to move away from approaches that define organisations’ capabilities in terms of administrative capacity and ‘activity management’;

- ✦ The need to consolidate and disseminate, at national level, all forms of participation in governance mechanisms, and a reflection by CSOs on the roles of the different actors and on civil society’s “political space” in relation to the space of the State and other political institutions. This reflection is indispensable for improving the effectiveness of advocacy initiatives and to avoid getting stuck in the dynamics of political institutions and in the traps of confusion between participatory democracy and representative democracy;
 - ✦ The exploration of new funding mechanisms and financial sustainability for CSOs, based, on cooperation between organisations, and on the identification of “dividends” from cooperation and on new ways of mobilizing resources, including from the private sector;
 - ✦ The transition from a superficial approach to “mainstreaming” in development policies, such as those linked to gender issues, valuing differences, and a rights based approaches, to a more profound approach which would necessitate changes in the organisational and power mechanisms of CSOs themselves and their vision.
- b. In relation to first tier CSOs emerging needs include:
- ✦ The recognition of the role of grassroots organisations in relation to governance and representation of local needs and the management of local resources and not only issues related to service delivery. This includes organisations being able to recognise roles and opportunities without requiring that CBOs become small NGOs, and for activists to become professionalised. The crisis of the “grassroots actors” is a factor in the emergence of political and religious radicalisation. When the base no longer has organisational and mobilisation skills to be able to mediate conflicts, and are integrated into governance mechanisms, the space they vacate is occupied by new players, often external ones, who take advantage of the conflict;
 - ✦ The development of specific capacities linked to the possibility of playing a role in local governance, advocacy, vis-à-vis other players, and self-management of common goods;

- ✦ The development of sustainability mechanisms based on the mobilisation of local resources and the identification of support mechanisms for voluntary work. In this sense, it is important, on the part of the first-tier organisations, to have the professionalism required and to be able to mobilise, when necessary, the necessary human and technical resources;
- ✦ The development of better access to information and knowledge, including access to the Internet as a priority, but also through the development of “civic technology” mechanisms, in both urban and rural areas. In this context, the participation of young people, the creation of capacities to use social networks, and the creation of the physical infrastructure necessary to facilitate internet access, even in the most peripheral areas, are essential tools.

c. In relation to second-tier CSOs, the most prominent needs are:

- ✦ The improvement of capacity to analyse needs and problems as a basis for the identification and formulation of initiatives and actions. This requires the knowledge and capacity to a) analyse processes of economic and social change for a more profound understanding of problems and b) to formulate and manage actions and projects so that is capable of distinguishing between “results” and “products” and focusses on the former;
- ✦ A focus on the relevance of actions and an improvement in capacities to formulate relevant initiatives and to evaluate the relevance of the initiatives in order to shift the focus of activities to processes, actors and changing contexts;
- ✦ The transition from action and organisational models based on competition, to approaches based on cooperation and the achievement of objectives rather than on the implementation of activities;
- ✦ The identification of new models of sustainability for both actions and organisations, exploring both new sources of financing and new mechanisms that allow continuity of actions through a focus on programmes and projects that integrate different sources of funding;

d. The most important need for third and fourth tier CSOs is a redefinition of their role, moving out of project and programme management to focus on amplifying CSO voices and the creation spaces for reflection and the definition of shared strategies between civil society actors. This approach could help overcome the current fragmentation and create the possibility for identifying new mechanisms

for action and for sustainability.

e. As far as INGOs are concerned, as with the large national NGOs, the greatest need is to seek means of overcoming competitive relationships and to undertake a collective strategic reflection on the roles they should play.

As in the case of second level organisations, the central issue is redefining the relevant role of INGOs taking into account the existing challenges and opportunities, and leaving, as much as possible, the management and direct implementation of actions in the field to lower tier organisations and concentrating on initiatives that support innovation and building the capacity of other actors.





CHAPTER 11

**CONCLUSIONS AND
RECOMMENDATIONS**

CONCLUSIONS AND RECOMMENDATIONS

OPPORTUNITIES TO IMPROVE CSO PERFORMANCE IN GOVERNANCE MECHANISMS AND SOCIAL DIALOGUE PROCESSES

CSOs in Mozambique find themselves in situation characterised by the existence of skills, capacities, experience and spaces for action and simultaneously the existence of obstacles linked to internal and external factors that in various ways impede them from taking advantage of opportunities when they are presented.

In this context, CSOs find themselves in a position of risk, particularly in relation to three issues:

- ✦ Social legitimisation, raised by various political actors and other commentators that highlight the lack of representational capacity and the problems of internal governance, transparency and self-interest of CSOs;
- ✦ The relevance of their actions, which, despite the fundamental roles played by CSOs in important political processes and in mitigating social exclusion at different levels, in many cases appears very limited as becomes clear when the results and impacts of CSO initiatives are examined;
- ✦ The maximization of available resources to support social, economic and institutional development, particularly taking into consideration that in a structural way the State, in particular, does not embrace CSOs as a critical partner, which risk a lack of capacity to either understand, or to effectively manage, the complexity of emerging processes.

A situation in which CSOs are unable to play their roles is not only dangerous for the CSOs themselves but brings dangers and risks for other actors. The analysis here highlights the importance of improving the possibilities for CSOs to play their roles.

In this context some spaces should be used for specific actions to support CSOs and improve their capacities, namely the following:

- ✦ Spaces linked to the operationalisation and implementation of decentralisation reforms. In this area in particular, CSOs are indispensable both for identifying the best modalities of coordination between public actors, and for monitoring and supporting their implementation;

- ✦ Monitoring and evaluation of service delivery and public policies. As noted, this function is already carried out by many organisations, but experience is still limited at national level;
- ✦ Local planning processes. Here too, legal structures exist, including development observatories, consultative councils, the formulation of local development plans, etc., but in many cases these processes and mechanisms are not active. In this sense, an essential role of CSOs is to accompany the revitalisation of the processes, facilitating their transition from spaces characterised as “managed by government” to being structural spaces for dialogue between actors, which do not depend on the will of the actors exercising public governance functions;
- ✦ The clusters and working groups established by ministries and development partners at sectoral level, which in addition to being spaces for coordination of actions could be opened up to assume the functions of spaces for dialogue on sectoral policies in which CSOs could play an important role in improving the relevance and effectiveness of policies and initiatives;
- ✦ The operationalisation of the Sustainable Development Goals. These goals are recognised by all actors, including central government and development partners, but are defined in such general terms, and at such a high level, that they are not translatable into development policies and actions. A space exists, which could be occupied by CSOs in collaboration with the other actors, to determine indicators and modalities for achieving these goals at sub-national level;
- ✦ Capacity building and joint training of CSO activists and civil servants on good governance, on decentralisation and, more generally, on the interpretation and implementation of existing normative frameworks. CSO initiatives of this kind, undertaken for example, in relation to laws on education, health or women’s rights, could be expanded to reach the public space as a whole;
- ✦ The space for service provision and the implementation of actions to strengthen local actors. This space currently represents one of the largest areas of CSO action, but actions are currently characterized by limited effectiveness, both because of the size of the actions (too small to produce impacts beyond the local realities involved), and because of the lack of integration of lessons learned into public policy. There are two different modalities for taking advantage of this space, namely: a) expansion of the scale of action (for example through coordinated involvement of more CSOs in distinct places and through dissemina-

tion of the lessons learned), and b) transformation of the experiences into knowledge and lessons for policy development and the interventions of the state and development partners.

RECOMMENDATIONS

With reference to the EU Roadmap for Engagement with Civil Society in Mozambique, it is possible to identify some specific indications and recommendations which could be further explored by development partners themselves in relation to four fundamental dimensions of action: a) support for the development of an environment capable of supporting CSO action; b) development of CSO participation in spaces and processes for policy dialogue and governance; c) strengthening CSO capacity so that this participation can be more effective; d) support for CSO action in priority sectors of development cooperation.

Support for the development of an environment capable of supporting CSO action

- ✦ Provide support to CSOs in their relations (and potential conflicts) with public authorities;
- ✦ Open opportunities for dialogue in relation to the formulation and monitoring and evaluation (M&E) of development initiatives involving public authorities;
- ✦ Support dialogue between the Government and CSOs through sectoral working groups;
- ✦ Support the decentralisation of funding and the exploration of new funding modalities;
- ✦ Support flexible forms of support beyond the classic NGOs and without the need to adopt formal organisational formats.

The development of CSO participation in policy dialogue and governance spaces and processes

- ✦ Opening up of opportunities for dialogue on agenda-setting, particularly in different geographical areas and at organisational and sectoral level;
- ✦ Exploration of mechanisms to limit the development of vertical relations between CSOs (e.g., avoid giving an intermediary role to INGOs or large national NGOs and giving preference to the creation of consortiums between CSOs that have the same objectives, and the creation of temporary secretariats for these consortiums);

- ✦ Support to the development of new funding mechanisms (e.g., pooling mechanisms for access to private funding);
- ✦ Encouraging the definition of CSO agenda and platform initiatives (whilst avoiding the creation of new platforms and the proliferation of platforms, and supporting cooperation actions between different platforms and networks);
- ✦ Promoting greater relevance in CSO intervention: avoiding a focus on action design/evaluation activities and attributing a higher value to approaches that evaluate the relevance of actions.

Strengthening CSO capacity

- ✦ Encourage peer-to-peer support;
- ✦ Promote support and capacity transfer between CSOs (e.g., no intermediation of funding without capacity building);
- ✦ Tailoring capacity building activities to specific needs (avoiding generic training);
- ✦ Support to innovation initiatives;
- ✦ Support improved access to information and communication;
- ✦ Support the development of sustainability strategies;
- ✦ Include informal groups and opinion leaders in capacity development programmes.

Support for CSO actions in priority sectors for cooperation

- ✦ Avoid concentration on “activities” and the re-labelling of activities, in favour of a focus on actions with objectives that are based on an analysis of the problems and the actors involved;
- ✦ Avoid adopting “superficial” approaches to problems and sectoral policy priorities and “cross-cutting issues” in favour of seeking more specific analysis and the identification of solutions and coherent actions in relation to objectives and contextual conditions;
- ✦ Avoid the inclusion of generic initiatives in “sector based actions” in favour of focusing initiatives on sector problems, based on a contextual analysis, the definition of actors and specific problems, and an analysis

of the barriers to the achievement of objectives;

- ✦ Support the integration of actions based on service delivery and advocacy and knowledge management initiatives;
- ✦ Facilitate the replication of successful actions and the sharing of lessons learned;
- ✦ Supporting knowledge development, transfer and sharing at provincial, national and international levels.

BOXES, FIGURES AND TABLES

- Box 1**, Page 17
EU priorities for the articulation of development initiatives
- Box 2**, Page 21
The 2015 mapping study of civil society organisations in Mozambique
- Box 3**, Page 37
The sectoral focus of CSO actions
- Box 4**, Page 39
Predominant activities in CSO interventions
- Box 5**, Page 42
The stakes of Civil society organisation engagement
- Box 6**, Page 61
Platforms and networks in some Provinces
- Box 7**, Page 62
The JUNTOS! Platform
- Box 8**, Page 75
Examples of advocacy initiatives successfully led from Maputo
- Box 9**, Page 75
Some 2nd tier organisations in Gaza reported that:
- Box 10**, Page 77
Some examples of CSO achievements in Zambézia
- Box 11**, Page 86
Policies, actors and tools for employment promotion
- Box 12**, Page 88
Innovation
- Box 13**, Page 89
Digital technologies developed by CSOs and the Mozambican private sector
- Box 14**, Page 95
The AGIR Programme
- Box 15**, Page 96
Non-State Actors Support Programmes – PAANE
- Figure 1**, Page 23
Organisation surveyed by type
- Figure 2**, Page 25
location of the head office of the organisation (province)
- Figure 3**, Page 25
Provinces where cso actions are concentrated
- Figure 4**, Page 29
Press freedom index score and ranking, 2015-2021 (Mozambique)
- Figure 5**, Page 30
Comparison between Mozambique and Africa and civil society indicators, 2015-2020 (V-Dem)
- Figure 6**, Page 31
Civil society and participation in mozambique, 2015-2020
- Figure 7**, Page 54
1st tier CSOs – demand for support
- Figure 8**, Page 55
2nd tier CSOs – provincial presence and activities
- Figure 9**, Page 56
2nd tier CSOs – principal themes
- Figure 10**, Page 57
Activities of 2nd tier CSOs
- Figure 11**, Page 58
2nd tier CSOs – financial sources
- Figure 12**, Page 59
2nd tier CSOs – demand for support
- Figure 13**, Page 63
INGOs, Intervention by sector
- Figure 14**, Page 68
Collaboration between CSOs and municipalities
- Figure 15**, Page 69
Collaboration between CSOs and municipalities – actors involved
- Figure 16**, Page 70
Areas of cooperation between CSOs and municipalities
- Figure 17**, Page 70
Modalities of collaboration between CSOs and municipalities
- Figure 18**, Page 82
Main areas of CSO activities
- Figure 19**, Page 83
CSO intervention in peace and security
- Figure 20**, Page 90
Activities that focus on gender
- Figure 21**, Page 94
All CSOs –source of support and financing
- Table 1**, Page 24
Sources and information collection tools
- Table 2**, Page 84
Green economy and environmental management activities

DOCUMENTS CONSULTED

2019 Civil Society Organization Sustainability Index (Mozambique). September 2020 (USAID, ICNL, FHI360)

Afrobarometer, Youth Perspectives in Africa: How Young People View Politics, Society, and the Environment – Main Conclusions, 2021

Afrobarometer, Youth Perspectives in Africa: What are the Most Important Issues for 18 to 35 Year Olds? – Main Conclusions, 2021

Banco Mundial, Individuals Using the Internet (% of population) – Mozambique: data.worldbank.org/indicator/IT.NET.USER.ZS?locations=MZ

Bente Topsøe-Jensen, et al., Estudo de Mapeamento das Organizações da Sociedade Civil em Moçambique. Altair, UE, 2015

Carvalho Cumbi, Metamorphoses of the Legitimacy of the Civil Space or the Institutionalization of Fear in Mozambique, 2020

Carvalho, Luísa, Compreender o que se Entende por Ecosistema Empreendedor – Lisboa como uma Cidade Start Up: revistas.ulusofona.pt/index.php/r-lego/article/view/5471/3429

CIP & CMI, Custos e Consequências das Dívidas Ocultas para Moçambique. Maputo and Bergen, Centro de Integridade Pública and Chr. Michelsen Institute, 2021

CIVICUS – Joint, The Republic of Mozambique Joint Submission to the UN Universal Periodic Review 38th Session of the UPR Working Group, 15 October 2020

Daniel Lopes; Allan Barbosa, Inovação: Conceitos, Metodologias e Aplicabilidade.

Articulando um Construto à Formulação de Políticas Públicas – Uma Reflexão Sobre a Lei de Inovação de Minas Gerais, 2014: www.observatoriodoensinomedio.ufpr.br/wp-content/uploads/2014/02/INOVA-%C2%A6%C3%87%C3%83O-CONCEITOS-METODOLOGIAS-E-APLICABILIDADE.pdf

Décio Tsandzana, Sociedade Civil Denuncia Prisão de 18 Delegados Políticos em Moçambique, 19 de Novembro de 2019: pt.globalvoices.org/2019/11/19/sociedade-civil-denuncia-prisao-de-18-delegados-eleitorais-em-mocambique/

EDA (Swiss Cooperation), ACT Factsheets

European Commission, Joint Communication to the European Parliament and the Council. Towards a Comprehensive Strategy with Africa, Brussels, 9.3.2020 JOIN (2020) 4 final

European Commission, Joint Communication to the European Parliament and the Council. Roots of Democracy and Sustainable Development: Europe's Engagement with Civil Society in External Relations, Brussels, COM (2012) 492

Fundação MASC, Apresentação do CSOSI 2019, Dezembro 2020 Global Justice Now, Gated Development, June 2016

www.icspmap.eu

www.irex.org/project/mozambique-media-strengthening-program-msp

www.peacemakersnetwork.org/towards-an-inclusive-and-peaceful-society-in-mozambique-tips/

Ibraimo Mbaruco, MISA-Moçambique Pedes a Libertação do Jornalista Ibraimo Abu Mbaruco, 11 de Abril de 2020:

www.voaportugues.com/a/misa-mo%C3%A7ambique-pede-a-liberta%C3%A7%C3%A3o-do-jornalista-ibraimo-abu-mbaruco-/5368759.html

IIED, Poverty Centered Adaptation in Mozambique. Aligning Social Protection and Climate Adaptation, in Reflect and Act, February 2021

Infopédia, Maputo, Consult. 2021-06-29 22:17:20: [www.infopedia.pt/\\$maputo](http://www.infopedia.pt/$maputo)

INE, População Moçambicana para 2021: www.ine.gov.mz/noticias/populacao-mocambicana-para-2021

JOINT, ONG que Aderiram ao Código de Conducta

JOINT, VII Conferência Nacional das Organizações da Sociedade Civil, 2019

ONU News, Moçambique: Advogada Explica Conquistas e Desafios na Promoção dos Direitos das Mulheres. Março, 2019: news.un.org/pt/interview/2019/03/1663091

Orfeu Lisboa, Moçambique: Vale vai Desistir da Exploração de Carvão em Moatize, 22 de Janeiro de 2021: www.rfi.fr/pt/mo%C3%A7ambique/20210122-mo%C3%A7ambique-mineira-vale-vai-desistir-da-explora%C3%A7%C3%A3o-de-carv%C3%A3o-em-moatize

Priorize, Relevance and Sensitivity of Current and Future Social Protection to Climate Resilience in Mozambique: Analysis and Recommendations, IIED – OPM – Embassy of Ireland, 2016

República de Moçambique, Plano Nacional da Área da Deficiência (PNAD) II 2012 – 2019. Maputo, 2012

Secretaria de Estado da Juventude e

Emprego, SEJE, OIT & Parceiros Realizam Reunião de Alto Nível Sobre Emprego (RANE 2021), 19 de Maio de 2021:
www.seje.gov.mz/seje-oit-parceiros-realizam-reuniao-de-alto-nivel-sobre-emprego-rane-2021/

Together 2030, National Civil Society Coalitions on Sustainable Development Goals. A Mapping, March 2018

www.facebook.com/oram.mz
www.adpm.pt
www.facebook.com/adpmmertola
www.adpp-mozambique.org
www.adramozambique.org
www.ajudacrista.com
www.amme.org.mz
www.ampcm.coop
www.amref.org
www.andamoz.org
www.anje.org.mz
www.facebook.com/anjemocambique
www.apoiar.org
www.ayudaenaccion.org
www.ccm.co.mz
www.cddmoz.org
www.cefaonlus.it
www.cepsamoz.org
www.facebook.com/cepsamoz
www.cesal.org
www.cescmoz.org
www.facebook.com/cescmocambique
www.cesvitem.org
www.childfung.org
www.cisp.ngo
www.cosv.org
www.csosi.org
www.cta.org.mz
www.ctomaputo.org.mz
www.developmentofpeoples.org
www.enraizaderechos.org
www.faa.org.mz
www.facebook.com/actionaidmoz
www.facebook.com/Associação-dos-Naturais-e-Amigos-de-Machanga-103479577677538

www.facebook.com/EnraizaDerechos
www.facebook.com/foodforthehungry
www.facebook.com/helpcode
www.facebook.com/plan.mozambique
www.fomicres.org
www.gdi.org.mz
www.gmd.org.mz
www.health4moz.com
www.helpo.pt
www.horizont3000.at
www.istituto-oikos.org
www.iyfnet.org
www.kulima.org
www.kuwukajda.org.mz
www.lambda.org.mz
www.light-for-the-world.org
www.lvia.it
www.mahlahle.org.mz
www.medicusmundi.it
www.facebook.com/medicusmundiitalia
www.mozambique.actionaid.org/pt-pt
www.oikos.pt
www.ophavela.org.mz
www.orphad.org.mz
www.facebook.com/orphad.org.mz
www.paane.co.mz
www.plan-international.org
www.portaldoconsumidor.org.mz
www.progettomozambico.org
www.progresso.co.mz
www.rdc.org.mz/rede.dacrianca
www.santegidio.org/
www.soldmoz.org.mz
www.solidar.ch
www.soproc.org.mz
www.terredeshommes.it
www.trentinomozambico.org
www.vgvong.webnode.pt
www.weeffect.se
www.wiwanana-mz.org

CREDITS

Collaboration:

João Sousa

Cover Illustration:

SOCIAL

Graphic Design:

SOCIAL

Organisations that participated in the consultation process:

Cabo Delgado

ActionAid Pemba
ADBG
ADPP Moçambique
ADELCD
AIFO
AMA
AMMCJ
AJOPCIVA
Ayuda en Accion
CARE
CCMCD
CEPCI
CEPSA
CESC
CIMA
CUAMM
FOCADE
Fundação AVSI
Fundação Azul
Fundação Wiwanana
Help Code
MONASO Pemba
MULEIDE
Oikos
Progresso
Sac Agribusiness Metuge
We World

Inhambane

ACCD
ACUDES
AGAPE

AJUDECI
AMREF
AMVIRO
APOSEMO Inhambane
Associação Bassopa
Boa Dia, Lda
Boa Gente Óleo de Coco
CARE Maxixe
Centro Terra Viva
Conselho Cristão de Moçambique
CTA Inhambane
FAFI
FOPROI
Helcose
IPSIA
Jogó
Khandlelo
Kuvanga
Machoco
Mahlale
Medicus Mundi
MLAL
Núcleo Provincial do SINTISIM
Plataforma UDAJA
SCAIP - SVI
Serviços Njale, Lda
Smile Moçambique
SUN
UTOMI
VUNECA

Gaza

ACAP
ACTIVA
ACVD
ADACUL
ADEMODI
AGAPE
AMVB
AJEG
AMODE
APROS
ATIGANE
CEFA
CDD
CEP / CTA

Cruz Vermelha Alemã
FONGA
Khensani
Kuwumbani
Lhuvukane
MUCHEFA
Pathfinder
Pfuneka
Save the Children
UTOMI
VISEKU

Manica

Plataforma da Sociedade Civil de Gondola
Rádio Comunitária de Catandica
Rádio Comunitária de Sussundenga
Rede Comunitária de Barué
Solidar Suisse
Swisscontact
União Nacional de Camponeses
Wixuttihana Consultoria e Serviço

Maputo

AAATC
ActionAid Moçambique
ADE
ADEL
ADEMO
ADPM
ADPP Moçambique
ADRA
ÁGAPE Onlus
Agricoltori Solidarietà e Sviluppo
Aid Global
Associação Cultural Girassol
Associação Cultural Xiluva Artes
Associação de Litigância em Direitos Humanos
Associação do Meio Ambiente
Associação dos Deficientes Moçambicanos
Associação dos Jovens Voluntários
Associação Nacional da Rapariga
Associação Saber Nascer
AMACO
AMBA
AMMCJ - ROSC

AMMD	Fundação AVSI	Parque Industrial Belulueane
AMOR	Fundação Fé e Cooperação	Parlamento Infantil
AMPCM	Fundação MASC	Parlamento Juvenil
AMPETIC	GDI	Plan International
AMREF	Girl Move	PLASOC
ANJE	GMD	Pro Consumers
Apoiar	Health4Moz	Progetto Mondo
ASCHA	Helpcode	Progresso
AVOMACC	Helpcode Itália	Projecto de Restauração do Gorongosa
CADE	Helpo	PSCM-PS
CAICC	Hikone	RAMBOG
Carbonsink the Sustainable Change	HOPEM	Rede da Criança
CCIFM	IdeiaLab	Rede das Mulheres Jovens e Líderes
CDD	IESE	Save the Children
Cegoc Moçambique, Lda	Incubadora do StandardBank	Salve the Children em Moçambique
Centro de Direitos Humanos da UEM	Instituto Nacional da Juventude	Sight Savers
Centro de Teatro Oprimido	Instituto Sindical de Cooperação Italiana	Talento
CESAL	International Youth Foundation	Terra Firma, Lda
CESC	ISCOS	Terre des Hommes Itália
CESC – Aliadas	ISPT	União Nacional de Camponeses
CESVITEM	Joint	VIDA
Child Fund Moçambique	Justa Paz	We Effect
CIES Onlus	Justiça Ambiental	We World – GVC
CISP	Khandlelo	WLSA
CNDH	Kulima	World Vision
Comunidade Sant’ Egidio – ACAP Onlus	Kulungwana	Word Wide Fund for Nature Moçambique
Conselho Cristão de Moçambique	Kutchindja	WWF
Conselho das Religiões	Lambda	young Women Leaders UEM
Conselho Nacional da Juventude	LDH	YWCA
Conselho Nacional do Voluntariado	LIVANINGO	
Cooperativa Luana Semeia Sorrisos	LVIA	Nampula
COLUAS	MEPT	ADP Mertola
CRI	MJL	AENA
CTA	MLAL	AEXMAC
CUAMM	MovFemme	AIFO
Diakonia	Movimento de Educação para Todos	APME
ESSOR	MUVA	APRODER
Facilidade – ICDS	NADEC	ASCS
FDC	N’weti	Associação dos Jovens Promotores da
FEC	Observatório Cidadão para Saúde	Cidadania Participativa
FEMME	Oikos	Associação Núcleo Juvenil Muecate
FMO	Oikos Itália	Associação Ophavela
FOMICRES	ORPHAD	Associação Oshutha Okhala Artes
FORCOM	OTHAMA	ADMN
Fórum da Terceira Idade	Oxfam	AJODEMO
Fórum Mulher	Oxfam em Moçambique	AVOTANA
Fundação Aga Khan	ORAM	

AVTG
Câmara Agrícola Lusófona
CESVITEM
CISP Moçambique
CUAMM
Facilidade
Fundação MASC
LVIA
Miruku Coop
MLAL
Ophenta
Oruwera
Ovarana Waxithiana Wampula
Plataforma da Sociedade Civil de Nampula
Plataforma de Muecate
Plataforma de Nacaroa
Rádio Televisão Rural de Namialo
Rádio Watana
Sight Savers
Solidariedade Moçambique
TdH

Niassa

AAAJC
ACODENIA
ADEMO Niassa
ASSANTE
Associação Cultural da Casa Velha
Associação Irmãos Unidos de Madimba
Centro de Pesquisa e Promoção Social
CESC
Clean My Village
Cooperativa de Jovens Empreendedores
Estamos
FAMOD
FOFEN
FONAGNI
SAMCom Cuamba
SAMCom Lichinga

Sofala

ACAMO
ACAP
ACFD
ADJM
ADS
ADM Sofala
AEXMAC
AGRICOA Coop
AJUCRE
AJULSID
AMACO
AMOR
AMPDC

ANACON
Anandjira
ASADEC
ASES
Associação Comercial da Beira
Associação de Ajuda Cristã
Associação Ecuménica Cristã
Associação Ecuménica Cristã
Associação Futebol Mais
Associação Janete
Associação Juvenil para Combate Contra
Desemprego
Associação Kupwashela
Associação Socorro Moçambique
Associação Takaezana
CAM
CEFA
Cegoc Moçambique, Lda
CESVI
Comunità di Sant'Egidio
Consortio Associazioni con il Mozambico
ESMABAMA
ESSOR
FH Association
FOPROSA
GMD
Grupo de Mulheres de Partilha de Ideias
HandhalP
Helpcode
Horizont 3000
ICEI
Kuwangisana – ADC
Light for the World International
MLAL
MOZDELCON
MULEIDE
NAFEZA
OJOLISC
ORAM
Plan International
ROSC
SOMBURO
SOPROC
TdH
Visão para o Desenvolvimento Comunitário

Tete

AAATC
ADELT
ADEMUCHA
AGACHO
APITE
ASA
Associação das Mulheres Paralegais
Associação Esperança Moçambique

Associação Rede Africana Juvenil
AVOZ
Conselho Distrital da Juventude
FAA
FROPONGE
GMD
Jhpiego
Kubecera
LDH
NAFET
Pathfinder
PLASOTE
RAMBOG
Rede de Associações de Cahora Bassa
Save the Children
Thimo La Chitukuko
União de Estudantes
União Provincial de Camponeses de Tete

Zambézia

AEZA
ADLI
ADOM
AMEM
AMUDHF
AMME
CELIM
CEP / CTA Zambézia
Comité Diaconal Evangélico para o
Desenvolvimento Organizacional
COSV
FONGZA
Gapi
ICEI
Ideário Hub
Invxt
Kukumbi
MozUp / Super Mentores
NAFEZA
NANA
PMO
PRODEA
Pro-Service
RADEZA
Save the Children
Tecnico
Terra Amiga
Terres Des Hommes
TESE
Unidos



Financiado pela
União Europeia

