

A Seminar Report

**"Mozambique: Opportunities for PVO
Collaboration in the Transition from
Relief to Development"**

September 26, 1990
National Press Club
Washington, DC

Organized By: Datex Inc
Funded By: USAID/Mozambique

Under Purchase Order No.
656-0217-0-00-0335-00

Datex Inc
Management by Design

Datex is an international management consulting firm specializing in *Management by Design*, an approach which brings practical solutions to critical management and decision-making problems in order to optimize organizational and individual performance. We offer client management expert assistance in strategic planning, organizational development, financial management, automated data processing, management information systems, project design, monitoring and evaluation, human resources development and training.

A certified 8(a) and Gray Amendment organization, Datex provides services to public, private, non-profit, and international organizations, in a range of sector areas including health, agriculture, population, education, communications and industry. Some of our clients include the U.S. Agency for International Development, the World Bank, the United Nations, NCR, Save the Children Federation, TechnoServe, Salvation Army World Service Office, the International Institute for Rural Reconstruction, Planned Parenthood Federation, CODEL, and the Enterprise Program of John Snow, Inc.

Datex is headquartered in the metropolitan New York area, with offices in Washington, DC and Cairo, Egypt, and affiliate offices in Pakistan and India. Our full-time staff and consultants are especially qualified to manage projects in developing countries, through experiences providing technical services in 3 regions and 26 countries.

PVO/NGO Initiatives Project

Datex manages the PVO/NGO Initiatives Project, a three year project funded by A.I.D.'s Africa Bureau. The objectives of the Project are to assist US private voluntary organizations (PVOs) and African non-governmental organizations (NGOs) in forming stronger partnerships, to promote increased collaboration and information sharing between US PVOs, NGOs, and A.I.D., and to build the institutional capacity of African NGOs, towards the goal of long-term sustainable development in Africa.

The Project serves as a focal point for PVO/NGO relations with the Africa Bureau, and facilitates coordination within A.I.D. and other bilateral and multilateral donor agencies working with NGOs in Africa. Project activities include facilitation of a Washington-based PVO Task Force, which allows an ongoing exchange of ideas between PVOs and A.I.D. at the headquarters level; design and implementation of field-based seminars involving PVOs, NGOs, and USAIDs in discussions on issues such as partnership and leadership; training workshops for NGOs in strategic planning, financial management, information systems, and advocacy skills; the Partnership Initiatives Fund, which provides small grants to PVOs and NGOs to initiate or further partnerships; and development of a database for A.I.D. on PVO/NGO activity. The Project is also conducting several studies and evaluations designed to learn more about the strengths and weaknesses of PVO/NGO project funding mechanisms, project design and implementation in order to learn more about PVO/NGO impact, strengths and weaknesses and to make recommendations on the basis of those lessons learned.

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Background of Mozambique's Economic and Political Situation

Mozambique currently suffers from the compound effects of years of underdevelopment, lack of human and financial resources in the years following independence, intermittent but severe drought, unsuccessful economic policies, and a prolonged insurgency which has displaced massive numbers of people and rendered normal life impossible for millions more. Of all these factors, the insurgency remains the key obstacle to recovery, and the prime cause of food insecurity and vulnerability to absolute poverty.

In spite of massive donor assistance and the gains made since the Government of Mozambique began its Economic Rehabilitation Program in 1987, Mozambique remains one of the world's poorest countries, with a per capita income of less than \$150 per annum. Food aid currently provides nearly 90 percent of marketed grains. Exports provide only 15 percent of the cost of imports, with the remainder being financed by donors. Donor support covers nearly half of budgetary expenditures. The forecast for the foreseeable future is bleak. Even with official grants, net new lending and extraordinary balance of payments support at almost \$930 million through 1993, Mozambique will have an annual financing gap of \$420 million per year. Taking debt rescheduling into account, current estimates indicate that the Government will need on average additional external assistance of \$110 million per year to meet its financial requirements under the Economic Rehabilitation Program. Very little will be possible without continued substantial donor support.

The quality of life of most Mozambicans has worsened as access to employment, education, basic health and other social services has declined. Controllable diseases and sicknesses such as diarrhea, measles, malaria and intestinal parasites are rife. Given the constraints imposed by the security situation, accurate data has been difficult to obtain, but an estimated 50 percent of all households are food insecure (World Bank, 1989). Infant mortality has been estimated at 200 per 1000 live births, and mortality for children under age five at over 300 per 1000, among the highest rates in the world (UNICEF, 1988.) Approximately 35 percent of the population depends on foreign aid to meet subsistence requirements. Population growth is estimated at 2.6 percent per year, and half of the population is under the age of 18.

The duration, extent, and particularly destructive nature of the insurgency have presented problems in assisting those affected by it. An estimated 2 million people have been displaced internally, and approximately another 1 million are refugees in neighboring countries. Another 1.8 million people are affected in some way by the insurgency, through trauma, physical disability, separation from family, loss of possessions and livelihood, and lack of access to basic services such as medical care and education.¹

Purpose of Seminar

In response to the Government's most recent appeal to the international donor community to move from purely relief activity to rehabilitation and development, USAID/Mozambique has designed a new PVO Support Project. The Project will assist

¹ USAID/Mozambique. Project Paper, Mozambique PVO Support Project (656-0217). June 1990

local communities in defining their needs and working towards their development, with PVOs and NGOs as facilitators. USAID/Mozambique and Datex agreed that a one-day seminar in Washington, DC would be a useful mechanism to inform PVOs about the situation in Mozambique and the objectives of the PVO Support Project, to encourage PVOs with needed areas of expertise to collaborate with each other in developing programs in Mozambique, and to clarify possible options for their involvement.

Acknowledgements

This report was written by Carolyn Reynolds of Datex Inc, under Purchase Order No. 656-0217-0-00-0335-00 with USAID/Mozambique. Datex would like to thank honored guests Sra. Graça Machel, Ambassador Valeriano Ferrão, and Sr. João Carrilho for their active support for and participation in this seminar. We would also like to thank David Mutchler and Aileen Marshall, USAID/Mozambique; Prexy Nesbitt, Mozambique Solidarity Office; Loretta Williams, Mozambique Support Network; Kathy Sheldon, UCLA Center for the Study of Women; and Ajit Dutta, Anne Drabek, Russ Webster, and Carolyn Reynolds of Datex, for their assistance in facilitating this seminar. The opinions expressed in this report belong to the speakers attributed, and do not necessarily reflect the opinions of the U.S. Agency for International Development (A.I.D.) or USAID/Mozambique.

I. EXECUTIVE SUMMARY

Summary of Proceedings

On behalf of USAID/Mozambique, Datex Inc organized and facilitated the seminar "Mozambique: Opportunities for PVO Collaboration in the Transition from Relief to Development" on Wednesday, September 26, 1990 at the National Press Club in Washington, DC. Distinguished guests present were Her Excellency Graça Machel; His Excellency Valeriano Ferrão, Mozambique's Ambassador to the U.S.; Sr. João Carrilho, Director of the Instituto da Formação Agraria, Government of Mozambique; and the Honorable Townsend Friedman, the new U.S. Ambassador to Mozambique. Anne Drabek, Leader of Datex's PVO/NGO Initiatives Project, chaired the seminar. Organized to inform the US community of private voluntary organizations (PVOs) about the current situation in Mozambique and their potential roles in the country's development process, the seminar was attended by representatives of 55 academic, policy, and development organizations, including 25 PVOs.

Sra. Machel and Sr. Carrilho each gave presentations about Mozambique's priorities for development in an economic, political, and social context. A video presentation entitled "Riding Out the Storm," co-produced by Alter Cine, Cooperation Canada Mozambique, and the National Film Board of Canada, gave the participants a visual picture of the devastation wrought on the country and its people by the insurgency, and of communities' continuing struggle towards achieving peace and development.

David Mutchler and Aileen Marshall of USAID/Mozambique discussed the USAID's broader country program objectives and the objectives of the new PVO Support Project. Presentations by country experts Prexy Nesbitt of the Mozambique Solidarity Office, Loretta Williams of the Mozambique Support Network, and Kathleen Sheldon of the UCLA Center for the Study of Women, contributed to the ensuing candid and informative discussion on issues related to PVO involvement in Mozambique's development process. Representatives of PVOs and other organizations working in Mozambique shared their experiences and lessons learned.

At the end of the seminar, Russ Webster of Datex led the participants in an exercise to review important observations made during the day's presentations and discussions. The participants proposed next steps that PVOs should take towards possible program development or strengthening current programs in Mozambique.

Main Themes of Discussion

Throughout the seminar, presentations and discussions returned to issues of collaboration. Both Sra. Machel and Sr. Carrilho emphasized the importance of taking a "shoulder to shoulder approach" to development efforts in Mozambique. US PVOs were encouraged to collaborate with each other and with local organizations in Mozambique in designing and implementing programs, and to make a long-term commitment to the country. Improving the coordination of efforts among the Government, donors, and PVOs/NGOs was deemed essential to avoid duplication of efforts and thus maximize the

impact of development programs. The participants explored various ways in which to facilitate such coordination.

Improving food security is Mozambique's first priority. Programs in health care, water supply, housing, and education are also essential as the displaced and refugee populations resettle and restart their lives.

The participants agreed that programming must begin to support Mozambique's transition from relief to rehabilitation and development. PVOs and donors alike must demonstrate sensitivity to the local situation and culture, and take the time to learn about the country, their selected region(s) of operation, and the communities' needs and capabilities. Strengthening of local technical expertise through training and transfer of skills to the grassroots level is critical to ensure sustainable development in Mozambique.

Follow-Up Initiatives

Participants' responses to the seminar were overwhelmingly positive and indicated the usefulness of the format and content of the discussions during the seminar in preparing PVOs to conduct their own follow-up activities. At the writing of this report, several PVOs had already begun to pursue specific ways in which they might contribute to Mozambique's development efforts. The following organizations have expressed to Datex their interest in Mozambique and in possibly working with other PVOs to design collaborative programs:

- **Agricultural Cooperative Development International**
Contact: Joyce LeMelle, Africa Region
- **Cooperative Housing Foundation**
Contact: Elliot Smith, Deputy Regional Director for Africa
- **International Medical Corps**
Contact: Myra Taylor, Director of Marketing
- **Salesian Missions**
Contact: Bob Chamberlain, Assistant Director
- **Volunteers in Technical Assistance**
Contact: Steve Hirsch, Director of Program Development
- **World Education**
Contact: Gill Garb, Senior Program Officer for Southern Africa

See Appendix C for organizations' addresses and phone numbers.

II. SUMMARIES OF PRESENTATIONS

Welcome Addresses

"Our main purpose is to explore what role PVOs can play in assisting the Mozambican people in their own development efforts. We hope through our dialogue today to foster practical approaches in which PVOs will enter into partnership with the Government of Mozambique, with Mozambican NGOs and community organizations, with A.I.D. and with each other.

Together, we can make this a significant stepping stone towards mobilizing our resources, and strengthening the bonds between Mozambique and the international development community."

Ajit Dutta, President, Datex Inc

"I am very glad to see old faces and new faces, as this means there is a renewed interest in Mozambique. Today we should do our best to work to improve relations between the U.S. and Mozambique, and between organizations, with emphasis on the important people-to-people links that PVOs create."

His Excellency Valeriano Ferrao, Mozambican Ambassador to the U.S.

Keynote Speaker: Her Excellency Graça Machel

A leader in Mozambique's development process, Sra. Machel is spokesperson for the Foundation for Community Development. From 1975 to 1989 she served as Minister of Education and Culture. She is a member of the Central Committee of Frelimo, the ruling party, and also serves as Deputy of in the People's Assembly. Sra. Machel also is a member of the National Secretariat of the Organization of Mozambican Women, President of the Mozambican Children's Association, and President of the UNESCO affiliate in Mozambique.

Sra. Machel gave the audience a general picture of the Mozambican efforts to transform short-term remedies into long-term development and stressed her interest in learning about the US PVO community.

Political Changes. Sra. Machel cited fundamental political and social changes now taking place in Mozambique. The Government has decided to adopt a multiparty system which will allow parties to participate legally in national debate on central issues. The Government is also encouraging movement towards a market economy. As conditions for democracy broaden, Sra. Machel believes everyone will have the opportunity to participate in the development process. Given political changes in the region, especially

in South Africa, the Government hopes soon to reach an agreement with Renamo to end the war.

Resettlement efforts. Peace will also bring more challenges for Mozambique. Millions of Mozambicans are displaced from their villages, and countless others are captive in the areas now controlled by Renamo. At least 1.5 million Mozambicans are refugees in neighboring countries. Sixty-five percent of the population lives in absolute poverty. The Government expects that by next year, more than 2 million Mozambicans will need support to restart their lives. It will take many years to fully meet this challenge.

Priority: Food Production. Where millions are starving, the first priority is a stable and accessible food supply. Through development of community programs for food production, the Foundation wants to reduce Mozambique's dependency on outside sources. "To be proud of ourselves, to look at ourselves in dignity, we need to provide our own food," Sra. Machel said. Health, water supply, and housing improvement programs are also priorities.

Providing communities with access to new knowledge and technologies will be a key step in giving people the ability to solve their own problems and to improve their standard of living.

The Foundation for Community Development and Collaboration with NGOs. Sra. Machel spoke at length about The Foundation for Community Development, a resource being developed by a group of Mozambicans in support of community-based initiatives. Despite the efforts of the Government and the private sector, there will be a need for NGOs to support rural communities, helping people to define what they would like to do, their priorities, and what methods they would like to use to solve their problems. NGOs can support the country's efforts to help people to reorganize their lives and start on their own feet. Together with NGOs, the Foundation wants to become a partner with communities, especially the poorest ones, so that they develop the capability to participate in the country's movement towards democracy.

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Graça Machel

The Foundation's role will be to provide communities with the necessary support to define their own process and pace of development. The Foundation will support initiatives to help families reunite, and to help reorganize communities and the cultural links between communities. The Foundation's goal is to see the local communities become strong base organizations, which in turn will develop and strengthen their internal structures to take control of their own development. Also, through proper training, the Foundation aims to transfer management of funds, program planning and implementation to the communities themselves.

The Foundation is also open to permitting PVOs and NGOs with other resources to use the Foundation as a vehicle for their program implementation. The Foundation is

currently in its planning stage, but is already mobilizing community development efforts in at least two provinces.

Due to the high level of poverty that exists, Sra. Machel foresees a necessary period of support for the communities before introducing such approaches as savings mobilization and credit schemes. However, an important part of the Foundation's training will be teaching communities how to establish credit, how to save and re-invest their resources, so that they work towards independence from external sources of aid and participate in paying back the investments that have been made in their community.

Solidarity. The Foundation hopes to mobilize national solidarity, influencing wealthier Mozambicans to join in their country's development efforts. Sra. Machel stressed that Mozambicans must be the first ones to face their country's problems and support their own efforts. "As a matter of national pride, we must strengthen our national identity, and reduce this dependence on external aid," she said.

Sra. Machel feels that this "shoulder-to-shoulder" cooperation among the Government, PVOs, NGOs, and community organizations will work for Mozambique. She welcomes US PVO collaboration in Mozambique's development efforts.

João Carrilho, Director of the Instituto da Formação Agraria, Government of Mozambique

As director of the Instituto da Formação Agraria, Sr. Carrilho directs the Government's national agricultural extension training program. Previously, he served as the Government's National Director for Rural Development.

Repatriation and resettlement. Where possible, the Government is trying to return people to their native villages. Often, refugees must stay in resettlement areas for long periods before they are able to return home. Where those villages no longer exist, the people are forced to relocate. The key is to resettle people as quickly as possible so that they can start up food production. The Government is providing seeds and tools, as well as building schools, preparing teachers, and providing child health care services. However, these efforts are inadequate to serve the enormous number of resettling Mozambicans.

Effects of the war on the country's resources. In addition to the displacement of people, Mozambique's rural marketing networks have been reduced by about 50 percent in the last 5 years of conflict. Unpredictable attacks from Renamo forces have made transport and communications extremely risky in many areas of the country. Terms of trade discriminate against the rural markets.

The people's access to resources, especially land, has been reduced considerably. Cultivated land per family used to average 1.2 acres; now the average among the

displaced population, which represents more than 50 percent of the rural population, is .5 acre per family. Although the land tenure law allows free land for self-sufficient production, the bureaucratic process of granting title deeds is a complicated and slow one. The quality of arable land available for cultivation has also diminished.

Displaced Mozambicans have had to learn to face often dramatically new environments - such as moving from very rainy to dry areas. It is difficult to learn to solve the new problems associated with farmers' displacement, and agricultural extension is not yet so developed to deal with this adequately. As a result, nutrition standards are very low. Health and education networks have also decreased by 30 percent since the war began.

Sr. Carrilho noted 4 key factors to consider with regard to the country's economy: Mozambique's dependency on external aid in almost every sector; the dualism of economic growth, whereby the poor have become poorer, while those who previously had some profit-making opportunities are now making huge profits; a weak agricultural sector, both in terms of operators and institutions; and the large economic imbalances that exist from region to region.

Effects of the War:

Cultivated land has decreased from an average of 1.5 acres to .5 acres per family. Health and education networks have decreased by 30 percent.

PVO/NGO Programming. There are now around 120 PVOs/NGOs operating in Mozambique, mostly in emergency activities, for a program total of about \$90 million between 1988-1990. ² The Government has approximately a \$20 million operating budget for NGOs. However, only about 15 percent of PVOs have properly coordinated arrangements with the Government. The systems in place for monitoring and evaluation of projects are very weak and need to be improved.

Sr. Carrilho sees a disturbing absence of people's participation in the transition from relief to development and a seemingly low priority given to socio-economic studies. He also noted concern that some PVOs and NGOs are using the very "top-down" approach that the Government is working to change.

Mozambique is looking for partners who can help the people take charge of their own development.

Sr. Carrilho welcomed PVOs to start up programs in Mozambique, but requested that they prepare well before doing so. He encouraged PVOs to implement long-term programs, in areas where they have proven grassroots experience, and to place an emphasis on using as much

²Directory of Non-Governmental Organizations Active in the Field of Disaster Relief and Rehabilitation in Mozambique, UNDRO: 1990.

local technical expertise as possible. Technical training, as well as training in management and leadership skills, are crucial to development at the local level.

PVOs at the village level. In response to PVO questions about the feasibility for PVOs to establish village level operations, Sr. Carrilho stressed that it was not only feasible but desirable for NGOs to work at the village level in order to work towards sustainable development. Problems and dangers continue to exist, but PVOs can operate effectively at the village level provided that they approach their local situation with caution, taking time to learn about the area in which they will be working and how they can best fit in. Three examples of PVOs operating at the village level are: World Vision's operations in Tete Province, Médecins sans Frontières in Zambezi Province, and Save the Children in Ganza Province. PVOs should also examine possibilities for working through local partner organizations who are already operating there.

Introduction of technical capabilities into rural areas. There are a number of Mozambican initiatives, through groups such as the Mozambican Red Cross and many church organizations, in developing rural technical capabilities, including health care services, building fuel-efficient stoves and handpumps, etc. However, the predominance of emergency response and relief activities that have been carried out thus far have resulted in limited progress in developing necessary technologies. There is a definite need for foreign PVOs with strong technical capabilities to provide this kind of crucial information and technical assistance to indigenous groups.

Prexy Nesbitt, Senior Consultant, Mozambique Solidarity Office

Prexy Nesbitt is the senior consultant in the United States for the Government of Mozambique. He has served as Associate Director of the American Committee on Africa, a board member of TransAfrica, and Chair of the state-wide Coalition for Illinois Divestment from South Africa (CIDS).

Building on earlier comments, Mr. Nesbitt described how during the years 1975 - 1980, Mozambique saw a period of tremendous growth and development. This period of progress clearly showed that Mozambique has the natural resources to support itself; Mozambique should not have to import food into its rich agricultural areas, such as Zambezi province, which is historically one of the breadbaskets for the southern Africa region. Three key points that Mr. Nesbitt asked the group to consider about Mozambique:

- **The war is one of destabilization.** The conflict in Mozambique is not a civil war, but one of destabilization. The source of the crisis is outside of Mozambique, in South Africa.

- **Resiliency of the people and culture.** Mozambicans have a strong tradition of resistance that has been key to the country's survival, and the US can learn a great deal from the richness of Mozambican culture.
- **Focus on partnership.** Mozambique is not looking for handouts from the international aid community; rather, the country is looking for partners who can help the people take charge of their own development.

Mr. Nesbitt offered his expertise and assistance to any organizations in facilitating their contacts with the Government and in subsequent programming efforts.

Loretta Williams, Co-Chair, Mozambique Support Network

A sociologist and activist, Dr. Loretta Williams is co-chair of the Mozambique Support Network (MSN), a national organization promoting greater understanding and furthering people-to-people diplomacy between the United States, Mozambique, and southern Africa in general.

Also referring to the previous comments, Ms. Williams stressed Mozambique as a story of both **problems** and **promise**. She feels strongly that the US has much to learn from Mozambicans, especially from their resilience as shown in their continued struggle against a terrifying and devastating war.

Concerning possibilities for PVOs, she cited Cooperation Canada Mozambique (COCAMO) as an excellent example of the kind of coordination in development that is needed from PVOs, to work in concert with each other and with the Government. She echoed the Mozambicans call for emphasis on rural projects with a single regional focus, such as COCAMO's concentrated program in Nampula Province; for skills transfer to these areas; and that PVOs make a long-term commitment to programming in Mozambique.

Kathleen Sheldon, UCLA Center for the Study of Women

As an affiliated scholar with the University of California-Los Angeles (UCLA) Center for the Study of Women, Dr. Kathleen Sheldon lectures on issues concerning the role of women in Third World development, with specific focus on African women. Her dissertation research investigated working women in Beira, Mozambique.

Ms. Sheldon stressed to the PVOs the importance of considering gender issues in their programming in Mozambique. This is especially true in agriculture, where at least 60 percent of agricultural workers are women, and at least 80 percent of women's work is in the agriculture sector. Agricultural cooperatives, better known as "green zones", are comprised of over 95 percent women workers. Both urban and rural women are included, as most urban women also have plots of land.

Mozambican women have clearly not had the same access to opportunities as their male counterparts. This is exemplified by the much higher illiteracy rate among women: as high as 75 percent, 25 percent higher than that among men. In rural areas, well over 90 percent of women over 20 are illiterate.

There is need for integrated training programs to improve the situation of women. In a visit to Beira's "green zones", Ms. Sheldon learned of a special women's program that included a child care center, literacy and math classes, agriculture classes, and provision of seeds and tools. Several women participants were then hired as liaisons to ensure that their training would contribute to future development projects. This type of integrated program meets the needs of women who are responsible for their agriculture work as well as taking care of their families, and who face the cultural limitations of their sex. She suggested that several PVOs who have different skills could collaborate on such a program, as in the example of COCAMO's work in Nampula province.

Ms. Sheldon said that the Mozambican women are interested in seeing their situation change, despite cultural traditions. They want to see men contribute more to the manual labor. They realize that they have earned the right to work the land, but still cannot legally own it. They also realize that they have a long struggle ahead of them before these changes occur.

Sra. Machel commented that the women have this awareness, and that the next step is to take the women to a level of advocacy for their rights. She thinks that the Organization of Mozambican Women (OMM) can work harder on this. It is important to educate men and build their support and understanding of women's issues, rights and equality. Program emphasis on women, and on gender issues in general, will help to build a balance of empowerment and support in the family structure.

To avoid infringing on cultural norms, PVOs must conduct studies before implementing programs, and learn from the unique situations and traditions in each area. Sensitivity and humility on the part of the PVOs is important, as is time to allow research and sharing of information among PVOs and other groups with experience in a particular region. Universities, UNDP, UNICEF, other donors and PVOs, and the indigenous NGOs are all potential sources of information.

Program emphasis on women, and on gender issues in general, will help to build a balance of empowerment and support in the family structure.

Several individuals with experience in Mozambique also stressed the need to train women as extension agents, instead of just men, and advised PVOs to give women management roles in their projects where possible, as they will be working mostly with women laborers.

III. USAID/MOZAMBIQUE PROGRAMS AND THE PVO SUPPORT PROJECT

Overview of Priorities and Programs

David Mutchler, Deputy Director, USAID/Mozambique

In 1984, A.I.D. came into Mozambique in an emergency mode in response to a devastating cyclone, re-establishing agency ties with Mozambique. The USAID program is still operating in this emergency mode, through a large food aid program. PVOs have also come in to Mozambique in response to the devastation caused by the armed insurgency. Government has welcomed bilateral, multilateral, and PVO assistance, but has been faced with a tremendous challenge to coordinate all of these sources of assistance. Mozambique is critically dependent on foreign assistance: it receives over \$1 billion per year in foreign aid and debt relief, its total exports earn about \$100 million per year in foreign exchange, and its total import bill is over \$1 billion. The Government wants to lessen its dependency on foreign aid and become self-sufficient. In response to this, USAID is developing a longer-term development strategy which will respond to Government requests, once peace is established, to grow food and generate much-needed exports to build its economy.

USAID/Mozambique's aid program for Mozambique is its largest in sub-Saharan Africa. A.I.D. is one of the largest bilateral donors in Mozambique. USAID/Mozambique's FY 90 budget of \$160,000,000 was allocated as follows:

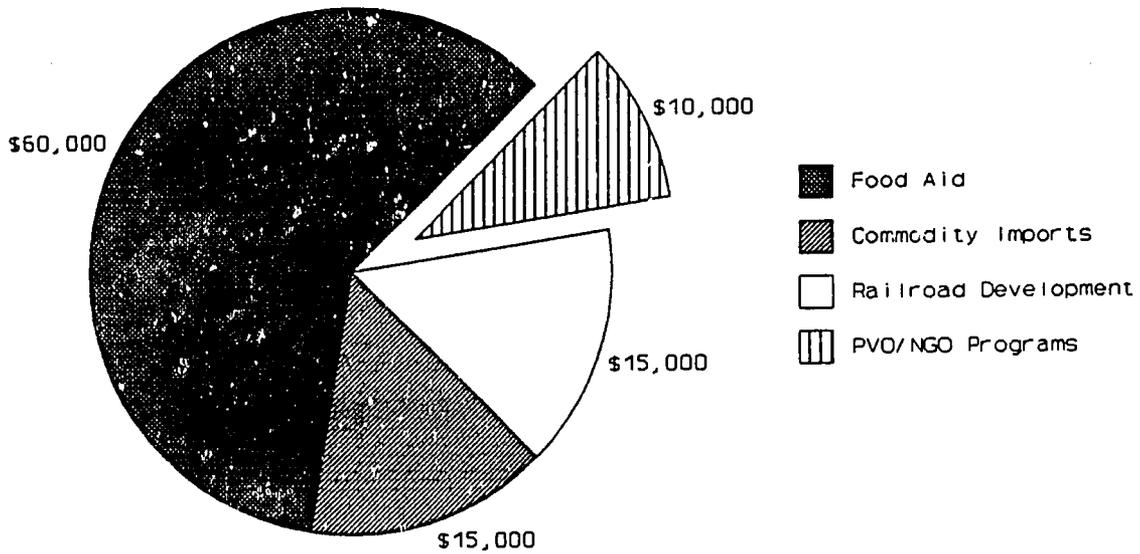
\$50-60,000,000: Food aid. Two-thirds of food goes into urban/commercial areas, and 1/3 is for free distribution through the DPCCN and PVOs.

\$15,000,000 - Commodity import program. Importing fertilizers, seeds, etc with local currency for private Mozambican farmers.

\$15,000,000 - Railroad system re-building program. This includes rehabilitation of diesel workshops and buying new locomotives. Mozambique's future depends on its role as a service economy for region, providing transport of goods from landlocked states to Indian Ocean ports.

\$10,000,000 - PVO/NGO programs. The new PVO Support Project was funded at almost \$6 million this year. The Project currently supports six PVOs. Other programs involving PVOs include a pilot child survival program in Zambezia province, and prosthetics assistance programs.

Figure 1: USAID/Mozambique Program Funding by Sector



* Data provided by USAID/Mozambique

USAID wants to see PVO projects that show **collaboration** with indigenous groups and that can clearly **communicate** their impact on improving local food security and technical capability. PVOs should be able to establish baseline data and monitor their progress in helping communities become self-reliant. For A.I.D. funding levels to be as generous as they have been in the past, they will have to demonstrate to Congress strong evidence of program success.

PVO Support Project

Aileen Marshall, Project Development Officer, USAID/Mozambique

The PVO Support Project was designed in response to the Government's appeal to move from relief to rehabilitation, and supports the goal of increasing food security for Mozambique. The Government wants PVOs and NGOs to facilitate local community efforts to identify and meet their needs. An important goal of this project will be the transfer of knowledge and skills to the local level; to ensure that PVO projects will be sustained by local organizations.

The three priority categories under the project are: provision of services for humanitarian and social welfare; increase of agricultural potential; and creation of income generating opportunities. USAID would like to move emphasis from the first to the second and third categories as the security situation stabilizes. The project is aimed at assisting the displaced and otherwise war-affected population, who comprise most of the rural population and possess rural-based skills.

In FY 1990, grants were made to PVOs who had previously been funded by A.I.D.'s Office of Foreign Disaster Assistance (OFDA), in support of on-going activities in Mozambique. PVOs who want to work in Mozambique will need to sign an agreement with Government's Ministry of Cooperation, and coordinate with the Government where they will work, what they will do, and what their program objectives will be. Ambassador Ferrão and Prexy Nesbitt can assist PVOs in making contact with the Government.

USAID will require PVOs to conduct baseline surveys, in order to learn about the communities where they want to work and to identify community needs, capabilities, and potential. Greater understanding of communities will be crucial to the transition from purely emergency response. Interested PVOs are encouraged to submit concept papers for their proposed projects to make sure they fit within the parameters of the project. PVOs can contact Aileen Marshall in Maputo or Sidney Bliss in A.I.D./W for assistance.

Ms. Marshall suggested that PVOs new to Mozambique may want to look into cooperation with existing PVOs/NGOs and form partnerships with them.

IV. DISCUSSION

In addition to a question and answer period following each presentation, a longer discussion period during both the morning and afternoon sessions gave all of the participants ample opportunity to join the discussion and raise other issues of concern. Following is a summary of the main issues that are not addressed elsewhere in the report.

Legal status for NGOs. Sra. Machel commented that while there is no tradition of NGOs in Mozambique, legislation is being written to establish a procedure which will allow NGOs to organize and participate fully in the development process. Many indigenous NGOs are working already. The Government is also striving for increased autonomy for the new NGO community.

PVO - Government coordination. The Government currently operates a major emergency food and relief supply distribution system through the Ministry of Cooperation's Department for the Prevention and Control of Natural Calamities (DPCCN) under the coordination of the National Executive Committee for the Emergencies (CENE). CENE holds bi-weekly meetings among all the organizations involved in relief work in order to coordinate efforts and discuss solutions to problems.

Tom Getman of World Vision cited his organization's difficulty in Zambezi province in being able to adequately monitor the movement of goods from warehouses to points of distribution in the rural areas, due to Government restrictions that prevent the World Vision staff from going to the field in many areas of conflict. There is currently disagreement between the PVOs and the Government over how much of the PVOs' operations should shift to the field. Getman feels that it is necessary to work to remove these blockages, so that field staff can get to the points of need and be able to deal directly with communities.

Sr. Carrilho agreed that improvements need to be made in reporting and in coordination efforts, and that new mechanisms may be needed to facilitate this coordination with so many scattered organizations. However, he stressed the importance of continued work towards coordinated solutions. The Government believes that such coordination is essential, primarily to avoid duplication of efforts.

Government - Renamo Negotiations. In response to a question on the state of the peace negotiations, Sra. Machel explained that Renamo's unpredictable actions have slowed down the peace efforts. Negotiations had seemed to be moving along well during two rounds of negotiations earlier this year. Renamo decided to reject the invitation to a third round of talks and then stepped up its attacks, especially near urban areas. Meanwhile, she supports the Government's current efforts to create the necessary social, legal, and political climate to facilitate peace.

Import tax exemption for PVOs. It can be a quite difficult and lengthy process to obtain import tax exemption status. Any requests for this can take several months to process. This issue is currently under discussion between A.I.D. and the Government of Mozambique.

Eric Schulman of the Institute for Transportation and Development Policy suggested that PVOs try to procure goods locally whenever possible, to help the local economy and avoid the high duty imposed on imported goods. Receiving organizations should also be aware that they may have to cover the duty costs of donations brought into the country.

World Bank collaboration with NGOs. Wolfgang Springer of the World Bank briefly described the Bank's new Social Dimensions of Adjustment (SDA) Project in Mozambique. The Bank is very interested in working with NGOs and in assisting with the proliferation of community development projects. The goal of the SDA project is to introduce and to transmit the experiences of NGOs to various Government ministries. The Bank has been in contact with the Ministry of Cooperation in the beginning stages of this project, and Mr. Springer expects the Bank to engage in intensive discussions with the NGO community.

V. PVO EXPERIENCES IN MOZAMBIQUE

With emphasis on the importance of sharing of information and coordination to strengthen the impact of development assistance, representatives from several PVOs and other organizations who currently have programs in Mozambique discussed their

program objectives, successes and difficulties. This informal sharing of lessons learned from the field will be beneficial for organizations in their program planning.

Jalal Ali, USA for Africa - USA for Africa has funded a large portfolio of PVO/NGO programs in Mozambique. Mr. Ali has seen a disturbing lack of coordination among PVOs in Mozambique, and feels that PVO involvement has had some negative effects for the country. The brightest Mozambican professionals are often hired by the PVOs, who can offer greater salaries and benefits, a practice which undermines the capability of public institutions. PVOs also often exhibit a lack of willingness to work with the Government, desiring "high profile" projects and direct access to high officials. Questioning some PVOs' commitment to institutional development, Mr. Ali has preferred working with co-operatives and small-scale groups and projects. He would rather see PVOs assist existing NGOs instead of coming in and creating new structures that are often duplicative and impose a further strain on local resources.

Tom Getman, World Vision - World Vision has worked in Mozambique since 1984 in Zambezia and Tete Provinces. Its programs include an agricultural recovery program, including materials distribution, training, and extension; a child survival program, including immunization, ORT, nutrition, and primary health care training; and emergency relief, which includes over \$15 million in food aid distribution, and emergency airlifts of food, medical, and agricultural supplies to malnourished communities isolated by the war. This program is both costly and dangerous, but World Vision has a long-term commitment to Mozambique. More discretionary money would allow World Vision to increase its program scope.

Frank Catania, Save the Children/US - Save's relief and development programs in Gaza Province comprise child survival, including immunizations, ORT, nutrition, and primary health care training; agricultural recovery and extension training, and small scale enterprise development. Under the Traumatized Orphans Project, Save assists the Government of Mozambique in operating programs in family unification, trauma counseling, and training. Save has had good cooperation with the Government in its efforts; however, problems with security in the rural areas have limited areas of operation.

Health Volunteers Overseas/Save the Children Partnership. - These two organizations have created a partnership in the Prosthetics Assistance Project, training Mozambican physicians to provide care and treatment for amputees. Save provides housing, offices, support, and its presence in-country to assist HVO, which does not have an in-country presence, while HVO provides trained medical personnel. Both organizations feel that their partnership has been beneficial.

Kevin Lowther, Africare - In 1984 Africare started its operations in Mozambique with a \$100,000 anonymous donation specifically for that purpose. Operations were first started up from Harare, and over a two year period, staff learned about the country and its people, something he feels is critical for new PVOs to consider. Africare took the time to educate its constituency about Mozambique and develop a strong donor base for that country's program, without which they could not stay in Mozambique.

Africare's work in Sofala Province has centered on small-scale irrigation and agricultural development in the Beira green zones; construction and rehabilitation of wells in settlements for displaced people; and distribution of seeds to displaced and drought-affected farmers. Housing its office in Beira has been beneficial with respect to transport of goods to outlying districts, developing closer working relationships with provincial and district leaders, and minimizing administrative costs. Mr. Lowther encourages PVOs to spread their resources into different areas, while still maintaining coordination.

Africare's candor in letting the Mozambicans know that it could not commit too many resources to the country was well-appreciated by the Mozambicans. PVOs new to Mozambique can learn from this experience. Mr. Lowther advises PVOs to send personnel who have practical skills and a concrete contribution to make to the local community. PVOs must accept the challenge of working with the Government bureaucracy and have patience with frequent delays. It is also very important to realize that to work in an emergency mode means that you are always "on-call" .

Michael O'Connor, Cooperation Canada Mozambique (COCAMO) - COCAMO is a consortium of 21 Canadian NGOs working in Mozambique. COCAMO was formed in 1988 in response to a Government appeal for coordination. This posed a challenge to all of the groups to grapple with the issue of collaboration. The organizations needed to come together as partners, and develop common programming principles.

COCAMO's program operates in Nampula province, and includes health care training, rehabilitation of schools, building dormitories, and providing small industries with business strategies and management training. This is a low-cost program with tremendous long-term effects.

The COCAMO consortium has a broad range of members, and it has opened up new perspectives on development. Pooling their resources has created a strong development education program, including an extensive information kit, tours, a video, etc. Collaboration has also strengthened the groups' voice vis-à-vis the Canadian International Development Agency (CIDA), their primary funder.

"Consortium fatigue" is a negative aspect of this approach, as Canada now has several country-based consortia. Organizations differ on approaches to program restructuring, and many agencies still feel that they need "to have their flag in the ground" in order to have direct knowledge of the situation in-country.

VI. SUMMARY OF OBSERVATIONS AND NEXT STEPS

At the end of the seminar, the participants reviewed the points discussed and commented on steps that the organizations, both individually and collectively, should take next. Following is a summary of the important points raised:

- It is possible for PVOs to work in Mozambique despite the conflict. They should take time to learn where and with whom they will be working, to learn from the

experiences of other PVOs, local NGOs and the Government. Coordination of development efforts with the Government and local groups is critical to make the maximum impact.

- PVOs must be sensitive to the Mozambican culture, and should go out and learn about the country. Mozambique is a large country with 20 languages and 90 dialects, and each regional situation is very different.
- PVOs should discover what local capabilities and structures already exist and see how they can best work with and assist them. Both Mozambicans and Americans stand to benefit from the creation of working partnerships. PVOs should make a long-term program commitment to Mozambique.
- Both PVOs familiar with and new to Mozambique should look at one another's strengths and weaknesses to see how they can complement one another's programs. Areas of collaboration that might be explored are in skills transfer, institutional development, food aid, and development education.
- PVOs should explore potential links between the COCAMO consortia and InterAction, the US PVO consortia.
- Programs whose objective is food security are vital if Mozambique is to move out of an emergency mode and lessen its dependency on outside sources of aid.
- PVOs should seek opportunities to enhance the role of women in their programming and place women in leadership roles.
- PVOs should explore how they can develop partnerships with the Foundation for Community Development. Ricardo Silvira of the World Bank pledged to draw the Bank's attention to this initiative.
- Making the transition from relief to rehabilitation and development is a crucial step for Mozambique, and PVO programs, including food aid, should work towards this. Transfer of technical skills to the local level must be a focus of programs in order to achieve sustainable development.

APPENDIX A
SEMINAR AGENDA

"Mozambique: Opportunities for PVO Collaboration in the Transition From Relief to Development"

**Wednesday, September 26, 1990
Zenger Room
National Press Club
Washington, DC**

AGENDA

Chair: Anne Drabek, Datex Inc.

Morning Session

- 9:00 - 9:30** **Registration and Coffee**
- 9:30 - 9:45** **Welcome**
- **Ajit S. Dutta, President, Datex Inc.**
 - **His Excellency Valeriano Ferrão,
Mozambican Ambassador to the U.S.**
- 9:45 - 10:15** **Partners in Mozambique Development**
- **Her Excellency Graça Machel**
 - **Sr. João Carrilho, Instituto da Formação Agraria,
Government of Mozambique**
- 10:15 - 10:45** **Video, "Riding Out the Storm"**
- 10:45 - 11:00** **Coffee Break**
- 11:00 - 11:30** **Mozambique: Perspectives on Development Efforts**
- **Prexy Nesbitt, Mozambique Solidarity Office**
 - **Loretta Williams, Mozambique Support Network**
- 11:30 - 12:30** **Discussion**
- 12:30 - 1:30** **Lunch - Private Dining Room**

Afternoon Session

- 1:30 - 2:00 External Donor Assistance and the A.I.D. Program
- David Mutchler, Deputy Director, USAID/Maputo
- USAID/Maputo PVO Support Project
- Aileen Marshall, Project Development Officer
- 2:00 - 2:30 Discussion
- 2:30 - 2:45 Women in Mozambican Development
- Kathy Sheldon, UCLA Center for the Study of Women
- 2:45 - 3:00 Discussion
- 3:00 - 3:15 Coffee Break
- 3:15 - 3:45 Approaches and Lessons from the Field: PVO Experiences
- 3:45 - 4:45 Discussion
- 4:45 - 5:00 Wrap-up Session/Discussion of Next Steps
- Russ Webster, Datex Inc.
- 5:00 Closing Remarks
- H.E. Graça Machel

APPENDIX B

LIST OF SEMINAR REFERENCE MATERIALS ON MOZAMBIQUE

SELECTED LIST OF SEMINAR REFERENCE MATERIALS ON MOZAMBIQUE

Directory of Non-Governmental Organizations Active in the Field of Disaster Relief and Rehabilitation in Mozambique, Office of the United Nations Disaster Relief Coordinator (UNDRO): March 1990.

Gersony, Robert. Summary of Mozambican Refugee Accounts of Principally Conflict-Related Experience in Mozambique, U.S. Department of State, Bureau for Refugee Programs: April 1988.

Gross, Daniel. Mozambique Social and Institutional Profile: Report and Annotated Bibliography, U.S. Agency for International Development: August 1989.

LaMunier, Charles. The Emergency Response in Mozambique: Priority Requirements for the Period 1990-91, United Nations/UNICEF Special Emergency Programs: March 1990.

Mozambique: Apartheid's Second Front A Resource Kit, Cooperation Canada Mozambique and Canadian Council for International Cooperation, Ottawa: 1988.

* Author's note: This kit contains a more extensive list of print and audiovisual resources available on Mozambique. Contact COCAMO for more information.

Mozambique: Country Program Strategic Plan, FY 1990 - 1992 (Unclassified). USAID/Mozambique: March 1990.

Mozambique PVO Support Project (656-0217) Project Paper (Unclassified). USAID/Mozambique: June 1990.

"Secretary-General and Mozambique's Prime Minister Address Special Meeting on Emergency Assistance to Mozambique," United Nations Department of Public Information, News Coverage Service, New York: 26 April 1990.

"Special Meeting on Emergency Assistance to Mozambique Concludes: Delegates Reiterate Their Government's Commitments To Help," United Nations Department of Public Information, News Coverage Service, New York: 26 April 1990.

APPENDIX C

LIST OF SEMINAR PARTICIPANTS AND CONTACTS

Mozambique: Opportunities for PVO Collaboration in the Transition From Relief to Development"

Wednesday, September 26, 1990

Participants

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Russell Webster, Co-Facilitator
Carolyn Reynolds, Seminar Coordinator/Rapporteur

USAID/Mozambique

David Mutchler, Deputy Director
Aileen Marshall, Project Development Officer

Distinguished Guests and Presenters

Her Excellency Graça Machel
His Excellency Valeriano Ferrao, Mozambican Ambassador to the U.S.
The Honorable Townsend Friedman, U.S. Ambassador to Mozambique
Sr. Joao Carrilho, Instituto da Formaçoao Agraria, Government of Mozambique
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