

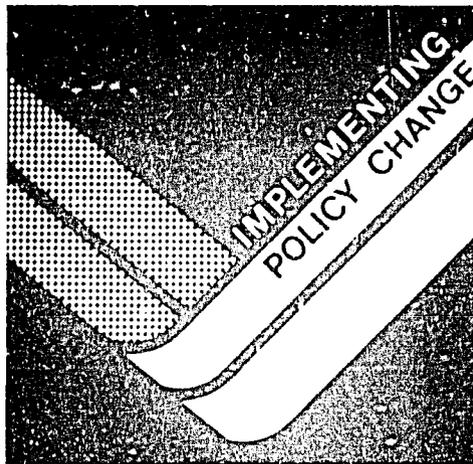
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# SUPPORT TO DECENTRALIZATION AND CIVIL SOCIETY IN MOZAMBIQUE

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September 1995



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(lead contractor)

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United States Agency for International Development  
Global Bureau, Center for Democracy and Governance  
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# **Support to Decentralization and Civil Society in Mozambique**

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September 1995

Implementing Policy Change Project

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## LIST OF ACRONYMS

AAI	African American Institute
AMRU	Associação Mocambicana para o Desenvolvimento da Mulher Rural (Mozambican Association for the Rural Development of Women)
ASDI	World Bank and Swedish Government
AWEPA	Association of European Parliamentarians
CBO	Community-Based Organizations
DIP	Democratic Initiatives Project
GDO	General Development Office
GRM	Government of the Republic of Mozambique
IPC	Implementing Policy Change Project
MAE	Ministry of State Administration
MULEIDE	Associação Mulher, Lei e Desenvolvimento (Women's Association for Law and Development)
NDI	National Democratic Institute for International Affairs
NGO	Non-Governmental Organizations
OJM	Organization of Mozambican Youth
OMM	Organization of the Mozambibian Women
ONP	Organizacao Nacional dos Professores
PVO	Private Voluntary Organizations
UNDP	United Nations Development Program
WAKHELA	Mulher, Educação e Desenvolvimento (Women, Education, and Development)

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## EXECUTIVE SUMMARY

In August, 1994, Mozambique's Legislative Assembly (AR) approved a new municipality law. The 1994 decentralization legislation provides an initial framework for the Government of the Republic of Mozambique (GRM) and civil society to begin a national discussion on the devolution of authority from a highly centralized national government to structures on the municipal (local) and provincial level. Decentralization of authority in Mozambique is important, as it is an integral part of the wider national reconciliation and rehabilitation process to consolidate the 1994 Rome Peace Accords.

USAID/Mozambique has played a critical role in assisting Mozambique's recovery and rehabilitation, as well as the country's efforts to strengthen and sustain its new democratic institutions and develop its civil society. Decentralization efforts in Mozambique require a complex process, given the country's lack of institutional experience with decentralization and limited human resource base, therefore the Mission decided to use the process-oriented methodological approach of the Implementing Policy Change Project (IPC).

Management Systems International (MSI), the contractor administering the IPC Project sent a two-person identification team, J. Michael Turner and Yolanda L. Comedy, to Mozambique (August 7-August 25, 1995). The team evaluated with the Mission, the GRM and Mozambican civil society representatives conditions for initiating an IPC exercise in Mozambique to consider the implications and impact of the decentralization effort. The Mission also commissioned a decentralization desk study, Decentralization Strategy Design: Complementary Perspectives On A Common Theme by Ronald W. Johnson (Research Triangle Institute). The recommendations of the present report are a result of the team's findings and the commissioned study.

Emphasizing the importance of process and collaboration among host country participants, Implementing Policy Change could predicate a consultative observer role for a Mission, or a more activist and participatory role as a stakeholder-client. As the selection of potential stakeholders in Mozambique has yet to occur, the form of the Mission's participation in the IPC process remains subject to future definition. Given the incipient nature of discussions and actions concerning decentralization in Mozambique, and the human resource limitations, the IPC identification team anticipates that USAID/Mozambique will become an active and participatory stakeholder-client.

The identification team recommends that exploratory IPC discussions continue with the Ministry of State Administration-- the government agency tasked with administering the decentralization program-- and representatives of civil society to identify and secure the participation of potential Mozambican stakeholders for the IPC Project. Once the selection of stakeholder-clients has occurred, our recommendations and suggested Action Plan can be presented to the clients for their consideration, and possible approval.

## **Recommendations:**

- The 'Human Factor' in decentralization i.e., citizen understanding of rights and responsibilities under decentralization should receive greater emphasis in the national debate and discussion on local government
- As the Mission becomes an IPC stakeholder, it should provide more analysis on the national level, and with the donor community on the importance of the human factor, and the citizen in the decentralization process
- If seen to be appropriate by the host country IPC stakeholder-clients, possible areas for IPC support could include:
  - a series of regional workshops to analyze the new government-civil society relationship predicated by decentralization; managing decentralization with limited financial resources; the relationship between decentralization programs and the municipal electoral process; decentralization and the delivery of health and other social services to the municipality;
  - creation of IPC provincial level municipal planning commissions to analyze the changing relationship between provincial and municipal government;
  - municipal level decentralization pilot projects to be located in selected areas with ongoing USAID/Mozambique activities in rural income production, and primary health care delivery systems and it is possible the selected pilot project areas might also include areas with ongoing decentralization activities financed by the World Bank and the Swedish Government.

## **INTRODUCTION**

### **Background**

As outlined in the Statement of Work (SOW) for the present mission, the Government of the Republic of Mozambique (GRM), Mozambican civil society, and the country's international donor community all are faced with the daunting task of consolidating that country's recent and fledgling democratic gains resulting from the complex peacekeeping operation that ended more than sixteen years of civil strife, and democratically elected into office a president, and a multiparty parliament. The objective is to strengthen and consolidate the democratic process including the following national priority issues: successful reintegration into society of former soldiers from the Frelimo and Renamo armed forces, and former refugee and internally displaced Mozambicans; rehabilitation of the country's war-destroyed physical infrastructure; continued implementation of a national economic and productive recovery plan to counteract the effects of the former centralized Marxist government model. These are all current national priority issues needing to be addressed.

USAID/Mozambique's historic role in assisting Mozambique's emergency recovery and rehabilitation during the long years of war, economic collapse, drought and cyclical periods of famine provided the bilateral agency with an important institutional history and experience. The Mission has utilized this institutional experience to formulate a countrywide strategic plan for the period FY 1996 to FY 2001. The Mission's three strategic objectives include support for programs to raise incomes and productive activities in rural areas; more sustained provision of preventive health care and other social service delivery programs for Mozambicans; and support for initiatives to make government more accountable to citizens.

It is important that the Mission's strategic objectives help to facilitate an on-going dialogue among Mozambicans to discuss the government's changing role in Mozambique, given the recent political, social and economic changes, and anticipated decreases in donor assistance for Mozambique. Program outcomes anticipated under the Democracy/Governance strategic objective are linked to the decentralization of government in certain districts, and a more sustained debate on public policy. Government's role in social services delivery and economic management and more rational and equitable use of national land resources, all represent important areas for possible USAID support and programs. In discussions with Mozambican officials and representatives of civil society concerning the devolution of authority from the central to a local level, the Mission saw decentralization to be a complex but important and challenging process confronting the country. The Mission believes a process-oriented approach to facilitate strategic planning for decentralization could prove useful. In order to effectively assist Mozambicans in the formulation and implementation of the decentralization policy, USAID/Mozambique will use the Implementing Policy Change (IPC) Project.

### **Purpose and Goal of the Implementing Policy Change (IPC) Intervention**

The IPC Project focuses on the process of policy change and the strategic management necessary to attain policy objectives. The objective of the Implementing Policy Change process

is to help host country organizations use strategic management approaches to implement policy reforms. While preliminary discussions concerning the IPC process have been held with the Ministry of State Administration (MAE) -- tasked with administering the nation's decentralization program-- and civil society representatives, the final concurrence of potential IPC-clients and stakeholders is still to occur. In the initial step the team identified major potential stakeholder actors and analyzed potential interaction among stakeholders concerning a set of priority concerns and issues to be further identified by the process participants. As the GRM embarks upon a policy of decentralization, the IPC Project offers a mechanism for stakeholders to provide input into the decision making necessary for this policy reform.

The goal of this IPC intervention is to support the GRM elected officials, and members of civil society to formulate and implement a policy of decentralization in Mozambique. Through the use of strategic management techniques and planning, the IPC intervention will provide fora for increasing both the dialogue on decentralization within the GRM, and between the GRM and Mozambican citizens. Specifically, the IPC intervention will facilitate: 1. regional workshop series, possible topics to include a) effective and responsive local government-- new roles for government and civil society; b) managing decentralization programs with limited financial resources-- creation of partnerships between Government and Civil Society; c) analysis of the impact of the decentralization process on delivery of municipal health and other social services; 2. formation of Provincial Level IPC Task Force Commissions to analyze intra-government provincial-municipal relations and civil society-government relations based upon expected changes in national decentralization legislation; 3. local government pilot projects designed to facilitate a relationship between government and civil society.

### **Relationship of IPC Program with U.S. Foreign Policy Initiatives in Mozambique**

The option being proposed for the Implementing Policy Change process complements the ongoing U.S. foreign policy initiatives for Mozambique. The process is seen as a potential contribution to consolidating the democratization and peace process, in order to reinforce conditions for what former National Elections Commission President Brazao Mazula has called the next crucial "year without conflict" for Mozambique. Mazula believes another year of peace will provide the basis and foundation for a truly democratic agenda, and national institutional consolidation. The proposed IPC exercise is seen to complement Embassy initiatives in working with elected officials.

The process for defining potential clients and stakeholders will include and build upon the contacts of the Mission, the Embassy and USIS with human rights organizations, labor unions, media groups, private commercial associations and private sector interests. The identification team found of special interest the increased civic education and regional empowerment work being undertaken by the Quelimane Radio Mozambique station, and the equally interesting regional newspaper for Manica province, which is receiving a small seed grant from the national NGO small grants program administered by the African American Institute, financed under a Democratic Initiatives Project Cooperative Agreement. It is possible that through the experience of greater collaboration with these local and regional civic education and civil society-focused media initiatives, a clearer directive to orient US-Mozambican media support

programs may emerge. Small modest pilot programs, if successful could serve as models for a more ambitious national effort in support of the country's independent media.

### **Status of Decentralization Activities in Mozambique as of August 1995**

The municipalities law of 1994 which provides juridical status to selected urban and rural was passed in the final parliamentary session of the FRELIMO party-dominated Legislative Assembly. While the law created municipal governments, greater specificity regarding the fiscal relationship between the municipality, province and central government, and administrative and political links between these government structures was left to future legislation and definition. The strategy of the Ministry of State Administration was to provide a basic outline and structure for the Assembly's consideration, debate and eventual approval. The Ministry correctly saw national debate on local governance continuing after the 1994 democratic and multiparty presidential and legislative elections. The country presently is in the midst of the ongoing debate on local autonomy which needs resolution, in order to continue the process of national reconciliation and democratization of national institutions.

Currently, the MAE is in negotiation with the Council of Ministers for the submission of four draft bills dealing with municipal elections, financing of local government, definition and creation of a special status for the City of Maputo, and definition of the mechanisms for the separation of authority between provincial and municipal government all as part of the ongoing effort to devolve power to the local government level. Mozambique faces structural and technical problems such as minimal financial resources to implement decentralization, limited human resource capacity in public administration, and an inadequate virtually non-functioning taxation system. The technical issues of devolution of authority from central to local government have become inexorably intertwined with political considerations for the ruling FRELIMO political party, and the country's increasingly vocal parliamentary opposition --RENAMO, and the Democratic Union-- and the opposition parties, and civil society representatives outside of the Legislative Assembly.

### Constraints for Intervention

Given Mozambique's lack of institutional experience with decentralization in its recent political history, and generally low human resource capacity level, the potential area for donor intervention in decentralization is vast and understandably daunting. The need to carefully define with potential partners a pragmatic area for intervention, and a reasonable set of definable goals, objectives and measurable outcomes for any intervention also will take on political as well as technical consequences. Exploratory discussion between the Mission and all potential IPC stakeholder actors should provide the occasion to vent and vet the issues concerning political risks and consequences that stakeholder actors (including the Mission) may have to confront, as a result of the ongoing process.

One of the major problems confronting the occurrence of national discussion and debate on the decentralization efforts in Mozambique concerns the manner in which GRM initiatives are being conceived and presented to the general public and to the international community. Planning of draft legislation has been closely controlled and in its initial phases not presented for

public technical scrutiny, or analysis and discussion by civil society institutions or actors. Government ministries and agencies whose technical competence and institutional presence seemingly would contribute significantly to the drafting of decentralization legislation (legislation drafting experts within the Ministry of Justice) have not been privy to the initial planning process. For those institutions and actors who participated in the different phases of the transitional peacekeeping program, the current status of the national debate and discussion on decentralization is reminiscent of the period immediately before GRM presentation of draft national electoral legislation to a multiparty consultative conference in 1993. Given the problems attendant to the 1993 conference, it is to be hoped that current debate on the draft decentralization laws, once formally presented to the Assembly of the Republic will prove to be more inclusive and responsive to the concerns and priorities of existing local government structures and civil society institutions.

### Combining Technical Assistance with the 'Human Factor' in Decentralization

Many potential stakeholder actors interviewed cited the seeming prevalence of donor support for the technical development approach e.g., World Bank Local Government Program (PROL), or Swedish support for integrated planning and training for selected rural municipalities (ASDI). While these skills are essential to any successful local government implementation program, the fact that they do not provide citizenship training for a participatory role in decision making and local government implementation was seen to be a deficiency in the two major technocratic programs currently operating in Mozambique. Both programs were seen by some potential stakeholders as being overly technical i.e., specific attention being provided to selected municipalities for training in fiscal management and administration, or overly concerned with the regular provision of municipal services. Potential stakeholders identified a need to more fully consider the 'human factor'. Therefore a need exists to develop training and education programs for administrators and NGO representatives. These programs will increase awareness on the part of participants as to their rights and responsibilities within democratic local government.

Two other donor agencies providing financing for decentralization programs in Mozambique are the European Union and the United Nations Development Program (UNDP). Discussions with a representative of the European Union (EU) focused on the possible support to be provided for both sub-provincial programs linking specific groups of districts, and inter-provincial geographically-based social and economic programs located in districts currently benefitting from EU-member development activities. Discussions with program staff of UNDP centered on previous experimental UNDP local government pilot programs in Cabo Delgado, and a current consultative exercise in community-based planning for eventual work in natural resource management.

### The Governance Working Group

As the Governance Working Group is tasked with assisting and facilitating donor and donor-GRM dialogue on decentralization, it is recommended that Mission management and democracy/governance staff use the occasion of that forum to vent draft IPC recommendations on decentralization, to receive initial feedback, and to learn of any similar or complementary work being planned or on course within this sector. Changes and modifications in legislation

linked to decentralization should of course be communicated directly to the IPC officer in the Global Bureau, to orient the Management Systems International (MSI) team, as it goes about fashioning and developing the next theoretical and practical steps for the Mozambican process. The thinking of the IPC identification-team has been to provide recommendations to the Mission directly linked to local government conditions. The team did not want to recommend an option or process which would depend upon the timely holding of municipal elections, as any serious political reversal, or postponement of municipal elections should not directly impact negatively upon continuation of the IPC exercise for local government administration. Therefore, the program is conceptualized as much as possible, to be independent and autonomous of any municipal electoral process.

### **Suggested Recommendations for the General Development Office (GDO) and the Democratic Initiatives Project (DIP)**

Once identification is made of the potential stakeholders and clients of the IPC Process, the identification team strongly recommends that the Mission discuss with its stakeholder collaborators our suggestions for national, regional and provincial workshops and the provincial and municipal IPC task force scenario. The major anticipated government client for the IPC Process, the Ministry of State Administration and the National MAE Secretary for Local Government has stated its interest in the IPC idea and accompanying process. It will also be important to closely liaise with the USAID/Ford Foundation-funded research team on local government within MAE, to monitor expected findings from their scheduled provincial discussion circle seminars, and popular reaction to the anticipated popular education brochures and pamphlet series on traditional authority and local government. Publication of the traditional authority series is expected within the next few months.

It is also likely that the pace of research and analysis by the MAE team will pick up in the next couple of months, as the research team must present its recommendations for the formalizing of relations between the GRM and the country's panoply of traditional authorities. This document is to be submitted by MAE to the presidency before the end of December, 1995. Monitoring this intra-governmental dialogue and discussion on traditional authority, as well as its possible ramifications for such issues as the drafting of new land tenure legislation will have direct impact not only upon the ongoing programs within the GDO, but indeed the entire Mission.

It is recommended that DIP staff during the course of their regular meetings with African American Institute (AAI) program staff continue discussions concerning the IPC methodology, as well as the relevance of the IPC process to the institutional strengthening of national NGOs. The identification team hopes a wide cross-section of NGOs will participate as clients in the process. A continuing dialogue between the DIP, AAI and national NGOs concerning the possible uses of an IPC exercise would facilitate their participation in task forces to be designed for a possible inaugural national workshop, and subsequent work to be initiated either on the provincial or municipal level.

As the AAI small grants and technical assistance program for national NGOs expands and more information about NGOs comes to the attention of the DIP, it is our recommendation that

where appropriate this information be shared with Mission staff working directly with the IPC process, as strengthening and increasing the number of viable civil society actors within the task forces will better ensure a more balanced dialogue and hopefully more concrete action proposals and solutions as the IPC process unfolds.

The identification team found the issue of traditional authorities to be cross-cutting. In meetings with GRM officials and NGO representatives in Maputo and Quelimane, the team was provided with both data and anecdotal evidence concerning the continuing importance of traditional authorities, particularly in zones under the influence of Renamo, but also in Government-administered areas. In Zambezia, World Vision agricultural and health staff described the role played by traditional political and health leaders in facilitating community understanding and acceptance of potential projects, particularly in Renamo communities. Potential rural land disputes involving returned refugee and internally displaced groups were also seen to be problem areas in which traditional authorities could play constructive roles in conflict mediation. Conversely, the new-found interest in traditional authority must take into consideration both the possibility of traditional authority co-optation by government and the potentially negative impact certain traditions could have on women, and or children's continuing economic and social development. It was felt that balance and good sense needed to imbue any efforts to more fully integrate traditional authorities into national society.

It is also our recommendation that in the regular DIP meetings with the MAE research team, the possible synergies between IPC work and the research and discussion circles financed by USAID be discussed. The MAE research director indicated that more attention to the human factor in the decentralization process be one potential focus of the IPC exercise. This could also prove to be a major contribution of the IPC process: bringing national, provincial and municipal attention to the need for public awareness, information and training on citizen's rights and responsibilities within decentralization, particularly given the resource limited context of Mozambique.

### **Anticipated Mission Restructuring Around Strategic Objectives**

The anticipated restructuring of the Mission around strategic objectives also will impact upon the development, administration and monitoring of the IPC exercise. If decentralization is to be successful in Mozambique, the theory and the praxis should form a part of Government's programs and initiatives in all productive sectors and service delivery areas. Decentralization will directly impact on agricultural programs, income generation activities and health service delivery; in fact in the health sector this discussion is already reasonably advanced.

As the provincial or municipal IPC task forces would be located in areas with ongoing or already existing Mission activities in rural income generation and/or primary health delivery programs, monitoring the medium-term work of these task forces, while a primary focus for the members of the democracy/governance strategic objective team, would also be a subsidiary task for Mission staff who will be members of the other strategic objective teams. If a member of another strategic objective team were to be visiting a provincial or municipal capital at the time of a scheduled IPC task force meeting, and the schedule of the staff member permitted a visit,

it would be desirable for that staff member to attend the task force meeting, even in the category of observer.

While a member of the democracy/governance S.O. team would be expected to attend major IPC provincial or municipal task force meetings and report back to the Mission, the 'inter-disciplinary' nature of IPC and the identification team's recommendation are that all three of the Mission's approved strategic objectives will come into play through the suggested IPC process. This suggested connection between strategic objectives should also be one of the factors determining how the IPC exercise will be monitored by the Mission. It is anticipated that the Mission will also participate in the ongoing process, in effect becoming one of the stakeholder actors. Inspiration for the inter-disciplinary monitoring plan comes from the Mission's past experience in impact monitoring during the peacekeeping period of emergency, reconstruction and rehabilitation. That de facto re-engineering of the Mission is seen as a potential model for the monitoring of the recommended IPC process.

## **DECENTRALIZATION AS A COMPONENT TO THE D/G STRATEGIC OBJECTIVE**

Mozambique's history of centralized government has created a condition in which the Government's accountability to its citizens is seriously lacking. The signing of the Peace Accords, and the 1994 Elections in Mozambique ends a sixteen year civil war and promises a new system of governance in the country. Therefore USAID/Mozambique targets the issue of government accountability to its citizens as a Strategic Objective of its 1996-2001 Country Strategic Plan. Within the D/G strategy the mission specifically targets decentralization as one component important to D/G in the country. Ronald W. Johnson posits in the USAID commissioned paper, Decentralization Strategy Design: Complementary Perspectives On A Common Theme, that the strategy of decentralization will enhance local economic development. Improved fiscal management, more participatory planning in governance, all are important indicators for promoting effective devolution of authority from the central to local government. Therefore, the policy of decentralization relates directly to all program outcomes of USAID/Maputo's Democracy/Governance strategy.

The four program outcomes of USAID's Democracy and Governance strategy are: 1) Government Role in Social Services and Economic Management are Publicly Debated; 2) A Sustained, Informed Public Debate on Public Policy; 3) A More Sustainable Electoral Process; and 4) Government Decentralized in Selected Districts. The public debate of program outcomes 1 & 2 will focus on the policy and issues associated with greater transparency in budgetary and financial management and land policy. It is anticipated that increased public debate on these issues will enhance the decentralization effort. Outcome three, a more sustainable electoral process, will be an important aspect of a devolved government's accountability to its citizens. And outcome four, government decentralized in selected districts, is the direct result of policy reformulation on decentralization.

Several of the sub-program outcomes are specifically recommended by the identification team as factors for achieving decentralization in Mozambique. The improved independent analysis of government policies and broadened exchange of information, analyses and opinions are expected results of both the AAI's NGO capacity-building component and the public debates recommended on decentralization. The IPC process will accomplish several of the stated illustrative activities.

Primarily, this process will facilitate dialogue in order to support the decentralization process at the national and district levels. The public debate and dialogue around decentralization will in part center on the government and non-government review of the role of government. Within this process and through the AAI grant, NGOs are being and should continue to be strengthened to better analyze and debate public policy as well as to strengthen media and other non-governmental organizations to disseminate information and support the public policy debate. Training and technical issues will emerge from the dialogue, debate, NGO strengthening programs, and the recommended dialogue and consensus-building regarding the division of responsibilities between the provincial and municipal level.

## CIVIL SOCIETY ANALYSIS

### Supporting Civil Society Within A Democracy and Governance Objective

USAID support for democracy and governance is an important component of its overall goal of assisting nations to achieve sustainable development. Democracy building is viewed as both a vehicle for achieving economic development as well as the best political strategy for achieving stability and sustainability within a nation. Democracy is regarded as a political strategy which fosters a working relationship between government and the citizens it is designed to serve.

Therefore, Mission democracy strategies should encompass assistance to governments as well as assistance to citizens that are organized to effect social, economic, and political changes in their nations. These citizen organizations represent civil society, defined in the Mission's 1996-2001 Country Strategic Plan as "the sphere of social interaction between the household and the state which is manifest in norms of community cooperation, structures of voluntary association, and networks of public communication," and help ensure "accountable and responsive governments at the national and local levels." In fact, it is the goal of shared governance between the government and civil society actors that defines the end goal of creating not just good governance, i.e., efficient governments, but achieving democratic governance.

While many donors have been able to provide technical assistance designed to make governments more efficient, past failures to facilitate any substantial positive changes in many developing countries have led agencies like USAID to focus on the demand side of governance. The rationale is that participation by citizens will create the demand for accountable, transparent governments that are responsive to citizen needs.

This strategy of applied democracy is complicated and has required substantial analysis within USAID and by other donors. One of the most widely known debates focuses attention on defining the types of civil society actors best positioned to achieve democracy, especially since budget constraints do not allow most donors to assist all of the non-governmental organization capacity-building needs that exist in most developing countries. Therefore, the democracy assistance problem is two-fold. One, democracy requires a practice of shared governance that is new to many nations. And two, the citizen actors necessary to achieve shared governance are not well organized, have few resources, and have little practice in demanding or achieving democratic results.

Further, because country conditions and the history of civil society activity in the country varies so widely, it is difficult to provide clear guidelines on what kind of assistance should be provided to NGOs and what types of NGOs are best suited to facilitate democratic changes.

Civil Society Advisor for the Center of Democracy and Governance, Gary Hansen posits that "civil society consists of those non-state organizations which are engaged in or have the potential for championing the adoption and consolidation of democratic governance reforms." These organizations would be responsible for generating the "public push" for political reform

as well as holding the state accountable for its actions and policies. Hansen defines these organizations as labor federations, business and professional associations, human rights and prodemocracy groups, environmental activist organizations, policy think tanks, and the like.

What remains to be defined at the operational level is whether public policy advocacy (lobbying) groups are the preferred NGOs for USAID support or whether the broader focus should be on NGOs which disseminate information, promote public dialogue, participate in government decision-making on sectoral issues (health, agriculture, the environment) and other groups promoting the participation of citizens in reforming their society. This broad focus is supported by the Africa Bureau in An Assessment of USAID's Capacity for Rapid Response: In Support of African Civil Society (1994). Support to organizations designed specifically for civic action as well as organizations that undertake civic action in conjunction with its other aims is recommended.

### **Local NGO Assistance**

Mozambique country conditions preclude the luxury of focusing assistance primarily to lobbying organizations or even primarily to civic action NGOs. The central planning focus of both the colonial government and post-colonial Marxist-Leninist government discouraged voluntary association by the country's citizens. Citizen participation within the policy framework was not encouraged and until the new constitution of 1990 few local non-governmental organizations existed in the country. At this point in the country's history, civil society is by no means vibrant, but is forming at a steady pace.

Although, it is recommended through USAID policy guidance, the New Partnership Initiatives and other USAID documents that a Mission concentrate its efforts on organizations that specialize in civic action, the window of opportunity in Mozambique for assistance to non-governmental organizations capable of impacting democratic reform lies in the civic action components of organizations formed around varying issues. National NGOs formed around women's issues, agricultural productivity, health issues, even former government controlled organizations like Organização da Mulher Mocambicana (Organization of the Mozambican Women (OMM)), Organização da Juventude Mocambicana (Organization of Mozambican Youth (OJM)), etc. are all in positions to incorporate civic action into their programs. Many NGOs that the identification team interviewed discussed their role in both disseminating information about citizen rights and helping citizens to change their attitudes about their own role in effecting positive changes in their lives.

Further, these NGOs can play a pivotal role in the process of adopting democratic values by structuring their own organizations democratically. Elections, consensus-building, compromise, etc. within these organizations serve as a model for government/citizen relationships. Many NGOs are only recently or have yet to institutionalize the democratic norms that need to exist within their organizations.

Organizations which form around community needs, community-based organizations (CBOs), are also key non-governmental actors that are particularly important to local governance strategies. While all community-based organizations are non-governmental organizations, not all

non-governmental organizations are CBOs. Community-based organizations are community development groups that often form around issues such as education, literacy, income generation, youth and women's issues, interest associations, environment, and health care.

### **Types of Indigenous Civil Society Assistance**

Listed below are several recommendations for USAID assistance in the near term under the decentralization component of the democracy strategic objective.

- 1) Promoting Civic Norms/Values is particularly crucial at this stage in Mozambique's transition to democracy. Promotion of these norms and values include informing citizens of their rights as well as their responsibilities in a democratic system. Within USAID's assistance to local government program, it is particularly important that citizens from the village to the provincial levels be made aware of the new ways in which the government functions and the possibility of citizen participation in the policy framework.
  - A) Many Mozambican NGOs have training and education components to their programs, which are and can be targeted for civic education.
  - B) NGOs that focused on voter education during the national elections, can expand their programs to include civic education.
  - C) Local language translations may be necessary for some documents (laws, the Constitution, civic education programs in print or on the radio, etc).
  - D) USIS can expand its programs to include international travel, workshops, training, etc to local members of government such as city council members (vereadores) and mayors (prefeitos).
  - E) Workshops at the national, regional and local levels on decentralization should include members of civil society. These groups may require skill development in presenting their arguments, or understanding the issues.
- 2) Capacity-building will invariably be part of USAID/Mozambique's assistance to civil society organizations. Both national NGOs and community-based organizations require technical assistance to become more professional, more skilled, and more effective in the policy dialogue.
  - A) Retraining and rethinking goals and strategies of groups is especially important as the focus of the NGOs or CBOs shifts to issues of decentralization.
  - B) Increased communication between CBOs and NGOs (both national and foreign) is necessary.
  - C) Some groups focusing their efforts in particular regions may be targeted to expand activities to include Nampula and Zambezia.

- D) Groups that focus on non-civic action activities may be targeted to include these activities in their programs.
  - E) Seminars and workshops aimed at collaboration between Mozambican and other Southern African regional NGOs may help facilitate the relationships necessary for participating in programs under the Southern Africa Development Fund as well as serve to build the capacity of Mozambican NGOs.
- 3) Protecting Civil Society may be important in Mozambique if the present enabling environment changes.
  - 4) The IPC process should focus on all groups outlined in the Mission's 1996-2001 Country Strategic Plan: Media, Traditional Authorities, and Voluntary Associations.
  - 5) Given that all Mission data is gender disaggregated, the inclusion of gender specific targets should be part of the Mission's overall strategy when deemed necessary.

### **Intermediary NGOs**

Much of the assistance that USAID will provide to civil society actors will be accomplished through international intermediary NGOs, as envisioned in the PVO II project. USAID capacity and structure suggests that these organizations may be better suited to providing micro-grants and staying in close contact with local stakeholders. The development assistance that these PVOs provide in conjunction with programs to increase the capacity of local organizations should be designed to help increase the participation of Mozambican citizens in both economic and political development.

Since many of these PVOs work at the local level, previously established ties to communities may be beneficial for civic action activities. Some of these organizations have established close working relationships with local NGOs and others have done so to a lesser extent. It is important within the decentralization component that intermediary NGOs have close working relationships with local partners in order to increase the capacity of the latter.

### **Recommendations:**

- 1) The ground-breaking work on decentralization being carried-out by the World Bank and ASDI, could be supplemented by concentrating on civil society actors in their target areas.
- 2) The number of local NGOs being assisted through the African American Institute grant could be expanded, especially in Zambezia and Nampula.
- 3) Intermediary NGOs could be funded to help them redirect some of their assistance to issues of civil society and local government relationships. This would include, assisting intermediary NGOs to help build the capacities of local NGOs as well as training for intermediary NGOs on including civic action in existing activities.

- 4) Both local and intermediary NGOs should try pilot projects for using traditional culture to explain and discuss the issues of democracy and decentralization. This can be done through the use of media, seminars, workshops, theater, discussion groups, etc.

### **The Role of Civil Society in Local Governance**

It is necessary for local citizens and their elected officials to learn to work together for the good of the community. Citizen needs must be expressed and elected officials must be capable of responding. In the phase of formulating the decentralization policy, the government and citizens will decide the rules that will govern their relationship and in implementing the policy, government and citizens must create a working relationship.

For decentralization/local government to succeed, local government planning must include input from citizens. Citizens and governments will interact through city council meetings, town meetings, hearings on zoning, the budget, etc. and working groups, task forces, and commissions established to permit dialogue regarding various concerns. It is certain that the former colonial system and rule under Frelimo's Marxist-oriented government have conditioned Mozambican citizens to accepting centralized control. Therefore, the present task is, not only to decentralize, but to facilitate the interaction between government and citizens that is necessary for democratic local governance.

It is commonly accepted that citizens can influence local government to a much greater extent than national government. In other words, the closer the government is to the people, the more responsive it will be to citizen demand. This expectation has caused many developing governments to reorganize structures and devolve power. A working relationship between government and citizens, however does not magically occur nor does a democratic election ensure local participation and democratic decision-making. It is necessary for the government to be conditioned to seek citizen input, to incorporate citizen input and to be responsive to citizen needs as part of its responsibility to be accountable to the electorate. Also, government must have the technical capacity necessary to create a more transparent and accountable system. At the same time, citizens must be able to express needs, to understand issues, and to be responsive in a manner which will consider community versus individual needs.

Therefore, the overall goal of the USAID decentralization program component is to facilitate the creation of a government that is more accountable to its citizens. The activities which USAID/Mozambique will target through the Implementing Policy Change process will facilitate the expression of community needs through the creation of a strong citizen/local government relationship and help to create an enabling environment for government to become more accountable and respond more effectively and efficiently to the communities' needs.

### **Working With Civil Society Through the Implementing Policy Change Process**

In order to use the Implementing Policy Change approach it is necessary for host country organizations to effectively manage their own policy reforms. Potential clients from government and civil society should participate and collaborate with the Mission in the formulation and implementation of the IPC process. For the decentralization policy of Mozambique to be fully

functioning and sustainable, partners and stakeholders must include significant representation both from governmental and non-governmental institutions. Logically, the Ministry of State Administration, the Ministry responsible for implementing decentralization, would serve as one of the major IPC clients. Within government it is also important to identify other potential clients willing to aid in the process, as well as to understand and address the concerns raised by officials who do not support decentralization.

Finding the necessary partners among the non-governmental community is difficult. No one non-governmental organization will be able to represent all of the stakeholders associated with the policy of decentralization. At the same time, few NGOs will concentrate most or all of their efforts on advocacy for decentralization, but will instead focus on specific issues important to local governance.

### Recommendations:

During the next phase of the IPC process, it is recommended that a consultant or team of consultants identify appropriate NGO and CBO partners. Information gathered on these NGOs should focus on the organization's stated goals and track record, identify capacity-building needs, and ascertain the organizations ability to carry-out civic action functions. For capacity-building it is necessary to determine in a consultative process the strategies which would support organizational development. Training courses, partnership development, and networking, and information sharing should be suggested.

### **Civil Society Within the Pilot Projects**

Three types of non-governmental organizations should be targeted under the pilot projects (discussed below): community based organizations, other indigenous NGOs and international NGOs. The civil society actors would include traditional authorities, women's organizations, producer groups, religious civic groups, educators and media representatives--particularly those working on community radio programming and civic education training and promotion in local languages.

These NGOs could address the issues of citizen's rights and responsibilities, and help to establish a relationship between citizens and local governments. Specifically, the identification team recommends that civic education aimed at community-based organizations be carried out in conjunction with other projects. For instance, a project aimed at increasing rural incomes could utilize existing groups participating in the project as conduits for advocacy education and/or advocacy roles. With the number of problems and level of income found in Mozambique, facilitating political changes will be easier in conjunction with other pertinent development issues.

Presently, World Vision is doing research on community-based organizations in conjunction with its agricultural projects. The researcher, Antoinette von Vugt, has located and set-up projects with community-based organizations in Zambezia. This research would serve as a basis for some USAID activity in the area and ties in to the recommendation that the civic education and civic action activities, at least initially, be joined with the existing needs of associations.

Further, the African American Institute has identified local NGOs in Nampula (Assana) and Zambezia (Mociza, Organizacao Nacional dos Professores (ONP) that may be good partners for further civic education/action activities. The identification team interviewed Mr. Cardoso, MOCIZA in Quelimane and Mr. Barros, Radio Mozambique/Quelimane and found that additional activities are of interest to and in the planning stage by these civil society actors.

### **Recommendations for Pilot Projects**

Once USAID/Maputo decides which pilot project option to choose, considerable ground-work is recommended in order to assess local government conditions and identify community-based organizations, and other local NGOs based in or working in the area. The identification team recommends that the IPC resident decentralization technical expert, the democracy advisor and/or D/G staff participate in these identifications, and possibly one other consultant depending on Mission staff availability.

#### African American Institute

Currently under the Democratic Initiatives Project Cooperative Agreement with the AAI, three projects are directly related to and crucial for USAID assistance to decentralization/local governance: the decentralization and traditional authority study; civil society strengthening; and the public administration component. The traditional authority study and working group meetings are designed to assist the MAE with its strategy for inclusion of Mozambican traditional authorities in local governance. The working groups will provide an important forum for the decentralization debate in some provinces. If these working groups are successful, USAID may want to consider this approach in other municipalities in Zambezia and Nampula.

The civil society strengthening component is designed to build capacity and provide modest grants to national NGOs working to increase the public awareness of civil society. AAI has already provided some small grants and plans to fund several more in the near future. The ground-work for locating local NGOs has already been laid. Therefore, the identification team recommends that the feasible NGOs be funded and that AAI then revisit the USAID decentralization pilot municipalities in Zambezia and Nampula to see if additional NGOs in those two areas can be targeted.

The public administration funds designed for training of government and non-governmental actors could be used for technical assistance under the provincial/municipal level project.

### **Civil Society Groups Interviewed**

**Associação Mocambicana para o Desenvolvimento da Mulher Rural (AMRU)** (Mozambican Association for the Rural Development of Women) is a Maputo-based NGO that provides income-generating activities for rural-women. AMRU works in Maputo, Gaza and Manica and demonstrates interest and promise in expanding its reach. The President, Amelia Zambeze, is interested in participating in both dialogue and debate on decentralization and civic education activities within existing projects. She is highly concerned that elections will mean

little to rural people unless accompanied by both income generation and the building of positive relationships with the local government.

The team recommends further conversation with the organization. Possibly, USAID income-generating projects could assist the NGO to increase its reach to Zambezia and Nampula and civic education/action projects could follow. AMRU is therefore a good long-term contact, but may not readily be able to extend its portfolio to include civic activities. They would be a good source of information and a good participant for the workshops, both on a national and local level.

**The Associação Mulher, Lei e Desenvolvimento (MULEIDE) (Women's Association for Law and Development)** is a lobbying organization for women's rights, including the legal status of women and legal aid for women. Since, the organization already has a strong advocacy role in Mozambique and an interest (but no program) in the issue of decentralization, they could serve as an NGO representative in the dialogue and debate process. The NGO's activities are in the Maputo and Cabo Delgado provinces, but Judite Cardoso expressed interest in extending the groups reach (which will start shortly by a grant for Sorala provided by the Ford Foundation). Cardoso is particularly interested in the proposed idea to combine income-generating and health projects with civic education/action activities as pilot projects. She also encourages the Mission to sponsor national debates in the three regions of the country due to the differences in goals and in needs in different areas of the country.

This organization is professional and exerts influence in Mozambique. They have several donor supported projects and should be interviewed again to obtain not only their interest, but capacity to extend their reach. Further, MULEIDE has been looking for women's organizations in the provinces that could either join MULEIDE or work with MULEIDE sponsored projects.

**The Anglican Church** may be a promising civil society actor for both the national and local debates and the civic activities. The Church is very interested in the decentralization issue and is presently very involved with various types of education and community assistance. Bishop Sengulane expressed interest in the IPC process and has a lot of experience with dialogue and consensus-building activities. The activities of the church reach throughout the country.

**Demos** is a weekly newspaper. The organization is interested in participating in and disseminating information on the dialogue and debate on decentralization.

**The League for the Defense of Human Rights** defends the human rights of all Mozambican citizens. The organization has projects for working to rehabilitate prisoners, to better prison conditions, and to offer legal assistance. The League has some funding from USAID. The advocacy focus could be expanded and additional training and collaboration with other Southern Africa regional NGOs could benefit this group. The League could serve as a participant in the dialogue and debate.

**MOCIZA** is a Zambezia-based provincial NGO that is composed of people from that province. Its major objectives are to promote the economic and social development of Zambezia. This NGO has an interesting civic education program utilizing provincial radio capacity.

**Radio Mozambique/Quelimane** correctly claims to have the widest radio frequency of any radio station in Mozambique. This is the result of a UNICEF sponsored donation of a new transmitter. Radio Quelimane has an extensive national radio program which it uses to promote civic education in local languages.

**Savana** is a weekly newspaper. The organization is interested in participating in and disseminating information on the dialogue and debate on decentralization.

**Uniao General de Cooperativas (General Cooperative Union)** is a mostly women's cooperative in the green belt of Maputo. The Cooperative has agricultural projects and raises chickens on an industrial scale. The NGO has opened schools for peasant children and provides other services such as nurseries, training, and management assistance. Most of their activity is centered on production, however in the interview with Propelino Galipoli, an interest was expressed in USAID's focus on civic education/action within other sectors. The cooperative would be a good partner for the dialogue and workshops. Most of the organization's activities are based in the Maputo province.

**Mulher, Educação e Desenvolvimento (WAKHELA) (Women, Education, and Development)** will focus on education and development for women. While this organization has been registered for several years, its programs and activities are mostly in formation.

**IMPLEMENTING POLICY CHANGE PROJECT  
SUPPORT TO DECENTRALIZATION AND CIVIL SOCIETY IN MOZAMBIQUE  
ACTION PLAN**

**I. NATIONAL LEVEL**

**[October or November, 1995]**

Workshop for Legislative Assembly (AR) delegate members and their staff on Decentralization Policy, with particular emphasis on local finance procurement and management. It is recommended that the workshop be organized under the State University of New York/Albany (SUNY/Albany) Cooperative Agreement to provide technical assistance to the Legislative Assembly of Mozambique.

**Outputs:** 2-day workshop to focus on successful and problematic models of local financing in selected developing countries with purpose of informing members of the AR on major decentralization issues before they begin debate on the 4 draft bills relating to decentralization in Mozambique.

**IPC-financed staff required:** 2 decentralization specialists (1 preferably from Southern Africa region); teaching team has case studies, series of hand outs (in Portuguese) for workshop participants.

**REGIONAL Workshop Series**

Total of 3 workshops, all to be held outside of Maputo in provincial capitals, and/or regional centers- Southern (Manica), Central (Quelimane), and Northern (Nampula) regions of country; 1) November-December, 1995; 2) February-March, 1996; 3) April-May, 1996

**Regional Workshop Topics:**

- Effective and Responsive Local Government: New Roles for Government and Civil Society
- Managing Decentralization Programs with Limited Financial Resources: Partnerships between Government and Civil Society
- Analyzing The Impact of the Decentralization Process on the Delivery of Health and Other Social Services to the Municipality
- Relationship Between Decentralization and Local Elections

**Target Groups:** Central, Provincial, Municipal, and sub-municipal representatives of Government; provincial level representatives of Non-Governmental Organizations (NGOs) and Community-Based Organizations (CBOs), international Private Voluntary Organizations (PVOs);

provincial level representatives of religious and civic associations; independent and Government media organizations; traditional authority representatives

**Outputs:** 1-2 day workshops will focus on successful and problematic case studies and examples of decentralization and dynamic relationship between decentralizing governments and civil society. Case studies in part which will come from the region, other Lusophone African countries, Central and South America will be core of proposed regional seminars. While the IPC Decentralization Expert ('Guru') might be expected to facilitate and orient one of the regional workshops, the resident decentralization technical assistant, with the assistance of locally-based scholars and practitioners would serve as the workshop leader and/or facilitator.

The IPC-identification team recommends that for the regional seminars --after consulting potential workshop participants-- that IPC contract with regional Radio Mozambique stations to tape the workshops for promotion of civic education programs by radio. It is also recommended that regional national language reporters cover the workshop presentations, to write synopses of workshop sessions for later transmission.

Planning for the regional seminars in part will be coordinated in conjunction with the ongoing programs of the AAI-financed Local Government Research Group within the MAE and the AAI-financed national NGO technical support and small grants program. It is hoped that the regional seminars will also inform the planned local elections civic education activities of the National Democratic Institute for International Affairs (NDI).

### **III. PROVINCIAL LEVEL IPC TASK FORCE COMMISSIONS**

**[May-September, 1996]**

**Series I: The Changing Relationship Between Provincial Government and Municipal Government: A Study of the New Legislation**

**Target Provincial Areas:** Zambezia, Nampula

**Target Groups:** provincial office staff of the Governor; provincial assembly representatives; provincial secretariats; municipal executive staff representatives; municipal council officials; municipal assembly representatives; municipal secretariats

**Outputs:** The IPC-identification team recommends creation of an intra-government provincial/municipal task force to analyze the new legislation separating authority between the province and the municipality with a goal towards engaging in strategic planning to define the new relationship between provincial and municipal government. The task force commissions will invite MAE technical experts, central and provincial level representatives of the Ministry of Justice to provide a detailed analysis of the new decentralization legislation, and its potential impact on municipal government. Particular emphasis will be placed upon the legislation's impact upon municipal financial planning, drafting of municipal budgets, and ongoing fiscal management.

It is possible that an ancillary result of the intra-government IPC provincial-municipal task force process could be better communications between provincial government and central government in Maputo. If one of the topics chosen by the IPC participants for discussion and analysis were more effective intra-governmental communication, this could motivate provincial authorities to request that central government be more responsive to provincial problems and needs.

It is recommended that the IPC provincial task forces work closely with MAE central, provincial and municipal staff working with the World Bank and Swedish Government (ASDI) financed local government support program (PROL), so that the IPC meetings complement planned seminars and workshops financed under PROL. There should also be coordination with the provincial decentralization programs being sponsored by the Friedrich Ebert Foundation Stiftung and the Association of European Parliamentarians (AWEPA). The IPC task force commissions should invite provincial and municipal financial managers, and health and social service providers to address them on specific issues and problems envisioned with the enacting of the new legislation.

The team recommends that a facilitator for one of the task force commission sessions come from the Southern African region, preferably from the level of provincial government and present regional provincial-municipal decentralization experiences and scenarios for the task force. The IPC resident decentralization technical assistant would also present relevant case studies to inform task force discussions.

**[May-September, 1996]**

## **Series II: Provincial-Municipal Government Decentralization: The Changing Relationship Between Government and Civil Society**

Target Provincial Areas: Zambezia, Nampula

**Target Groups:** provincial office staff of the Governor; provincial assembly representatives; provincial secretariats; municipal executive staff representatives; municipal council officials; municipal assembly representatives; municipal secretariats; provincial and municipal civil society institutional actors, i.e., international PVOs, national NGOs and CBOs; provincial and municipal media representatives; civic associations, religious organizations, women's groups; traditional authority representatives

**Outputs:** The provincial-municipal task force on Government and Civil Society will also analyze the new legislation defining the distinct and different authority of provinces and municipalities. Given the expected changes in the functions of government from the municipal to the provincial level, the task force commission may seek to analyze the abilities of municipal level civil society NGOs and CBOs to petition provincial government, executive and assembly branches to ensure delivery of social services and revenues due the municipalities. Civil society stakeholder actors would be provided with examples of responsible municipal lobbying and petition actions accomplished on a provincial level, in order to seek redress of legitimate municipal grievances. Civil society concern on the lack of specificity in municipal financing legislation and administrative directives could also constitute one of the major discussion themes for task force attention.

Provincial and municipal media will also play an important role within the task force commissions and in their coverage of the IPC process. The civic education potential of provincial media coverage of the task force meetings should be recognized, and one acceptable outcome of the IPC provincial-municipal discussions should be the importance of improving communication between province and municipality, the importance of sharing information with the hoped for result of more effective and efficient government, and a better informed civil society.

**[December 1995-September 1996]**

#### **IV. ASSISTANCE TO LOCAL GOVERNANCE**

Target municipal executive staff representatives; municipal council members; municipal assembly representatives; municipal secretariats; provincial and municipal civil society institutional actors, i.e., international PVOs, national NGOs and CBOs; provincial and municipal media representatives; civic associations; religious organizations; women's groups; traditional authority representatives

USAID/Maputo's comparative advantage is in facilitating a relationship between local governments and local citizens. Therefore, the identification team recommends that USAID/Mozambique use decentralization pilot projects in its two targeted provinces, Zambezia and Nampula. Financial constraints make it necessary for USAID to have only two pilot projects, one urban and one rural, per region. The goal of the pilot projects will be to assist the Mozambican government and NGOs to incorporate the 'human factor' into the decentralization policy.

Several options for USAID/Maputo local governance pilot projects are outlined below.

The first option is to work in conjunction with the technical assistance projects of the World Bank (PROL) and ASDI who concentrate on urban and rural districts respectively. This holistic approach is designed to assist several municipalities with both the technical expertise and the civic values/norms necessary to make local government function. This option would require close collaboration with the World Bank and ASDI and would require considerable ground-work to identify possible districts and probable community-based and other NGO activity in those areas. Lars Tengroth indicated that ASDI has outlined a role for and possible assistance to civil society in their proposal. However, USAID's focus on civil society/government relations is unique. It is recommended that the Mission follow-up the team's ASDI meeting with a discussion with Holger Jonasson, the field consultant for the ASDI project.

The risks associated with this option include: 1) the targeted municipal assistance will create magnets of growth. This will invariably cause movement of people to targeted areas and the neglect of other areas; 2) this strategy would be hindered by the time-frame and decisions of the World Bank and ASDI; 3) this program will not be easily replicated in other areas in USAID/Maputo's target provinces; 4) this program may only be able to be replicated in other

areas where the World Bank and ASDI have decided to work, and therefore will be more difficult for USAID to tie the replication of its pilots to its other strategic objectives.

The second option is to assist the Mozambican municipalities in the districts where USAID's health and income-generating activities are most pronounced. In this way, USAID could integrate all of its strategic objectives. (If using option one the criteria could also be to target municipalities where both USAID strategic objectives and World Bank/ASDI projects.) Option two would require a Mission refocus on all strategic objectives and a strong coordination role for Mission staff. The option would benefit from the Mission's reorganization around strategic objectives. Through the integration of strategic objectives, the Mission could impact on both sectoral and political decentralization while helping to build citizen/government relations. The risks of this option include: 1) Maintaining a focus on the democracy/governance aspects of inter-sectoral activities will require monitoring and attention of Mission staff.

Option three is to choose municipalities from both the previous system and new system of local government. In this way, the Mission could assist some municipalities that will not immediately benefit from the government's decentralization policy and better understand the focus that development assistance needs to have nation-wide. In an experimental fashion the Mission could choose some areas where government resources and capacity exist and some areas where it does not. This option may provide the best lessons-learned on assistance to Mozambican localities, but runs the risk of making little impact on targeted areas. Further, this option may provide more assumed lessons-learned than formulas for successful decentralization. The theoretical frameworks of political science, economy, public administration, sociology, etc. would factor in to an understanding of why certain areas were successful and others were not. Since the conditions of one area could not be easily replicated in other areas, the lessons may not help provide formulas for success.

This option could also be carried-out by assisting municipalities from the previous and new system that had the best resources and capacity for achieving success. This may provide a more short term, visible impact on decentralization.

### **Recommended Option**

Of the proposed options, the identification team recommends, as previously discussed, that USAID/Mozambique carry out its decentralization efforts in conjunction with the Mission's other strategic objectives. However, this does not preclude the Mission from also targeting municipalities in which PROL and ASDI programs exist. In this way the Mission could assist the GRM gain a more complete package of local government assistance, i.e. including both technical and 'human factor' assistance while also providing a more complete program for Mozambican citizens that would address income generating, health and democracy concerns. This decentralization assistance by USAID/Mozambique will help to continue the Mission's historic role of filling important development voids and assisting Mozambique to improve its human condition.

**IMPLEMENTING POLICY CHANGE PROJECT  
INTERNATIONAL IPC COORDINATOR AND RESIDENT DECENTRALIZATION  
TECHNICAL EXPERT FOR MOZAMBIQUE PROGRAM**

**I. BACKGROUND**

As part of Mission-wide effort to assist in coordination of country's recent democratic gains, the decision has been made to use the IPC exercise to focus on the critical process of decentralization and the changing role of government in Mozambique. The Mission in its Strategic Objective N° 2 "Government More Accountable to Citizens" in its strategy for the FY 1996 to FY 2001 period has stated that program outcomes 2.1 "Government Role in Social Services and Economic Management Publicly Debated", and 2.2 "Sustained Informed Public Debate in Public Policy" and 2.4 "Government Decentralized in Selected Districts" are relevant to achieving this Strategic Objective, and relate directly to the successful implementation of a decentralization program. The IPC exercise is also seen as a critical factor in informing and assisting an independent analysis of the GRM's policies relating to decentralization and facilitating government's and non-governmental review of the role of government.

The identification team's recommendations include selection of potential IPC stakeholder-clients, an initial national decentralization workshop for members of the new National Assembly -to be organized under the SUNY/Albany cooperative agreement-- and introduction of the IPC process through a series of regional workshops on decentralization and fiscal management; decentralization and citizenship responsibility and monitoring; a task force series analyzing provincial-municipal governmental relations within the context of still-to-be approved legislation redefining the legal relationship between the province and the municipality, a consequence of the 1994 Municipalities Law. A complementary provincial-municipal task force series will analyze the relationship of civil society to government, and a municipal level pilot IPC program is recommended, to involve four USAID/Mozambique target municipalities in the provinces of Zambezia and Nampula. The pilot project program will be designed to work in two urban and two rural municipalities. It is possible that two of the municipalities will be in areas still being administered under the previous district system, and the other two municipalities will have governmental systems mandated under the new municipality legislation. The four pilot project municipalities may be selected in consultation with the World Bank and Swedish Government's (ASDI) decentralization programs for Mozambique (PROL).

These recommended interventions on a national, regional, provincial and municipal level, along with USAID/Mozambique's input on decentralization strategy within the donor Aid-For Democracy Group, and Government-Donor Working Group on Governance will permit the Mission to provide targeted but important analysis and technical assistance to this national decentralization effort. An effective decentralization program in Mozambique is a national priority as it will strengthen the still incipient process of national reconciliation.

## Objectives

The international IPC coordinator will liaise closely with the Mission, particularly with staff in the General Development Office and its Democratic Initiatives Project, to develop the IPC proposed activities calendar, approved by the Mission. The coordinator will initiate discussions concerning IPC theory and practice with potential stakeholder actors in Government, civil society, and the international community during the coordinator's first visit to Mozambique. There should be broad discussions with a wide range of potential collaborators and stakeholders to demonstrate how the Implementing Policy Change process has worked in other developing societies, to facilitate strategic planning and thinking about the impact of policy and the wide ranging consequences of national policy modification.

The coordinator, accompanied by Mission staff will work closely with the Embassy and USIS as the envisioned IPC process will collaborate with the national parliament, provincial and municipal assembly groups, national, regional and provincial media and civil society institutional actors. It is expected that the IPC coordinator will establish close coordination with the U.S. Inter-Agency Democracy Task Force.

He/She will liaise with Assembly deputies, and work in conjunction with the SUNY/Albany Parliamentary Assistance Project in preparing the workshop on decentralization for members of the Assembly. The IPC ties to the Assembly will also prove important in the planning for the regional and provincial workshops and task force commissions.

The IPC coordinator will work closely with officials at the MAE, particularly at the level of the National Directorate for local governments and the research unit for local administration. The on-going work on traditional authority research financed under the AAI Cooperative Agreement will be essential in the strategic planning for both the provincial-municipal task force commissions and the still-to-be selected Zambezia-Nampula municipal pilot projects.

The IPC coordinator and/or the resident decentralization technical assistant will be expected to consult frequently with Mission grantees AAI, SUNY/Albany, the National Democratic Institute, the International Republican Institute and selected grantees receiving financing from the PVO Initiatives Project. As the planning for the IPC process advances and program links are established between IPC and other ongoing core Mission programs, input from other grantees and Mission-staff working on the other two strategic objectives: increasing rural incomes and productivity, and improved delivery of primary health care services will have important methodological observations and contacts which will assist IPC task force outputs both on the provincial and municipal level.

It is expected that the IPC coordinator will have excellent knowledge of decentralization programs in Southern Africa and/or preferably Portuguese speaking Africa, or Spanish speaking Latin America to facilitate identification of resource materials to enrich the national, regional, provincial and municipal IPC activities. The coordinator should have access to relevant data, publications, popular education materials, brochures and pamphlets to be used in the workshops and commissions. The resource-poor conditions of the provinces and municipalities in

Mozambique necessitate a wide range of popular education case studies from within the Southern Africa region, or in Portuguese and Spanish languages, so as to facilitate analysis and discussion.

The IPC coordinator and/or resident decentralization technical expert will be expected to liaise with major decentralization donors such as the World Bank, ASDI, European Union, UNDP and international agencies such as the Friedrich Ebert Foundation Stiftung and AWEPA (European Parliamentarians) to ensure, to the extent possible, complementary programs. The coordinator and resident expert are to be encouraged to seek a broad range of contacts within the Government and civil society, to ensure contact with a diverse potential stakeholder community, the client base for the IPC process. IPC will be used to promote an ongoing dialogue about the changing role of government within a transitional society.

The discussion between Government and civil society on what services logically a government should provide citizens, as well as the responsibilities of citizens to a government encumbered with structural, financial and institutional restraints, as is the case of Mozambique will provide IPC with a challenging set of circumstances. National expectations concerning the role of government in Mozambique are changing as a result of the transitional process in which Mozambique finds itself. For the international coordinator and the resident decentralization technical assistant, the impact of Mozambique's recent history must be understood as that history will influence either directly or indirectly the discussion and consultative process which is at the heart of the Implementing Policy Change process.

**IPC IDENTIFICATION TEAM, INSTITUTIONS AND PERSONS WITH WHOM  
TEAM HELD MEETINGS**

**GOVERNMENT OF THE REPUBLIC OF MOZAMBIQUE:**

Ministry of State Administration-

Minister of State Administration Gamito, encountered during flight to Quelimane 8/17/95

National Director for Local Government-Jose Manuel Guambe

Director of Research Unit on Local Administration- Edson Machava; Traditional Authority  
Research Coordinator Professor Irae Baptista Lundin, and five-member research team composed  
of social science and law graduates of UEM

Ministry of Finance and Planning

Director of Municipal Finance and Advisor to World Bank/ASDI Local Government Project-  
Inspector Lourencio Pinhol

Ministry of Justice-

Legal Drafting Specialist, Advisor to the Minister- Ayres do Amaral;

Director of Legal Training Center (still in preparation), Advisor to the Minister-Ana Pessoa

Supreme Court-

Vice President- Jose Norberto Carrilho

Assembly of the Republic-

Deputy Helder Muteia, President of the Commission on Agriculture and Local Authority, deputy  
representing Zambezia

Deputy Ussumane Aly Dauto, Frelimo party (former Minister of Justice)

Deputy Eduardo Mulembwe, Frelimo party, Speaker of the Assembly

Deputy Vicente Ululu, Renamo party

Deputy Abdul Carimo Issa, Frelimo party/Independent, deputy representing Zambezia

Deputy Antonio Barros, Frelimo party, deputy representing Zambezia, Director of Radio  
Mozambique/Quelimane

**International Community Donor Representatives:**

The World Bank

Resident Representative- Roberto Chavez

United Nations Development Program-

Acting Deputy Resident Representative- Daphne Casey

Economist- Carlos Piccado Horta

Junior Officer- Moises Venancio

European Union-

Delegate-Alvaro Silva

Swedish Embassy (ASDI)- Lars Tengorth

**National Non-Governmental Organizations (NGOs):**

Uniao General de Cooperativas- Propelino Galipoli

MULEIDE- Judite Cardoso

League for the Defense of Human Rights- Alice Mabote

Associacao Mocambicana para o Desenvolvimento da Mulher Rural (AMRU)- Amelia Zambeze

Anglican Church- Bishop Denis Sengulane

WAKHELA-Mulher, Educacao e Desenvolvimento (in formation to work in Zambezia)- Thelma Venichand (ATLAS alumna)

MOCIZA-Deputy Provincial Coordinator-Mr.Cardoso

DEMOS-Founder-Noe Dimande, Journalists- Elisa Cossa, Cassimo Ginabay

Savana-Founders Fernando Lima, Kok Nam, Editor-Salomao Moiane

**International Private Voluntary Organizations:**

World Vision/Quelimane- Provincial Director-Jimmy de Dios, Agriculture Program Deputy Director- Leslie Sich, Local Organizational Specialist for Zambezia- Antoinette von Vugt

African American Institute/Mozambique Program- Representative-Celia Diniz, Coordinator/NO Technical Assistance and Small Grants Program-Fernanda Farinha

Friedrich Ebert Foundation Stiftung- Parliamentary Specialist, Pieter Oisler, Social Science Advisor, Alberto Mourato Silva

AWEPA- Acting Director, Mr. Akenyola

**U.S. Embassy:**

The Ambassador

Deputy Chief of Mission- Michael McKinley

**USIS:**

Acting PAO-Rob Howes

**USAID:**

Mission Director-Roger D. Carlson

Scott Allen

Sidney Bliss

Thomas Johnson

Sergio Guzman

Carol Martin

Juliet Born

Tim Born

Luisa Capelao

Modupe Broderic