



# **Parceria Cívica para Boa Governação Program MOZAMBIQUE**

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Quarterly Report

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## List of Acronyms

APS	Annual Program Statement
COP	Chief of Party
CSO	Civil Society Organizations
FRELIMO	Frente de Libertação de Moçambique
FGD	Focus Group Discussions
GRC	Grants Review Committee
HQ	Headquarters
SELCOM	Selection Committee Members
PCBG	Parceria Cívica para Boa Governação Program in Mozambique
RFA	Request for Applications
RENAMO	Resistencia Nacional Mocambicana
USAID	United States Agency for International Development

## I. Executive Summary

The Parceria Cívica para Boa Governação program (PCBG), a grant awarded to Counterpart International (henceforth called Counterpart or CPI), aims at strengthening the impact of civic activism to improve accountability, effective democratic governance in the target sectors of biodiversity conservation, climate change, education, extractive industry, health, and transparent and accountable governance by partnering with up to 12 civil society organizations (CSOs). This goal is supported by two interrelated objectives: 1) more effective advocacy by partner CSOs in target sectors, and 2) strengthened organizational performance by partner CSOs.



*Round table, Maputo - December 8, 2016*

PCBG transitioned from start-up to implementation and the program team has been reaching out to a number of organizations to introduce and raise awareness about the program's opportunities to support civic activism. During the quarter, the team met with 66 organizations individually and at round table meetings to learn about CSOs' work and experience in conducting advocacy at both the national- and provincial-levels in the six target sectors. The majority of the organizations met had

previously or are currently implementing community engagement work, monitoring the delivery of services and to a certain extent conducting advocacy.

To understand the actual prevailing context of civil society operations, Counterpart commissioned a civil society assessment to examine civic activism in the six target sectors, identify government priorities and come up with strategic and programmatic recommendations for achieving greater program impact in Mozambique. The field work was carried out in the provinces of Cabo Delgado, Inhambane, Nampula and Maputo and the outcome of the assessment will be critical in informing program implementation.

The round table meetings and initial findings from the CSO assessment informed PCBG's sub-grant strategy and development of the grantee selection criterion. The information was also used to guide the call for proposals through the Annual Program Statement (APS) that will be used to select up to 12 CSOs with whom PCBG will work with over the life of the program. The APS is meant to encourage organizations to be creative and innovative in program design and implementation. Prior to the launch of the APS, PCBG team presented its strategy to USAID and their inputs were reflected in the call.

In November 2016, Counterpart's Regional Director for Africa, Nhelly Saleh Ramirez, visited Mozambique and met with USAID to review PCBG program priorities, discuss the funding stream reporting as well as review how PCBG proposed to issue a call for sub-grants in the target sectors which will be awarded once funding is available. Subsequently, USAID modified the grant to obligate PEPFAR funds and PCBG is now able to charge all funding streams once it commences to issue sub-awards.

## II. National Context and Analysis

The impact of the ongoing civil strife between the country's ruling party Frente de Libertação de Moçambique (*FRELIMO*) and the Resistencia Nacional Mocambicana (*RENAMO*) continues to affect the country's economy, citizens' welfare and CSO operations both program and advocacy in the provinces most affected. This might pose a challenge to PCBG given that a number of organisations might be reluctant to submit concept notes due to fear of government harassment and intimidation. The prolonged political uncertainty and continued military skirmishes in parts of Sofala and Zambezia provinces affect the program implementation of many civil society organizations who have either relocated or suspended work in the two provinces.

The government's Economic and Social Plan for 2017, which sets a target of 5.5% economic growth against the original projection of 7%, was approved by the Parliament<sup>1</sup> during the last quarter. Education is considered as a development pillar and the government proposes to increase primary school attendance from 65% to 86.5% and to hire 8,300 new teachers in 2017. In the health sector, the Plan seeks to expand vaccination coverage to 90% of children under one year of age and to increase the number of births that take place in health units to 76% by the end of 2017. The Plan sets out critical policy and programmatic priorities that will inform PCBG program design and shape grantee's advocacy priorities in the social service sector. PCBG will also include in its assistance to grantee's tools to assist them to conduct a gender analysis including identifying potential negative consequences.

On the political front, there were key ministerial replacements in the Ministries of Education and Human Development as well as Mineral Resources and Energy. The previous ministers were well regarded and perceived by development partners and civil society organizations as strong collaborators, advocates and champions of transparency and accountability within the respective ministries and were always open to partnerships with non-state actors. Their departure could be a setback to civil society efforts in promoting transparency and accountability in the sectors of Education, Mineral Resources and Energy.

On a more positive note, in response to in-depth research on lost revenues and long-term advocacy led by World Wildlife Fund, the Mozambique's Parliament approved a law prohibiting the export of timber logs and established a value added tax, which varies depending on the level of processing carried out in the country<sup>2</sup>. The government expects the law to promote job creation, increase tax revenues from timber exports, promote the domestic wood processing industry and contribute to the sustainable management of forest resources in the country. The passing of the law is an indication that sustained lobbying and structured advocacy by civil society organizations based on evidence and sound analysis can bring about policy change. The policy success is an indication of the government's willingness to promote environmental conservation and management which is critical to the success of PCBG's program.

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<sup>1</sup> Agência de Informação de Moçambique, 2016

<sup>2</sup> Agência de Informação de Moçambique, December - 2016

**III. Program Activities**

**Summary of Program Activities**

- Developed the sub-grants strategy that outlined the process to be undertaken in the issuance and management of sub-awards.
- Developed and issued the APS.
- Developed the Grants Management manual to guide the sub-award process.
- Conducted three roundtable meetings in Nampula and Maputo Provinces to meet civil society organizations and learn about their operations.
- Met government officials from the Ministry of Land, Environment and Rural Development, Ministry of Mineral Resources and Energy to collect baseline and statistical information to design of the program M&E tools.
- Commissioned a CSO field assessment to provide a situational analysis in the PCBG target areas. The final report will be finalized next quarter.
- Traveled to Nampula province to identify and gauge level of CSO engagement in advocacy at Provincial level
- Presented its program at a donor meeting organized by the European Union.

**Program Management**

In November 2016, Counterpart’s Regional Director for Africa, Nhelly Saleh Ramirez, visited Mozambique and met with USAID to review the program, to discuss the reporting per funding stream and PEPFAR funding. As a result, a reporting system was set up that responds to USAID needs based on a model CPI has used for other integrated programs in other countries.

During the quarter, the grant was modified, increasing funding by obligating \$300,000 from PEPFAR, so all six target sectors are currently funded.

Obligated funding to date	
Basic Education	\$1,135,000
DRG/EI	\$947,015
PEPFAR	\$300,000
Bio-diversity	\$1,767,861
Climate Change	\$1,066,124
Undecided	\$0
<b>Total commitment</b>	<b>\$5,216,000</b>

To ensure its ability to deliver, and while the organization is not able to hire locally since the registration process was ongoing, CPI decided to hire its program staff as short term consultants. The PCBG program concluded the interviews and selected a Monitoring and Evaluation specialist and a Capacity Building Officer. Both were scheduled to start in November however the Capacity Building Officer turned down the consultancy offer on the day it was starting. CPI will re-advertise the position which should be filled up next quarter.

CPI also signed a contract with a law firm to advise on legal issues, draft the labor contract and review the human resource manual **it developed in the quarter**. CPI signed a separate contract with a firm to provide assistance in obtaining work authorization for its foreign staff.

**The PCBG team continued to meet with organizations that could compliment its program and with whom it is considering signing a Memorandum of Understanding (MoU). These include the**

International Research & Exchanges Board (IREX) and the Voluntary Service Overseas Voluntary (VSO) but conversations will continue once the sub-grants awards have been issued and their program will drive the development and focus of the MoUs.

During the quarter, the PCBG team continued to work from the COP's residence but decided to move to a temporary office in a business center in the next quarter while it searches for a permanent office. Relative to the second office, the PCBG team agreed to consider if and where it will be located in the last quarter of FY 17 once it has signed the sub-grant awards so during the quarter has not registered in Nampula as per Work Plan.

## **Objective 1: More effective advocacy by partner CSOs in target sectors**

### ***1.1 Conduct sector-specific mapping of advocacy initiatives, stakeholders and resources***

In November and December 2016, the PCBG team held three round table discussions with civil society organizations in Nampula and Maputo. The meetings sought to have a better understanding of national- and Provincial-level advocacy operations and priorities for each of the thematic areas. During the meetings, organizations shared their experiences in conducting advocacy; available spaces for influence and their capacity to influence policy at the different levels of government. Most of the 17 organizations in Nampula and the 28 in Maputo who attended the round table discussions were service delivery oriented institutions and less than a quarter were engaged, or had previously been, in policy work or advocacy targeting government. The centralized nature of the Mozambican government limits the opportunity to influence policies at the provincial-level, and despite the existence of formal spaces for exchange between government and CSOs, they are not a meaningful platform for policy dialogue. To address this, PCBG program will closely support national level grantees to promote linkages and evidence sharing with provincial level organizations.

The team also held individual meetings with 21 national and provincial level organizations including Fundação Joaquim Chissano (*a private non-profit dedicated to the Promotion of Peace and Economic Development Mozambique*), Nweti (*a non-profit organization dedicated to communication to health in Mozambique*), RENSIDA (*Associations of people living with HIV/AIDS*) and others. In general, the organisations were open about their need for technical support during program design, implementation and monitoring.

Organizations like RENSIDA have previously managed large program portfolios but funding has reduced in the last three years due to internal governance issues. RENSIDA is not unique and several of the CSOs, as well as development agencies, recognize that internal governance and management remain a challenge thus PCBG will ensure it balances its support for advocacy work with a structured program of technical assistance to help grantees assess their organizational development needs and develop an action plan to strengthen their organization to implement and achieve program objectives.

Following a competitive bidding process conducted last quarter, Maraxis BVT, an independent consulting firm with strong skills in research and assessments of development programs in Mozambique, was selected to carry out the CSO assessment to contribute to Counterpart's

understanding of Mozambique's policy and advocacy environment under the six target sectors and provide recommendations for the program implementation. The assessment was carried out in a representative sample of the country which encompassed the provinces of Cabo Delgado, Inhambane, Nampula and Maputo. The methodology included a combination of qualitative and quantitative techniques, using structured surveys that provided data for analysis and comparison as well as qualitative focus groups and interviews that provided a more in-depth understanding of issues facing CSOs in Mozambique. Maraxis interviewed 470 people including civil society actors, representatives from national and local-level government and ordinary citizens. Both primary and secondary (desk research) methods were used and, for primary data collection, Key Informant Interviews (KIIs), Focus Group Discussions (FGDs) and a survey questionnaire were employed. The interview tools were tested with two civil society organizations before being used in the field

The consultants submitted a draft report in December and the final report will be completed in the next quarter. Some preliminary key findings include: presence of CSOs working in all PCBG's six target sectors, there is government policy clearly calling for CSO input in some target sectors, CSOs miss opportunities to advocate because they are not familiar with government policies and priorities in their area of intervention, there are formal spaces for interaction between government and CSOs. In addition, most CSOs do not systematically consider the most vulnerable or marginalized groups (who are often at a disadvantage in terms of being heard, being provided information to allow them to be conversant on an issue and knowledgeable of opportunities to participate) in the project cycle. PCBG will adapt CPI's Gender and Social Inclusion tools and present them at a *Proposal Development Boot Camp* workshop for prospective applicants to assist them to integrate GSI in their proposal.

### ***1.2 Select implementing partner CSOs***

The PCBG team developed the grants manual, working together with the Grants Compliance Department to ensure compliance with award's regulatory obligations and to incorporate Counterpart's best practices into its strategy.

In addition, the PCBG developed the partner CSOs selection criterion and grant-making strategy consulting several actors including USAID and other grant implementing organizations in country to learn from their experience and good practices. In terms of the solicitation mechanism, PCBG considered different options to attract capable organizations to submit viable and on target proposals. Amongst the options considered were Request for Applications (RFA), targeted invitations and an Annual Program Statement. The first was considered too prescriptive, the second would close doors to lesser known organizations and the third was deemed the most appropriate because it allows organizations to be creative in their program designs and it provides a longer application window (*one year*). This will enable PCBG to learn and, if necessary, adjust its strategy to receive viable proposals from CSO candidates.

The second issue was whether to set aside small grants targeting provincial- and district-level organizations with less than \$100,000 annual operational budget or to issue a generic APS. The PCBG team settled on a generic APS call because the reserved grants would be difficult to implement, especially in verifying the organizations' budgets. In addition, during the roundtable



meetings and discussions with other grant-implementing organizations, PCBG noted that the potential targets of the reserved funding, the smaller organizations, required a large investment upfront to build and strengthen their organizational and technical capacity to deliver on advocacy work and it would be unlikely they could do it within the program timeframe, thus the decision to issue a general call where all organizations will be considered and treated on equal terms. In the selection of partners, the APS was crafted to assess the applicant's programmatic capacity and past performance to balance between the program's two objectives of more effective advocacy in target sectors and strengthened organizational performance of partner CSOs.

Following PCBG's internal Gender and Social Inclusion desk review prepared in FY 16, the APS also requests organizations to consider Gender Integration and Social Inclusion as a crosscutting theme and the evaluation criteria will consider the extent to which the proposed concept notes and proposals engage and consider the impact of activity in marginalized populations, such as women, youth, and the disabled in the activity as well as emphasize leadership and innovation.

Finally, to ensure delivery of the program, the PCBG team decided to set up an internal Grants Review Committee (GRC) composed of its field and CPI headquarters staff to review the concept notes and full proposals. The GRC of five staff will include the Finance and Grants Director, the Senior Advocacy Expert, the Monitoring and Evaluation Officer, the Capacity Building Officer and the HQ Program Manager. The GRC will be chaired by one of its members who will ensure that proceedings are compliant with CPI established policies and procedures and are conducted ethically and without bias.

As outlined in the original proposal, the team considered setting an external Grant Review Committee with representatives of other implementing organizations in the areas of governance and advocacy including Programa de Acções para uma Governação Inclusiva e Responsavel (AGIR), Fundação Mecanismo de Apoio à Sociedade Civil (MASC), the World Bank and representative of the United Nations. However, the PCBG team was concerned that it could be challenging to manage their expectations, and to ensure neutrality and adherence to CPI's internal grant management standards, it decided to maintain an internal grants review committee. Nevertheless, the PCBG staff regularly consults, and will continue thru the program's life, with subject matter experts and other partners to ensure that PCBG grant making efforts are complementary to existing support from other organizations.

### ***1.3 Award advocacy grants***

PCBG launched the Annual Program Statement (*found in annex 1*) seeking applications that encourage policy dialogue between government and citizens as well as contribute to improvement in delivery of public services in the target sectors, with CSOs acting as facilitators, mediators, protectors, and advocates for citizen interests. To qualify, organizations must be:

- Legally registered non-profit Mozambican entities, formally constituted, recognized by and in good standing with appropriate Mozambican authorities, compliant with all applicable civil and fiscal regulations, and with a bank account.
- Demonstrated successful past performance in implementation of activities related to PCBG target sectors.

The first call for proposals was posted on December 20 in one of the country's leading local newspapers the *Jornal Noticias* which has national readership to reach as many organizations throughout the country as possible. Interested organizations could send questions and PCBG would post answers by January 10. The dates for posting the APS was not ideal given the holiday season and to overcome this challenge, PCBG will issue a reminder in mid-January as well as open a new Questions & Answers by January 24, 2017 thus encouraging as many organizations as possible to apply.

#### ***1.4 Provide tailored advocacy training, technical assistance and mentoring to partner CSOs***

To understand the operations of local organizations, in November and December 2016 PCBG conducted three round table meetings in Nampula and Maputo, meeting 17 and 28 organizations respectively, that provided an opportunity to listen to the views of and obtain information from CSOs about the sectoral policies and advocacy opportunities and challenges. Based on the information the PCBG team identified the geographical focus that enables the project to build synergies with other USG funded initiatives to maximize impact and set the funding levels between \$75,000-\$400,000 over the lifespan of the sub-grant in its call for proposals as well as decided to issue an open one rather than targeted solicitation. It also provided critical information that is shaping PCBG's design of its Organisational Development guide.

In the quarter the PCBG team also planned to develop its learning framework to support a learning-based implementation but decided to postpone the activity for the latter part of FY 17 at a time when the program is fully staffed since it is developed by the program's technical team.

#### ***1.5 Provide sector-specific technical assistance***

NTR

#### ***1.6 Support communities of learning***

NTR

### **Objective 2: Strengthened organizational performance by partner CSOs**

#### ***2.1 Adapt the Organizational Capacity Process (OCP) toolkit***

The PCBG team began adapting CPI's Organisational Development Guide to fit the context in Mozambique. The guide will lay out the parameters of strengthening an organisation's ability to manage and deliver effective advocacy programs and other strategic organisational processes including leadership, teamwork and decision-making. PCBG envisions that its Organisational Development Guide will enable organisations plan, manage systems, activities and change to become a more advocacy- and campaign-centred organisation that fosters effective collaboration for program success. The guide will also include planning tools to assist partners integrate gender and social inclusion considerations in implementing relevant, innovative, effective programs that support all community members. The Organisational Development Guide will be finalized during the next quarter.

The staff training on the Organisational Development Guide will take place in the next quarter and not on the current one as per Work Plan.

***2.2 Conduct participatory organizational assessments***

NTR

***2.3 Develop capacity building action plans***

NTR

***2.4 Provide training and technical assistance in organizational development***

NTR

***2.5 Support CSO diversification of funding sources***

NTR

**IV. Monitoring and Evaluation**

The PCBG team has started developing the program’s baseline database that will provide critical reference points for assessing change and impact, as it will establish the basis for comparing the situation before and after PCBG intervention. This will help the team understand what factors and approaches lead to change, those that will help to improve advocacy strategies and promote accountability to both internal and external stakeholders. Developing the baseline database/information will be important for advocacy as opportunities can change quickly, requiring one to react and ‘course correct’ strategy swiftly. The draft database will be available by end of the next quarter.

**V. Others**

In October, the PCBG team presented its program at a donors’ meeting organized by the European Union (EU). The EU is developing a program to support CSO and citizen engagement as well as a number of other funding players and the participants agreed to coordinate efforts by sharing information on the programs, the organizations funded and the program results.

**VI. Achievements**

The key achievements in this quarter include: launching of the first round of Annual Program Statement which closes on January 30, 2017, holding three advocacies round table meetings in Nampula and Maputo, completing the human resource manual that will guide the local staff hires and onboarding the M&E Consultant.

## **VII. Challenges and Lessons Learned**

### **Challenges**

The Capacity Building Officer turned down PCBG's offer for a short-term consulting opportunity which was a setback to the program resulting in re-advertising the long term position. There has been a delay in securing work authorization for the Chief of Party and the expatriate team which has affected the smooth program implementation and ability to operate company accounts. PCBG has secured a reputable legal and audit firm, Deloitte, to assist in facilitating speedy issuance of the work permits.

### **Lessons Learned**

CPI will ensure there is broader reach through round tables/information sessions prior to the next concept note submission deadline for civil society groups to improve the quality of their concept notes.

## **VIII. Priorities for Next Quarter**

### **Program:**

- Review and shortlist CSOs which will be invited to develop a full proposal and review lessons learnt and make course corrections if necessary ahead of launching the second round of APS.
- Organize and host a boot camp to assist CSOs develop full proposals.
- Finalize the PCBG sub-grants manual in collaboration with HQ's Program and Grants Compliance team.
- Train Field Office staff on the Sub-Grants Manual.
- Post the APS Q&A and re-post the APS call for concept notes due January 30.
- Carry out round of round table meetings/info sessions in selected provinces ahead of the second round of the APS submissions.
- Finalize the development and collection of project's M&E baseline database which will disaggregate data by relevant GSI characteristics.
- Finalize adaptation of CPIs Organization Development Reference Guide

### **Operations:**

- Obtain the work authorization for the PCBG's foreign staff.
- Recruit the capacity building officer, the grants officer, the senior accountant and support staff.
- Secure a long-term office space.
- Finalize and train staff on the Field Office Procedures and Travel Guide.