

# AMERICA'S DEVELOPMENT FOUNDATION

*ASSISTING THE INTERNATIONAL DEVELOPMENT OF DEMOCRACY*

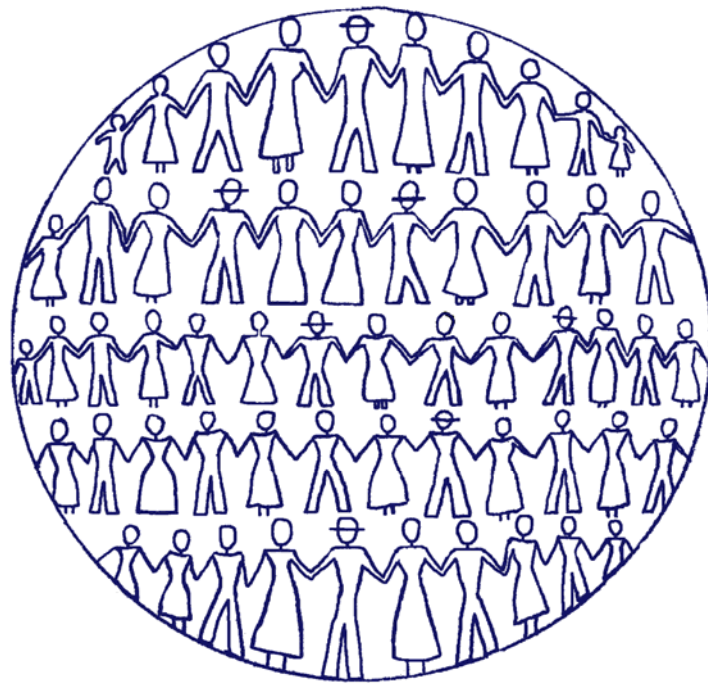
**FINAL REPORT**

**CIVIL SOCIETY PROPOSING POLICY ALTERNATIVES**

**USAID/MOZAMBIQUE**

**COOPERATIVE AGREEMENT NO. 656-A-00-98-00049-00**

**ATTACHMENT 2 - SAMPLE REPORTS OF ADVOCACY TRAINING**



**Submitted by  
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**List of Attachments**

- Attachment 1 Final Evaluation Report (Relatório Final: Avaliação da Sociedade Civil)
- Attachment 2 Sample Reports of Advocacy Training
- Attachment 3 Portuguese version of ADF's Advocacy Training Manual

## **Executive Summary**

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USAID/Mozambique's Civil Society Proposing Policy Alternatives (CSPPA) project was competitively awarded to America's Development Foundation (ADF) on April 23, 1998 Cooperative Agreement 656-A-00-98-00049-00 for funding of \$1,499,988. During its implementation, the CSPPA became known by its Portuguese acronym, PROPOR (meaning to propose), which stood for the Portuguese title: *Projecto para Capacitar a Sociedade Civil a Propor Políticas*. The Cooperative Agreement was amended in March 2000 to reflect a decreased amount of \$1,153,579 and extension through June 2000.

The overall objective of the two-year PROPOR project was to give civil society groups the means to develop and offer opinions, points of view and concrete proposals for political reforms that promote a consolidation of democratic transition in Mozambique. The project was intended to broaden and improve public discussion of governance issues, and to strengthen the capacity of civil society organizations to initiate and participate in this discussion. Project activities were intended to cover a large range of macro-political issues, including those directly linked to the political reforms addressed in SO2 as well as other issues linked to the other strategic development objectives in USAID/Mozambique's Country Plan. The macro-political issues to receive special attention under the project were:

- Freedom of association
- Transparent public budgeting and allocation of resources
- Elections/electoral framework
- Local government/autonomy
- Judicial reform/rule of law
- Independent media
- Land tenure
- Cashew industry
- Health sector
- HIV/AIDS prevention and treatment (added November 1999)
- Registration of associations (added November 1999)
- Corruption (added November 1999)

There were four main components of the PROPOR project: 1) capacity building (training and technical assistance) for increased CSO advocacy skills; 2) institutional development assistance (technical assistance); 3) subgrant support for CSO advocacy campaigns; and 4) support for other CSO activities that facilitate dialogue and citizen participation. Over the course of the two-year project, ADF made significant achievements in attaining the intended results and impact of the PROPOR project. These achievements include the following:

- 98 Mozambican CSOs (MCSOs) gained an understanding of the basic notions of advocacy and developed skills in planning advocacy campaigns. 54% of these organizations applied new knowledge and skills to developing a campaign on an issue of importance to their constituents.

- Mozambican trainers and relevant training materials were developed and are currently being used to build the skills of Mozambican civil society organizations (MCSOs).
- 20 advocacy campaigns were conducted by MCSOs to influence policies and practices related to the macro-political areas of interest to the project. Seventeen of these were supported by subgrants from the PROPOR project. MCSOs introduced new legislation or proposed changes to legislation fourteen times. While several of these have not yet been acted upon, MCSOs were successful in influencing public policy seven times.
- 10 coalitions of NGOs were formed to pursue advocacy on issues of common interest
- Consultation and dialogue on policy between MCSOs and government officials was expanded.
- Four new linkages were created between MCSOs and their counterparts elsewhere in the region and in the world.

## **1. Background**

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In the 1990s there was increased attention paid by international development agencies, academia, and governments to the role that civil society in developing countries can and should play in democratic governance. In the same decade, Mozambique was dealing with its own economic and political transition at the tail end of two crises: civil war and drought. In response to the quickly evolving political and economic environment in Mozambique, and in reaction to the two crises and the increased attention of international donors, the number of Mozambican civil society organizations skyrocketed during this period. The best estimate at present is that there are approximately 450 civil society organizations in Mozambique, of which less than half are legally recognized entities and around sixty are independent print and broadcast media sources.

Most Mozambican civil society organizations (MCSOs) were created to service the government/donor body – providing links with local communities in the transition from civil war to peace. The MCSOs provided a venue for facilitating dialogue and discussion between former rival factions. In the drought-related crisis these organizations acted as logistical support bodies in the emergency relief effort. They had the linguistic, social, and cultural entrées to greatly help the international donor community in distributing aid at the community level.

In the second half of the 1990s the relief effort wound down, markets were liberalized, and democratic processes were put into practice. MCSOs looked toward a greater development role, including a role in reinforcing the processes of democratic governance developing in Mozambique. MCSOs carried out, to one degree or another, four classic functions of civil society related to democratic governance. In general they sought to:

- \* contribute to the development of a democratic culture;
- \* limit the state's potential abuse of power;
- \* undertake certain public governance functions outside the formal state realm; and
- \* broaden citizen participation in the public realm of policy-making.

It is against this backdrop that USAID/Mozambique developed its democracy and governance strategy as part of its Country Strategic Plan (1995-2000), with the long-term goal to broaden participation in political and economic growth in Mozambique. USAID/Mozambique's Strategic Objective #2 emphasized the importance of achieving an effective partnership between government and civil society in a country where democratic processes and institutions existed, but were still very fragile.

Such an effective partnership required an enabling environment in which citizens' participation in democratic governance processes and institutions, including civil society organizations, increased in effectiveness and frequency. In its framework of results, USAID/Mozambique identified five lower-level intermediate results, each related to an institution or sector of society, for this strategic objective. One of these intermediate results (IR 21) focused on increased citizen participation in governance at the national and local levels, and formed the basis for the Civil Society Proposing Policy Alternatives (CSPPA) project.

## **2. Project Description**

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The CSPPA project was competitively awarded to America's Development Foundation (ADF) on April 23, 1998. Cooperative Agreement 656-A-00-98-00049-00 was signed between ADF and USAID/Mozambique for \$1,499,988. The project became known by its Portuguese acronym, PROPOR (meaning to propose), which stood for the Portuguese title: *Projecto para Capacitar a Sociedade Civil a Propor Políticas*. The Cooperative Agreement was amended in March 2000 to reflect a decreased total funding level of \$1,153,579 and extension through June 2000.

The overall objective of the two-year PROPOR project was to give civil society groups the means to develop and offer opinions, points of view and concrete proposals for political reforms that promote a consolidation of democratic transition in Mozambique. The project was intended to broaden and improve public discussion of governance issues, and to strengthen the capacity of civil society organizations to initiate and participate in this discussion. Project activities were intended to cover a large range of macro-political issues, including those directly linked to the political reforms addressed in SO2 as well as other issues linked to the other strategic development objectives in USAID/Mozambique's Country Plan. The macro-political issues to receive special attention under the project were:

- Freedom of association
- Transparent public budgeting and allocation of resources
- Elections/electoral framework
- Local government/autonomy
- Judicial reform/rule of law
- Independent media
- Land tenure
- Cashew industry
- Health sector
- HIV/AIDS prevention and treatment (added November 1999)
- Registration of associations (added November 1999)
- Corruption (added November 1999)

### **2.1. PROGRAM APPROACH**

America's Development Foundation (ADF) utilized a program approach based on the belief that effective advocacy and the development of advocacy skills in Mozambican civil society organizations could serve as a means for developing an informed and active citizenry capable of participating in decision-making processes at the local and national levels. At the same time, engaging in advocacy activities that engage and educate citizens and government officials establishes a dynamic of participation that increases democratic governance over the long term. ADF's approach included (1) building the capacity of MCSOs to conduct advocacy, (2) strengthening their institutional capabilities, and (3) supporting the implementation of advocacy campaigns related to key areas of macro-political reform highlighted for the project. Coalition building and networking, consultation within the civil society sector, and collaboration between civil society and the GOM would be encouraged and facilitated. ADF also proposed working to

increase the information flow on policy reform within the country, and facilitating access to international networking.

## **2.2. INTENDED RESULTS**

The goal of the activity was to give civil society organizations the means to analyze and formulate public policy and to offer opinions on macro-political issues in order to promote sustained social, economic, political, and democratic development.

PROPOR's intended results, determined at the start of the activity and detailed below, included four output level results (i.e. the product of specific actions) and outcome indicators that specified the intended impact or change that achieving output level results will make toward USAID/Mozambique's results for the Democracy and Governance sector.

### **2.2.1. Expected Outputs**

The project's specific objectives, with their attendant output level results, were the following:

1. To improve citizen's awareness and understanding of macro-political issues and how their interests are being represented by civil society in its pro-active role in advocacy

*Output result 1.1:* MCSOs representatives acquire principles and strategies of constituency-building, internal communication, and consensus-building.

*Output result 1.2:* MCSOs conduct effective public information campaigns on macro-political reform issues.

2. To have people who have not previously collaborated work on analyzing and formulating public policy

*Output result 2.1:* MCSO representatives acquire the principles and techniques of coalition building for effective advocacy.

*Output result 2.2:* Constructive dialogue and consultation between members of MCSOs and the National Assembly and GOM increase.

3. To increase the use of networking systems between MCSOs in Mozambique and other countries that have similar interests in promoting dialogue on macro-political issues

*Output result 3.1:* Information exchange between MCSOs and institutions with similar interests and goals in other countries increases.

*Output result 3.2:* At least one Mozambican CSO, in conjunction with a CSO from another country in the region, successfully applies for a SARDF grant.

4. To motivate and empower civil society groups to actively and productively engage in discussions of democratic macro-political issues

*Output result 4.1:* MCSOs acquire principles and techniques of advocacy.

*Output result 4.2:* MCSOs conduct effective advocacy campaigns.

### **2.2.2. Expected Impact**

The intended impact of the PROPOR project was that significant progress would be made toward achieving the intermediate results under USAID/Mozambique's SO2: ***Government and Civil Society Are Effective Partners in Democratic Governance at National and Local Level***. In accordance with the first annual PROPOR work plan submitted to and approved by USAID/Mozambique in August 1998, ADF was to track six indicators to determine project impact:

- 1) Citizens perceive that public issues are addressed in a participatory manner involving civil society;
- 2) Existence of and participation of civil society organizations in public forums (*this indicator was later dropped, for reasons explained below*);
- 3) Number of times civil society organizations precipitate the introduction of legislation and/or influence substantive amendment of proposed legislation;
- 4) Quality of analysis of key policies and issues by actors other than those in the executive branch at the national and local levels;
- 5) Democratic governance within civil society organizations; and
- 6) Effective management within civil society organizations (*this indicator was later dropped, for reasons explained below*).

The baseline surveys conducted by ADF in September 1998 (see Attachment 1) revealed that two of these indicators had baseline scores that were already so high that any progress made over the two-year period of the PROPOR project would be statistically insignificant. As a result, ADF modified the project's original Performance Measurement Plan and deleted indicators 2 and 5 in the second annual work plan, submitted July 17, 1999 and approved by the mission August 2, 1999.

### **2.2.3. Summary of Project Results**

- ✓ Four MCSOs strengthened their constituency base and internal communication. 17 MCSOs built consensus within their organizations and with constituents.
- ✓ Eight organizations conducted public information as part of their campaigns.
- ✓ Ten coalitions of NGOs were formed to pursue advocacy on issues of common interest.
- ✓ Consultation and dialogue on policy between MCSOs and government officials was expanded. Six campaigns included MCSO consultation with the National Assembly and

GRM. Four new linkages were created between MCSOs and their counterparts elsewhere in the region and in the world.

- ✓ Ninety-eight (98) MCSOs gained an understanding of the basic notions of advocacy and developed skills in planning advocacy campaigns. 53 of these (54%) applied the techniques they learned.
- ✓ Twenty advocacy campaigns (17 of which were supported by subgrants) were conducted by MCSOs to influence policies and practices related to the macro-political areas of interest to the project. MCSOs introduced new legislation or proposed changes to legislation fourteen times. While several of these have not yet been acted upon, MCSOs were successful in influencing public policy seven times.
- ✓ Seven policies were changed with MCSO input.

## **2.3. PROGRAM COMPONENTS**

The PROPOR project had four main components: 1) capacity building (training and technical assistance) for increased CSO advocacy skills; 2) institutional development assistance (technical assistance); 3) subgrant support for CSO advocacy campaigns; and 4) support for other CSO activities that facilitate dialogue and citizen participation. Each of these components is described below.

### **2.3.1. Capacity Building for Increased CSO Advocacy Skills**

ADF utilized an integrated combination of training and technical assistance throughout the PROPOR project to increase the capacity of civil society organizations to plan and implement advocacy campaigns. The ability to design and conduct effective advocacy campaigns was a core skill needed for effective civil society organizations participation in policy reform.

There were two "tracks" for building CSO skills in advocacy, depending on an assessment of an MCSO's understanding of advocacy, institutional objectives, and initial planning. Sample reports for both tracks can be found in Attachment 2.

- **Track One** was used for MCSOs that had a general interest or strong potential to engage in advocacy, but did not have a specific advocacy campaign in mind. This track consisted of workshops to initiate MCSOs into the concepts and techniques of advocacy, and to provide them with a model for planning advocacy campaigns.
- **Track Two** was used for MCSOs that had contacted ADF/Mozambique requesting assistance in developing a campaign regarding a specific reform or change. This track provided an intense series of technical assistance sessions in which MCSOs learned the process of advocacy while actually planning their campaign.

### **Training and Technical Resource Materials**

Each track utilized training and technical resource materials drawn from ADF's Advocacy Training Manual. Case studies, planning exercises, and informational texts developed specifically for Mozambique were used during training sessions. Each participant also received a Portuguese adaptation of ADF's Advocacy Training Manual. This manual provides a practical "how to" approach that flows from the core concepts of advocacy to a step-by-step model for planning an advocacy campaign. It also provides tips and techniques for implementing a campaign. The Portuguese version of ADF's Advocacy Training Manual is included as Attachment 3.

### **Track One Capacity Building for Advocacy**

Track One was the approach used for MCSOs that had a general interest in, or potential for, advocacy related to the priority macro-political issues, but that did not have a specific advocacy campaign in mind. This track consisted of a series of two workshops, each of four days duration. The first workshop (Module I) defined advocacy, developed participants' basic understanding of how advocacy might help them achieve their goals, and taught them the nuts and bolts of identifying, planning and executing advocacy campaigns. The workshop developed knowledge and skills in conceptualizing advocacy campaigns, information gathering, identifying potential allies, mobilizing constituents, and tactics used in advocacy campaigns.

Following the Module I workshop there was time for each group of participants to return to their institutions and constituents to disseminate acquired skills and knowledge and to reach a consensus on an advocacy campaign that each organization wished to conduct. A follow-up meeting with participants was held approximately two months after each introductory workshop.

The second workshop (Module II) targeted MCSOs that:

- a) Had participated in the first module of training;
- b) Had gained the commitment of their organizations for an advocacy agenda;
- c) Had identified problems they wish to work on through an advocacy campaign;
- d) Had begun meeting on and researching the problem; and
- e) Were ready to move into the detailed planning of an advocacy campaign.

Module II provided intense technical assistance and facilitation to MCSOs as they went through the steps of planning a specific advocacy campaign on the theme chosen by their organization. As part of the process of planning the campaign, facilitators also introduced specific topics that enriched the planning process, such as the targeting of decision-makers, using the media, dealing with the opposition, dialoguing with lawmakers and other government officials, and evaluating advocacy campaigns. At the end of the workshop, participants returned to their organization with a feasible, realistic plan of an advocacy campaign to discuss with their organization's members.

### **Track Two Capacity Building for Advocacy**

The second track was used for MCSOs that contacted ADF requesting assistance to develop a specific campaign. In these cases, ADF provided intensive, one-on-one technical assistance to MCSOs as they developed and implemented these campaigns. ADF/Mozambique technical staff worked with these organizations or coalitions over an extended period of time.

ADF negotiated assistance for advocacy activities planned by any MCSO based on three criteria. First, there had to be a perceived need for ADF's assistance within the MCSO. Second, the MCSO had to be committed to advocating for change in policy, institutional programs, or social behavior in the interest of its constituents, as evident in its institutional objectives and previous activities. Third, an organization had to have identified a credible issue, or legitimate change to be advocated, for the participatory advocacy campaign.

Track Two working sessions were organized on a demand drive basis, meaning that once an organization approached ADF/Mozambique with issues to bring to the attention of decision-makers or policy or programmatic reforms to advocate, a session was scheduled. The fundamental criterion in selecting MCSOs for the planning exercise was that they had identified a particular policy, program, or social behavior that they feel needs to be modified to the benefit of their members. At the beginning of the planning session such campaign themes were analyzed in a problem/solution exercise. Then, the participants went through a process of defining objectives; identifying constituents, allies, and adversaries; targeting decision-makers; choosing tactics; developing an events calendar; and budgeting the campaign.

### **External Technical Assistance**

The majority of technical assistance to build MCSO capacity in advocacy was provided by ADF staff. In four cases, however, ADF hired external technical assistance to assist MCSOs with specific technical needs that were not available in-house. In some cases, this external technical assistance was provided as part of the organization's subgrant. In others, external technical assistance was provided to assist with technical aspects of planning the campaign.

Technical assistance provided by external sources was as follows:

- In 1998 a former intern of the Guatemala Human Rights Commission and program assistant in the Washington Office on Latin America provided technical assistance to FECIV for a two-part campaign on revisions to the electoral law.
- In 1999 a prominent lawyer in Maputo provided technical assistance to AMODESE, the Mozambican Association of the Unemployed, in analyzing the draft regulation on informal markets in rural zones that had been drafted by the Directorate of Internal Commerce of the Ministry of Industry, Commerce and Tourism. AMODESE head office staff and the consultant determined the points with which the organization was not in agreement in the ministerial draft, and produced alternative articles.
- The same lawyer's office also provided technical assistance to ACAMO, the Beira-based Association of Blind Mozambicans. This work included facilitating a policy analysis on

legislation and regulations related to the blind. The consultant assisted the organization in presenting the findings of this analysis to regional and municipal officials, including the head provincial magistrate, in a public forum in Beira.

- Also in 1999 a sociologist and university professor in Beira worked with the Association for Promoting Community Development (ADC) to conduct an opinion poll on improvements in the informal market places. The study had three purposes. The first was to identify the causes of four undesirable situations that stakeholders in these markets places perceived as the most pressing issues. The second was to allow stakeholders to suggest ways of eliminating the identified causes, such as new policy or better services to be provided by the municipal government. The last objective was to identify allies in favor of the proposed solutions and potential adversaries, and to build public support for proposed changes.

### **Summary of Achievements in the Capacity Building for Advocacy Component**

The following achievements were attained under the advocacy capacity building component:

- ✓ Trainers' guides, curricula, and training materials were developed for the first and second modules of advocacy training workshop (Track One) and for advocacy campaign planning sessions (Track Two). Eight case studies of advocacy work in Mozambique were developed in Portuguese;
- ✓ Ninety-eight (98) MCSOs gained an understanding of the basic notions of advocacy and developed skills in planning campaigns;
- ✓ Forty (40) MCSOs received tailored technical assistance services in planning their advocacy campaigns from ADF/Mozambique program staff and local consultants, resulting in twenty (20) advocacy campaigns being developed as part of Module 2 training for Track One MCSOs and eighteen (18) campaigns prepared by MCSOs in Track Two. Twenty advocacy campaigns were implemented and others will be implemented once MCSOs and coalitions access the necessary resources.
- ✓ Two Mozambican trainers were trained and are now experienced in conducting the first and second modules of the advocacy training workshop. Three trainers were trained and are now experienced in conducting advocacy campaign planning sessions.

The following table summarizes training conducted over the life of the PROPOR project.

**Table 1: Advocacy Workshops and Campaign Planning Sessions  
from November 1998 to May 2000**

<b>Dates</b>	<b>Activities</b>	<b>Province</b>	<b># of Participants</b>	<b># of MCSO's</b>
17-20 Nov 98	Advocacy Workshop Module 1	Maputo	18	10
23-26 Feb 99	Advocacy Workshop Module 1	Maputo	16	08
23-27 Mar 99	Advocacy Workshop Module 1	Sofala / Manica	26	14
2-5 May 99	Advocacy Workshop Module 1	Nampula	19	10
6-9 Jul 99	Campaign Planning Session	Maputo	12	02
29 Jun-1 Jul 99	Advocacy Workshop Module 2	Maputo	16	07
3-6 Aug 99	Advocacy Workshop Module 2	Manica / Sofala	21	11
10-13 Aug 99	Campaign Planning Session	Maputo	12	03
14-17 Sept 99	Campaign Planning Session	Nampula	12	02
20-24 Sep 99	Advocacy Workshop Module 1	Maputo	20	11
28 Sept – 1 Oct 99	Campaign Planning Session	Maputo	10	02
18-22 Oct 99	Advocacy Workshop Module 1 (LINK)	Maputo / Gaza / Inhambane	17	12
1-4 Nov 99	Advocacy Workshop Module 2	Nampula	14	08
22-26 Nov 99	Campaign Planning Session (Forum MULHER)	Maputo	18	13
14-17 Dec 99	Advocacy Workshop Module 2 (LINK)	Maputo / Gaza / Inhambane	11	08
11-14 Jan 00	Advocacy Workshop Module 2	Maputo	10	09
21-25 Feb 00	Advocacy Workshop Module 1 (LINK)	Quelimane / Pemba / Nampula	26	24
1-3 Mar 00	Campaign Planning Session (AMMCJ/MULEIDE)	Maputo	04	01
8-10 Mar 00	Campaign Planning Session (LMDH)	Maputo	03	01
17-21 Apr 00	Campaign Planning Session (TEIA)	Maputo	29	25
8-12 May 00	Advocacy Workshop Module 2 (LINK)	Quelimane / Pemba / Nampula	26	24
<b>TOTAL</b>	<b>21 sessions</b>		<b>340</b>	<b>205</b>

### **2.3.2. Institutional Development Assistance**

ADF provided institutional development technical assistance to recipients of sub-grants and potential sub-grantees. The purpose of this assistance was to assist targeted CSOs to improve their project design, leadership, strategic planning, and administrative and financial skills – the range of capacities needed to successfully complete funded activities. An additional area of technical assistance was how to solicit financial resources from local, regional, and international donors, including from the SARDF grant program, for advocacy activities.

PROPOR staff provided technical assistance to partner MCSOs in the form of consulting services, assisting them to meet the needs of their work. The following was achieved as a result of this assistance.

### **Summary of Achievements in Institutional Development Assistance**

- ✓ Eighteen MCSOs increased their skills in proposal writing. Two of these organizations received grants from new external donors for their advocacy work and others received additional grants from their existing donors. Oxfam UK commented on how well the proposal they received was written.
- ✓ Fifty-nine MCSOs gained an increased knowledge of and appreciation for techniques of raising donations (monetary and in-kind) from business, members, volunteers, the media and government for their activities.
- ✓ Financial management systems were improved in fifteen MCSOs
- ✓ Coalition building skills were improved in sixteen MCSOs that participated in sessions for planning debates on parliamentary representation and/or joined together for advocacy campaigns on issues of common interest.

### **2.3.3. Sub-Grant Support to Civil Society Advocacy Campaigns**

The PROPOR Project implemented a sub-grant program designed to support initiatives of Mozambican civil society organizations that advocated for and informed the public about political reforms and related issues. The program served to reinforce the skills, attitudes, and practical plans developed under the training and technical assistance components. Sub-grants ranged from \$926 to \$29,574.

### **Subgrant Solicitation, Selection, and Management Processes**

PROPOR subgrants were awarded on an open basis, with most proposals received from MSCOs that had participated in ADF's advocacy training program. ADF developed grant selection criteria and agreements adapted to the Mozambican context. It provided CSOs with detailed guidance for proposal development, including a simple proposal outline and format, explanations of the overall proposal development process and suggestions on each of the parts of a good grant proposal.

Prior to sub-grant disbursement, ADF also provided guidance for grant management and programmatic and financial reporting to CSO recipients of sub-grants. In monitoring recipients' financial management, ADF applied grant management procedures that provided the necessary controls to ensure financial accountability, yet allowed CSOs the requisite flexibility to successfully implement their programs. ADF staff monitored the progress of subgrantees' advocacy work in accordance with indicators that were established in the advocacy campaign plans.

### **Summary of Subgrants Awarded**

In the course of eighteen months of PROPOR ADF disbursed \$155,666 for 17 sub-grants supporting the advocacy work of 16 Mozambican groups. Of the 16 sub-grant recipients, three

were independent newspapers, four were temporary coalitions of non-governmental organizations; one was a labor union; and the rest were single non-governmental organizations. Five MCSOs were based outside of Maputo. The PROPOR project supported advocacy work ranging from research on issues and development of alternative policies to multifaceted campaigns that promote desired change. Table 3 summarizes the subgrants awarded and their results.

Each activity supported through the subgrant mechanism was developed, at least in part, with ADF technical assistance to ensure the quality of the proposed work. In many of the sub-grant-supported activities a portion of the advocacy campaign included researching existing policy, policy implementation, or public behavior and practices regarding the identified issue. Through research, MCSOs became thoroughly familiar with an issue in order to propose appropriate solutions that responded to the needs of their constituencies.

If an issue revolved around inadequate or inappropriate legislation, CSOs developed alternative legislation to be proposed for adoption. By advocating a concrete policy alternative, MCSOs might substantially reduced the time it would take for policy change to be enacted, as well as ensure that their own perspectives were included in the final product.

Sub-grants were awarded to stimulate public debate on discrete policy issues, promote alternative policies, build constituencies, and inform the public about macro-political issues. Advocacy campaigns ranged from limited actions such as public information campaigns and public forums aimed at building dialogue and consensus to multifaceted campaigns that combined these activities with activities that promote change and pressure targeted decision-makers.

### **Summary of Achievements in Subgrant Program**

- ✓ Seventeen advocacy campaigns were conducted with PROPOR subgrant support. Twelve proposals for new or alternative legislation or policies were introduced to the government. Seven of these were acted upon positively, despite the slow process of decision-making in Mozambique.
- ✓ Seventeen MCSOs gained increased skills in developing programs and managing grants from international donor agencies.
- ✓ Over \$300,000 in matching resources were mobilized.

**Table 2: Subgrants Awarded**

<b>MACRO-POLITICAL ISSUE OR SECTOR</b>	<b>CHANGE ADVOCATED per MACRO-POLITICAL ISSUE</b>	<b>MCSO or COALITION</b>	<b>SUB-GRANT AMOUNT</b>	<b>TIMING</b>
Elections / electoral framework	Recommendations on new electoral law	FECIV	\$13,169	10-12/98
Elections / electoral framework	Alternative regulation on civil society observation in elections	FECIV	\$5,749	5-7/99
Local government/ autonomy	New municipal regulation on informal market places	ADC (Beira)	\$9,743	8-10/99
Judicial reform/rule of law	Civil society proposal for new regulation on informal market sector	AMODESE	\$5,440	5-7/99
Cashew Industry	Approval of bill for support of cashew industry	SINTIC	\$6,018	8-9/99
Other	Increased awareness of status of victims of anti-personal mines	ADEMO	\$5,547	8/99
Elections / electoral framework	Increased public debate on electoral campaign in independent newspapers	MUHUPI (Nampula)	\$926	10-12/00
Elections / electoral framework	Increased public debate on electoral campaign in independent newspapers	FAISCA (Lichinga)	\$2,549	10-12/00
Elections / electoral framework	Increased public debate on electoral campaign in independent newspapers	BAIA (Inhambane)	\$3,453	10-12/00
Other	Introduced consumer protection law	DECOM	\$6,300	4-5/00
Judicial reform/rule of law	Reformed family law and new law defining domestic violence as crime	Forum Mulher	\$4,000	3/2000
Other	Destruction of stocks of anti-personal mines in Mozambique	Mozambique Campaign Against Mines	\$3,347	5-6/00
Judicial reform/rule of law	Increased awareness of need for legislative reform in support of the blind	ACAMO (Beira)	\$3,800	10/99-3/00
Corruption	Regulation defining “best practices” of internal management of non-governmental organizations	ADECOMA/ UNP/CMA/ AMODEG	\$10,451	5-6/00
HIV/AIDS	Urgent approval of national HIV/AIDS strategic plan	KULIMA	\$29,574	5-6/00
HIV/AIDS	Change in law to explicitly guarantee non-discrimination against HIV/AIDS victims	GASD-UEM	\$27,000	5-6/00
Legalization of farmers' associations	New streamlined regulation on legalizing farmers' associations	PEMAC	\$18,600	3-5/00
<b>TOTAL</b>			<b>\$155,666.00</b>	

### **Matching Contributions**

In addition to the sub-grant fund resources from USAID, ADF mobilized \$336,811 in counterpart matching sub-grant resources for MCSOs. ADF used a number of strategies to fulfill the commitment of matching the sub-grant fund under the Cooperative Agreement. Matching funding includes:

- In-kind and other resources MCSOs contributed to their advocacy campaigns.
- Financial support for MCSO advocacy campaigns that they successfully solicited from other non-USG institutions. In many instances, the campaign plans developed with ADF technical assistance were the basis for solicitation.
- Advocacy workshops and campaign planning sessions conducted by ADF/Mozambique training staff with financing from non-USG sources. In these instances MCSOs solicited ADF assistance in providing direct training, assistance in materials development, or advice on methodology for workshops with their members at their cost.
- Donation of a laptop computer to the LINK advocacy office at a value of \$500.

The following table summarizes matching contributions, and their sources.

**Table 3: Matching Contributions**

<b>CSO</b>	<b>Objective</b>	<b>ADF Matching (USD)</b>	<b>Source</b>
AMODESE	To promote a revised regulation on informal rural markets	3,000 2,000 152	Oxfam International's combined program Finnish KEPA In-kind contribution
Ligua de Direitos Humanos (LDH)	To promote reforms on media coverage of elections	48,000 25,000 22,082	SIDA OSISA Irish Embassy
ADC	To draft and advocate new regulation on informal market places in city of Beira	4,140	In-kind contributions (rent, utilities, salaries)
FECIV	To draft and advocate revised regulation on civil society observation in elections	1,061	In-kind contribution (conference room)
SINTIC	To pressure National Assembly to approve law supporting cashew industry	619	In-kind contribution (legal consultant)
LINK	To support advocacy capacity building program, including two ADF training programs in advocacy	100,000	Christian Aid
Faisca Independent Newspaper	To allow civil society to voice opinion on election process and to raise awareness of election issues in Lichinga Province	9,308	Austrian North-South Institute

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Muhupi Independent Newspaper	To allow civil society to voice opinion on election process and to raise awareness of election issues in Nampula Province	977	Austrian North-South Institute
Baia Independent Newspaper	To allow civil society to voice opinion on election process and to raise awareness of election issues in Gaza Province	424	Austrian North-South Institute
10 participating MCSOs	To logistically support an Advocacy Training Module II	83	SINTIHOTS / AMAL / SINECOSSE / CONSILMO / RMOMCD / SINTAC / SINTICIM / SIMPOCAF
DECOM	To promote consumer protection law	5,354	In-kind contribution
FORUM Mulher	To logistically support an advocacy campaign planning session	3,375 415	Finnish KEPA In-Kind Contribution
AMODESE	To continue to promote regulation on rural informal market places	4,866	Oxfam Great Britain
ADECOMA	To promote an article on management in new law on non-governmental organizations	3,029	In-kind contribution
FORUM Mulher	To advocate a revised family law and a legal definition of domestic violence	3,000 7,386 22,500 6,365 51,000 2,175	Finnish KEPA French Aid Agency Canada Fund Canadian Steelworkers GTZ In-kind contribution
TEIA	To logistically support an HIV/AIDS advocacy campaign planning session	10,000	FDC
ADF	Donation of ADF laptop computer to LINK advocacy unit	500	
		<b>\$ 336,811</b>	

## **2.4. DIFFICULTIES ENCOUNTERED**

### **2.4.1. Mozambican Government Authorization**

As has been the experience of all foreign assistance PVOs in recent years, ADF had a great deal of difficulty obtaining legal recognition from the Government of Mozambique to operate. On May 18, 1998, ADF delivered to the head of the Department of International NGOs in the Ministry of Foreign Affairs the documentation necessary to request legal recognition of ADF by the GOM. This authorization took over a year to obtain. During the period of limbo prior to official approval, ADF/Mozambique was not able to move forward at full steam with PROPOR, but instead moved cautiously and discretely to implement program activities without drawing the attention, and consequently disapproval, of GOM officials.

By undertaking a vigorous advocacy campaign on its own behalf that included ADF's Mozambican CSO partners, USAID, and the Embassy, ADF succeeded in obtaining legal recognition and authorization to implement its programs in Mozambique in June 1999.

#### **2.4.2. Break in Funding**

In September 1999, approximately two months after the second PROPOR annual work plan was approved by USAID/Mozambique, the Mission requested a revised work plan and budget proposal that would reflect a reduced level of funding and the inclusion of three new macro-political issues. Approval of a new work plan and the obligation of remaining funding took almost six months to achieve.

On February 24, 2000, still awaiting a proposed amendment of the Cooperative Agreement from USAID/Mozambique, ADF submitted a request for a two-month no-cost extension until June 30, 2000. On March 16, 2000 USAID/Mozambique sent a final draft amendment to the Cooperative Agreement incorporating the agreed upon changes and the no-cost extension, an amendment that ADF signed immediately.

The most significant impact of this evolving set of changes in USAID's perspective on PROPOR was two-fold. First, once ADF/Mozambique local staff became aware in October 1999 that PROPOR, the bastion of ADF programming in Mozambique, would unlikely continue beyond mid-2000, they began actively seeking employment elsewhere. The Program Coordinator resigned in mid-January 2000, and one Training Specialist in mid-March. Secondly ADF contact with MCSOs who were at different stages of planning advocacy campaigns in September 1999 were severely curtailed from October 1999 until January 2000. During that period ADF was uncertain of the commitments of financial support of proposed advocacy campaigns it could make to MCSOs.

Despite the delays in USAID funding of its Cooperative Agreement, a reduction in overall funding, and restrictions on the allocation of that funding, ADF succeeded in making a significant contribution to establishing a tradition of civil society involvement in policy-making and democratic governance in Mozambique. Results achieved under the PROPOR project are summarized in the following sections.

### **3. Project Results (Outputs)**

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Despite the difficulties encountered, ADF was highly successful in achieving all but one of the intended results of the PROPOR project. Actual versus intended results are summarized in Table 4. A detailed examination of project performance and achievements for each objective and its attendant result follows.

**Table 4: Actual versus Intended Outputs**

#	OUTPUT	INDICATOR	TARGET	ACTUAL
1.1	MCSOs representatives acquire principles & strategies of constituency-building, internal communication & consensus-building.	Number of initiatives to strengthen the constituency base and improve internal communication and consensus building	At least five	Four MCSOs strengthened their constituency base and internal communication. 17 MCSOs built consensus within their organizations and with constituents.
1.2	MCSOs conduct effective public information campaigns on macro-political reform issues.	Public information campaigns achieve desired results.	Aggregate 75% rate of achievement of objectives	Eight organizations conducted public information as part of their campaigns.
2.1	MCSOs acquire principles and techniques of coalition-building for effective advocacy.	Number of coalitions built by CSOs that received support from the PROPOR project.	At least two coalitions	Ten coalitions of NGOs were formed to pursue advocacy on issues of common interest
2.2	Constructive dialogue and consultation of MCSOs with the National Assembly and GRM increase.	Number of occasions (e.g. consultative forums, meetings, policy debates) in which CSOs engage in dialogue and consult with national government bodies.	At least five	Six campaigns included consultation with the National Assembly and GRM.
3.1	Information exchange between MCSOs and institutions with similar interests and goals in other countries increases.	CSOs increase contact, cooperation and collaboration with CSOs in other countries of the region.	Increase in number of CSOs with established relations with institutions outside Mozambique working for policy reform	Four new linkages between MCSOs and their counterparts in the region and the world.
3.2	At least one Mozambican CSO, in conjunction with a CSO from another country in the region, successfully applies for a SARDF grant.	Grant awarded by SARDF and successfully executed.	At least one.	No SARDF grants were awarded, although several MCSOs submitted proposals
4.1	MCSOs acquire principles and techniques of advocacy.	Percent of MCSOs receiving training or technical assistance that use acquired principles and techniques of advocacy in planning and carrying out advocacy campaigns.	50%	54%  53 MCSOs (of the 98 trained) applied the techniques they learned
4.2	MCSOs conduct effective advocacy campaigns.	Number of MCSOs participating in PROPOR that have successfully implemented advocacy campaigns	Not specified	20

### **3.1. PROGRESS TOWARD REACHING OBJECTIVE 1**

#### **Objective 1: To Improve Citizen's Awareness and Understanding of Macro-Political Issues and How Their Interests are Represented by Civil Society**

MCSOs trained and supported by ADF's PROPOR project conducted a number of public events designed to improve citizen's awareness and understanding of macro-political issues, and the role civil society plays in representing citizen interests.

Eight (8) organizations conducted public information campaigns as an integral part of their advocacy campaigns. FECIV, the Forum on Civic Education, held press conferences on the importance of CSO observation in electoral processes. ADEMO was featured on a call-in morning radio program "Jornal da Manhã". ADC interviewed and educated sellers in small markets regarding the need for changes in informal market places. Mozambican Campaign Against Mines held televised and radio debates with the Ministry of Defense on issues surrounding the army's stock of anti-personnel mines. As a result, the Minister of Defense publicly declared on television that stocking anti-personnel mines was inappropriate for Mozambique and the National Director of Army Supplies made a statement broadcast on radio to the effect that all warehoused mines would be destroyed by September 2000. The Minister of Justice publicly acknowledged the importance of considering civil society's point of view when drafting legislation. Three independent newspapers solicited and printed civil society and citizen input on the 2000 electoral campaigns and processes. ACAMO conducted a campaign to raise public awareness of the need for legislative reform in support of the blind.

#### **3.1.1. Output 1.1**

**MCSOs representatives acquire principles and strategies of constituency-building, internal communication, and consensus-building.**

*Indicator: Number of initiatives to strengthen constituency base and improve internal communication and consensus building*

Target: at least 5 initiatives

Achieved: Five organizations conducted activities to strengthen their constituency base and build consensus.

#### **PROPOR activities contributing to achievement of this output**

ADF's technical approach to advocacy stresses the advantages of basing an advocacy effort on wide scale participation by constituents in the effort. Both during workshops and in technical assistance sessions for developing advocacy strategies, PROPOR staff guided MCSOs in identifying the constituents and defining ways in which they would contribute to the campaign. ADF's Advocacy Training Manual provided concrete techniques for constituency building, building effective communication, and negotiating consensus. MCSOs that were trained under the project utilized these techniques as they implemented their campaigns.

### **Illustrative examples of achievement**

In preparation for a campaign to present and convince the municipal assembly to accept a proposed regulation on informal market places in Beira, the Association for Community Development (ADC) conducted a survey to identify from the stakeholders' perspectives the issues that would need to be addressed in such a regulation. Two hundred and forty six market sellers, neighboring tenants, shop owners, policemen, and tax collectors were surveyed. In introducing each interviewee to the survey, the ADC pollsters stated that the survey's purpose was to incorporate civil society's consensual perspective into a proposed regulation on informal market places. The introduction was a means to make clear that the campaign would help address the issues surrounding these market places in a participatory manner, by presenting civil society's perspective. ADC intends to do a focus group survey at the end of the campaign to determine to what extent the stakeholders feel that these issues were eventually addressed in this manner during the campaign.

In carrying out an advocacy campaign in favor of a proposed bill to support the local cashew processing industry, the National Cashew Workers' Union (SINTEC) used principles of internal communication and consensus-building that they had studied in an intensive campaign planning session. They used them in four regional meetings with members to mobilize union members in four locations in preparation of simultaneous demonstrations in favor of the bill on support of the local cashew industry.

### **3.1.2. Output 1.2**

**MCSOs conduct effective public information campaigns on macro-political reform issues.**

*Indicator: Public information campaigns achieve desired results.*

Target: 75% aggregate rate of achievement of results

Achieved: Eight public information campaigns were conducted.

### **PROPOR activities contributing to achievement of this output**

ADF's capacity building materials for advocacy provide approaches and techniques for using the media and other forms of public information to effectively educate and inform citizens and decision-makers. Almost all advocacy campaigns conducted by MCSOs participating in the PROPOR project included public information campaigns as part of the strategy.

### **Illustrative examples of achievement**

The Mozambican Association of the Unemployed (AMODESE) conducted an advocacy campaign to propose changes to the regulation on rural informal marketplaces that was being drafted by the Ministry of Industry, Commerce and Tourism's Directorate of Internal Commerce. As part of their campaign, the organization met with approximately 100 members and other civil society representatives in three different provinces to disseminate the alternative regulation and obtain a consensus on the final version. Each meeting was covered by the local print and broadcast media. AMODESE staff then held a press conference with reporters from four print and broadcast media sources, were interviewed by an additional five sources in individual

meetings, placed banners at strategic points on the large avenues of Maputo and wrote two articles on the importance of the alternative regulation that were printed.

The Mozambican Association of the Handicapped (ADEMO) conducted a press conference to increase awareness of the plight of Mozambican mine victims, stressing the need for government action in support of these victims. Land mine victims from Boane, Moamba, Manhiça, Quelimane and one from Angola were interviewed by six members of the local print and broadcast media. The following day, the 30-minute radio program “Jornal da Manhã” featured a call-in discussion on problems and legislation related to land mines in which it interviewed ADEMO staff and took calls from the public.

### **3.2. PROGRESS TOWARD REACHING OBJECTIVE 2**

#### **Objective 2: To have people who have not previously collaborated work together on analyzing and formulating public policy**

Ten new coalitions were formed at the initiative of organizations trained under the PROPOR project, for the purpose of engaging in a joint advocacy effort. In addition to these coalitions, there were numerous cases of MCSOs contacting other organizations for the purpose of analyzing needs, gaining insight on views regarding proposed regulations, and garnering support for their campaigns. For example, FECIV conducted a set of six regional forums involving civil society representatives to gather recommended improvements in the law that governs elections and the regulations that provide the framework for electoral procedures. The objective of this activity was to synthesize the recommended improvements into a set of numerically limited yet strong recommendations on which the forums’ participants have a consensus.

MCSOs also built practices of collaboration as part of the training program. Participants in Module I workshops joined together in small working groups to practice the steps in planning an advocacy campaign on issues of joint interest. In a workshop for Module II, which was originally designed for MCSOs to work individually on the issue that was of specific interest to their organization, twelve MCSOs determined that it would be more effective to work together on their convergent themes during the workshop. These twelve CSOs jointly outlined advocacy campaigns on three different issues: 1) improving application of the new law prohibiting minors from night clubs; 2) convincing the Council of Ministers to introduce a law requiring government aid for former child soldiers; and 3) persuading the National Assembly to increase the subsidy to the handicapped

In addition to MCSOs working together, there has been increased contact and collaboration between MCSOs and government over the life of the PROPOR project. In response to an advocacy campaign by KULIMA to urge urgent approval of the national HIV/AIDS strategic plan, the National HIV/AIDS Commission was formed. The Ministry of Defense and the MCSO Mozambique Campaign Against Mines held a series of televised and radio debates on the army’s stock of anti-personnel mines. AMODESE held meetings with six different directors and two ministers in promoting their version of the regulation on informal market places. SINTIC dialogued constructively with the National Assembly in promoting the proposed bill on support

of the local cashew industry. Senior staff of the CSO lobbied parliamentarians during the extraordinary session. GRM officials attend the public debate that SINTIC held in Maputo.

### **3.2.1. Output 2.1**

**MCSO representatives acquire the principles and techniques of coalition building for effective advocacy.**

*Indicator: Number of coalitions built by CSOs that received support from the PROPOR project*

Target: At least 5

Achieved: There were 10 coalitions formed by CSOs:

- ADECOMA, UNP, CMA and AMODEG joined together on a campaign relating to internal management of NGOs
- ACAMO, KULIMA, AJODEMO and NAVE joined to plan a campaign to increase in subsidies for handicapped and senior citizens
- ADOC and OJDR (Nampula) joined for a campaign on decentralization of criminal registry process for legalizing associations
- FOCAMO (Chimoio) and UNAC joined to plan a campaign for reformed regulation defining associations and non-governmental organizations
- KULIMA and National Forum of NGOs jointly planned a campaign for a law that guarantees percentage of health care funding for programs to combat HIV/AIDS in national budget
- MULEIDE and AMMCJ jointly planned two campaigns: for regulation on recently passed law on access of minors to nightclubs to increase transparency in implementation and for changes in the penal code for more severe sentencing for parties guilty of domestic violence
- ORAM, UNAC and CAMPANHA de TERRA jointly planned a campaign for improved transparency in processing request for legal land claims in provincial capitals with better supervision and monitoring
- SINECOSSE, SINTEVEC and CONSILMO worked together on a campaign for a new decree to prohibit discrimination against women in downsizing during privatisation of national enterprises
- SINECOSSE, SINTIHOTS and SINTICIM jointly planned an advocacy effort for a bilateral commission to monitor government inspections of working conditions
- UCAMA, TAMBA na WANE and AMME planned a campaign for application of the new law prohibiting minors from night clubs in Beira

### **PROPOR activities contributing to achievement of this output**

As part of the process of developing advocacy campaign strategies, ADF assisted MCSOs in identifying potential allies and adversaries for the effort. A portion of the training materials used in PROPOR addresses the principles and techniques of coalition building, and technical assistance provided by the project helped MCSOs to identify what allies they might formally collaborate with, as part of a coalition, in conducting their campaigns. ADF staff was available to facilitate meetings and provide technical assistance as new coalitions were formed.

### **Illustrative examples of achievement**

See above

### **3.2.2. Output 2.2**

#### **Increase in constructive dialogue and consultation between MCSOs and the National Assembly and GOM.**

*Indicator: Number of occasions in which CSOs engage in dialogue and consultation with national government bodies*

Target: At least five

Achieved: CSOs dialogued with government over six issues:

FECIV changes for electoral law (National Assembly and NEC)  
AMODESE recommendations on informal market places in Beira (Min of Industry)  
SINTIC draft legislation on export duty for raw cashews (National Assembly)  
Forum Mulher proposal for revised family law (MOJ)  
Mozambican Campaign against Mines (MOD participation in TV and radio debates)  
Kulima (creation of National HIV/AIDS Commission)

#### **PROPOR activities contributing to achievement of this output**

ADF's advocacy training and technical assistance guided MCSOs through the process of identifying decision-makers they needed to influence, and defining strategies to develop allies that could help them influence decisions. Specific guidance and case studies illustrated how contacts and dialogue with government could be initiated and be successful. Technical assistance in developing a structure for dialogue and consultations was provided.

#### **Illustrative examples of achievement**

The National Cashew Workers' Union (SINTIC) dialogued constructively with the National Assembly in promoting the proposed bill in support of the local cashew industry. The union's management met with parliamentarians, politicians, and representatives of potentially affected groups to push for debate on the proposed bill, which had been pending since the last regular session. Senior staff of SINTEC met with parliamentarians during the extraordinary session. GRM officials attend the public debate that SINTIC held in Maputo.

When FECIV began its advocacy campaign for revisions in the electoral law it relied heavily on media coverage and dissemination of documentation as strategies to advocate their recommended changes in the electoral law, rather than direct dialogue with parliamentarians. FECIV senior staff seemed apprehensive about confronting parliamentarians with proposed changes. By the end of the campaign, FECIV relied heavily on direct dialogue with officials from the National Elections Committee (CNE) to obtain perspective on the needs, aims and intentions of CNE in revisiting the regulation on electoral observation.

### **3.3. PROGRESS TOWARD REACHING OBJECTIVE 3**

#### **Objective 3: To increase the use of networking systems between MCSOs in Mozambique and other countries that have similar interests in promoting dialogue on macro-political issues**

Four MCSOs initiated or strengthened their networking with CSOs in other countries.

### **3.3.1. Output 3.1**

#### **Information exchange between MCSOs and institutions with similar interests and goals in other countries increases**

*Indicator: Increase in number of CSOs with established relations with institutions outside Mozambique that are working for policy reform*

Target: unspecified

Achieved: Four:

- Mozambican League of Human Rights (LDH) with Article19 (U.K.)
- The Forum of Civic Education (FECIV) with electoral institutions in the SADC Region, and most importantly on the Election Institute of South Africa
- ADEMO with the Southern Africa Federation of the Disabled
- KULIMA with four CSOs in Swaziland and South Africa

#### **PROPOR activities contributing to achievement of this output**

ADF encouraged MCSOs to develop relations with other institutions that could assist them in their efforts to influence policy reform in Mozambique. Technical assistance was provided to identify and contact these institutions.

#### **Illustrative examples of achievement**

Information on advocacy strategies was exchanged between the Mozambican League of Human Rights (LDH) and a British NGO, Article19. ADF/Mozambique had provided the information on tactics to LDH, after which LDH dialogued with Article19 on the appropriateness of an advocacy campaign to follow their planned monitoring of media coverage of the elections process.

The Forum of Civic Education (FECIV) drew upon contacts with electoral institutions in the SADC Region, and most importantly on the Election Institute of South Africa, to assist them in drafting alternative regulation related to civil society electoral observation.

ADEMO collaborated with the Southern Africa Federation of the Disabled to host a regional workshop entitled “Women and Children Handicapped by Landmines: Equal Opportunities, Legislation, Gender, and Socio-economic Status.” Sixty-nine disabled people and association members from 10 countries attended. The workshop culminated in a public presentation of the “Maputo Platform of Action” developed during the workshop.

### **3.3.2. Output 3.2**

#### **At least one Mozambican CSO, in conjunction with a CSO from another country in the region, successfully applies for a SARDF grant.**

*Indicator: Grant awarded by SARDF and successfully executed*

Target: At least one

Achieved: None

### **PROPOR activities contributing to achievement of this output**

PROPOR staff provided technical assistance for both the design of potential activities and for writing an effective proposal. Despite this assistance, no MCSO participating in the program had been successful in attaining a SARDF grant by the end of this project.

## **3.4. PROGRESS TOWARD REACHING OBJECTIVE 4**

### **Objective 4: To motivate and empower civil society groups to actively and productively engage in discussions on democratic macro-political issues**

When PROPOR began, dialogue between civil society groups and government took place mainly in the context of formal conferences and seminars. Information and views were expressed openly, but these discussions did not often result in government adapting its policies to incorporate civil society's views. MCSOs were somewhat reluctant to confront government directly on issues, and ADF's baseline survey revealed that MCSOs interviewed could cite only two times when civil society's views were incorporated into legislative acts.

Over the two-year period of the PROPOR project, civil society groups have conducted more than ten aggressive advocacy campaigns to make their voices heard on macro-political issues. Twenty-six (26) additional campaigns were developed by MCSOs or coalitions they formed, but did not receive subgrant funding. Alternative draft legislation or regulations were developed on twelve issues, and these drafts have been reviewed by the appropriate government body and lobbied for. Despite the slow process of approving new or revised legislation, MCSOs have succeeded in influencing seven bills or regulations during the past two years.

Mozambican civil society groups are also engaging in more frequent and productive discussions with one another on democratic macro-political issues, and are moving to stimulate the public also engage in discussions on issues.

#### **3.4.1. Output 4.1**

##### **MCSOs acquire principles and techniques of advocacy**

*Indicator: Percent of MCSOs having received capacity building assistance that apply principles and techniques through development of advocacy initiatives*

Target: 50%

Achieved: 54% (53 MCSOs of the 98 organizations trained drew upon this training to develop and plan advocacy initiatives)

### **PROPOR activities contributing to achievement of this output**

Ninety-eight (98) MCSOs gained an understanding of the principles and techniques of advocacy through training and technical assistance provided under the PROPOR project. All MCSOs participating in the project were eligible to receive technical assistance to assist them in applying

these principles and techniques. Subgrant support was also provided for a portion of MCSO advocacy initiatives.

### **Illustrative examples of achievement**

See Table 2, presenting advocacy campaigns funded under the PROPOR subgrant component, and Attachment 7, listing advocacy campaigns planned but not funded under PROPOR.

#### **3.4.2. Output 4.2**

##### **MCSOs conduct effective advocacy campaigns.**

*Indicator: Number of MCSOs participating in the program that have successfully implemented advocacy campaigns*

Target: unspecified.

Achieved: 20 MCSOs have implemented advocacy campaigns. Policy changes were made in seven policies as a result of MCSO input. Five other campaigns achieved their intended goals. Five more are still underway, since new or revised legislation has been submitted but not yet acted upon.

### **PROPOR activities contributing to achievement of this output**

PROPOR staff provided technical assistance to assist MCSOs in implementing their advocacy campaigns. Subgrants were provided for 18 advocacy initiatives of MCSOs.

### **Illustrative examples of achievement**

Approval by the National Elections Committee of a modified regulation on civil society's electoral observation based entirely on the proposed regulation drafted by a civil society organization

Approval by the National Assembly of a law temporarily increasing export duty on raw cashews in response to pressure from the cashew workers' union to support the domestic processing industry

A new regulation on informal market places in Beira, based on recommendations compiled from a stakeholders' opinion poll on measures to improve security, hygiene, and management in the informal market places in the city of Beira

## **3.5. ACHIEVEMENTS PER MACRO-POLITICAL ISSUE**

The following section summarizes the activities of PROPOR, and of the Mozambican organizations that participated in the PROPOR program, relative to each of the twelve macro-political issues that were of special interest to the project.

### **Freedom of Association**

Nine (9) Mozambican CSOs with interests related to this issue were trained in advocacy techniques. These CSOs are: FOCAMA, ADOC, AJDR, REIA, LINK, FONGZA, AADOM, OPHENTANA, and AMAL.

Four Mozambican NGOs formed groups to work on this issue.

ADOC and OJDR (Nampula) joined together to develop an advocacy campaign to push for decentralization of criminal registry processes to enable decentralized registration of associations.

FOCAMO (Chimoio) and UNAC joined together to begin work for reformed regulations defining associations and non-governmental organizations.

### **Transparent Public Budgeting and Allocation of Resources**

Four (4) Mozambican CSOs with interests related to this issue were trained in advocacy techniques. (AJUR, AAC, SINTICIM, SINTEVEC)

TEIA developed a strategy for a campaign to require an explicit line item in the annual national budget for HIV/AIDS programming. KULIMA and AMODEG jointly developed a strategy for a campaign to get a line item for HIV/AIDS education and care in the national budget.

Four organizations (ACAMO, KULIMA, AJODEMO and NAVE) jointly developed a strategy for a campaign to gain increased subsidies for handicapped and senior citizens.

UMOKAZI developed a strategy for a campaign to get the insertion of a line item to support NGO activities in the annual national budget.

AJUR developed a strategy for a campaign to ensure adequate funding in the next national budget to maintain student dorms in Nampula.

### **Elections/Electoral Framework**

Two (2) Mozambican CSOs with interests related to this issue were trained in advocacy techniques. (FECIV and MBEU)

FECIV conducted an advocacy campaign to have its recommendations incorporated in the new electoral law. *Result:* Fourteen recommendations drafted and advocated by FECIV were considered in the National Assembly. The bill drafted by deputies of the FRELIMO party incorporated two of the recommendations.

FECIV conducted a second advocacy campaign for alternative regulation on civil society observation in elections. *Result:* The National Elections Committee approved a modified

regulation on civil society electoral observation based entirely on the proposed regulation drafted by FECIV.

MUHUPI in Nampula, FAISCA in Lichinga, and BAIA in Inhambane sponsored increased public debate on electoral campaigns in independent newspapers. *Results:*

### **Local Government/Autonomy**

One (1) Mozambican CSO (ADC) with interests related to this issue were trained in advocacy techniques.

ADC in Beira advocated for new municipal regulation on informal marketplaces. *Results:* New regulation passed, based upon these recommendations.

### **Judicial Reform/Rule of Law**

Twenty-five (25) Mozambican CSOs with interests related to this issue were trained in advocacy techniques. These CSOs were: Forum MULHER; ACAMO; ADEMO; Reconstruindo Esperança; APOSEMO; DECOM, MULEIDE; AMODESE; UCAMA; AMME; Tamba na Wana; AJODEMO; NAVE; ADCR; APROS; AMMCJ; UMOKAZI; UAPEMO; AJOZA; ASSOMUDE; MICAS; JACA; TCV; ORBITAL; and SINTMAP.

AMODESE conducted an advocacy campaign for alternative national policy on the regulation of informal market sector. *Results:* The draft alternative regulation was discussed and considered by the Ministry of Industry, although no decision has yet been made.

DECOM introduced a draft consumer protection law. *Results:* The legislature has not yet acted on the draft legislation.

ADEC (Beira) has developed a strategy for a campaign to develop a system to monitor guaranteed humane conditions for prisoners according to international norms.

LDHA has developed a strategy for a campaign for legislation prohibiting incarceration of minors.

RECONSTRUINDO ESPERANCA has planned an advocacy campaign for changing ministerial regulations exempting former child services from military services.

The Grupo de Reflexao has planned an advocacy campaign to call for greater adherence to the existing policy on repatriation of illegal aliens by police in the province of Nampula.

### **Independent Media**

Eight (8) Mozambican CSOs with interests related to this issue were trained in advocacy techniques. (MUHUPI; DHD; LMDH; SNJ; Faisca; Baia; DEMOS; AMCS)

The Mozambican League for Human Rights (LMDH) drafted and advocated for a freedom of information act for Mozambique. *Results:* A draft freedom of information act was developed

and has been submitted to the President of Mozambique. No response had been received as of the writing of this report.

### **Land Tenure**

Five (5) Mozambican CSOs with interests related to this issue were trained in advocacy techniques: ORAM; UNAC; Campanha de Terra; ACODEMAZA; MOCIZA

Three MCSOs (ORAM, UNAC and Campanha de Terra) jointly developed a strategy for a campaign pushing for increased transparency in the processing of requests for land claims in provincial capitals.

### **Cashew Industry**

One (1) Mozambican CSO (SINTEC) with interests related to this issue were trained in advocacy techniques.

SINTIC conducted a successful advocacy campaign for approval of a bill temporarily increasing the export duty on raw cashews. *Results:* Approval of this bill by the National Assembly.

SINTIC has also developed a strategy to campaign for a code that would carry out the new law.

### **Health Sector**

Five (5) Mozambican CSOs with interests related to this issue were trained in advocacy techniques: ADEMO, AAVEDOS, ARCO IRIS, Rede Provincial contra Drogas, and AMOSAPU.

ADEMO conducted a public information campaign for increased awareness of the status of victims of anti-personnel mines.

The Mozambican Campaign against Mines conducted an advocacy campaign to push for the destruction of stocks of anti-personnel mines in Mozambique. *Results:* The Ministry of Defense has stated publicly that stocks of anti-personnel mines are inappropriate for Mozambique and the National Director of Army Supplies has stated that all warehoused mines will be destroyed by September 2000.

AMOSAPU developed a strategy for an advocacy campaign to promote new legislation to prohibit smoking in government buildings.

AAVEDOS has planned an advocacy campaign to gain support for opening a senior citizens home in Nampula.

ARCO IRIS has planned an advocacy campaign to have sex education included in the secondary school curriculum.

ACAMO (Beira) has developed a strategy for a campaign on legislative reform regarding the rights of the handicapped.

ADCR, ONP and APROS joined forces to develop a strategy for a revised law making domestic violence a crime.

**HIV/AIDS Treatment and Prevention (added November 1999)**

Twenty-three (23) Mozambican CSOs with interests related to this issue were trained in advocacy techniques. (MONASO; KULIMA; ARO JUVENIL; CCM; AMA; CUBESSA; KINDLIMUKA; SINECOSSE; SINTICIM; CONSILMO; OTM; ANACHE; ACUCAVE; SOTEMAZA; OCUME; GASED-UEM; OATES; NMCAS; União Bíblica; Acção SIDA na Polícia; ADEC; ESTAMOS; and Meninos do Mundo)

KULIMA conducted an advocacy campaign to push for urgent approval of the national HIV/AIDS strategic plan. *Results:* Creation of the National HIV/AIDS Commission.

GASD-UEM conducted an advocacy campaign for a change in the law to explicitly guarantee non-discrimination against HIV/AIDS victims.

MONASO has developed strategies for a campaign for legislation to defend the rights of HIV carriers and AIDS victims, as well as a second campaign to push for guaranteed expansion of education programs for the prevention of HIV/AIDS.

KINDLIMUKA has developed a strategy for a campaign for better monitoring of compliance with the SADC code on the rights of workers with HIV/AIDS.

AMME has developed a strategy for a campaign for the introduction of an AIDS awareness campaign for youth.

**Registration of Associations (added November 1999)**

Four (4) Mozambican CSOs with interests related to this issue were trained in advocacy techniques: PEMAC, AJAM, AGARIUS; and AGRIGAZA.

PEMAC conducted an advocacy campaign for new streamlined regulation on legalizing farmers' associations.

**Corruption (added November 1999)**

Twelve (12) Mozambican CSOs with interests related to this issue were trained in advocacy techniques. (ADCIC; SNED; COMUTRA; SINTIHOTS; PROLIDE; Associação Samora Machel; ADECOMA; ONP; AMODEG; SINTIA; SINTAL; SINTICOSSE)

ADECOMA, UNP, CMA and AMODEG formed a coalition to develop and advocate for a draft regulation defining the "best practices" of internal management of non-governmental organizations.

CONSILMO and SINTIHOTS have jointly developed a strategy to push for creation of a new non-partisan bilateral commission to evaluate government inspection of adherence to the labor law in the private sector.

CCM and the Banco Comercial de Mocambique developed a strategy for a campaign to create a commission to monitor the status of employees' contributions to social security.

#### **4. Project Outcomes**

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The PROPOR project was intended to produce an impact that contributes to USAID/Mozambique's SO2: Government and Civil Society Are Effective Partners in Democratic Governance at National and Local Level. Specifically, the project would contribute to IR 2.2: *Increased Citizen Participation in Governance at the National and Local Levels*; IR 2.2.1: *Broadened and Improved Public Discussion of Key Governance Issues*; and IR 2.3.1: *Strengthened Capacity of Civil Society Organizations*.

ADF and USAID/Mozambique identified four indicators that would be used to track outcome of the PROPOR project. The following sections present the progress made toward achieving these indicators.

##### **1. Number of times civil society organizations precipitate the introduction of legislation and/or influence substantive amendment of proposed legislation**

*Unit of Measurement:* Number of new or modified laws, decrees, or legislative acts on which MCSOs state they had an influence.

*Baseline:* Two (2) times in 1998 (Land Use and Drinking Age)

*Target:* At least fourteen (14)

*Achieved:* Twelve (12)

##### **Comments/Observations**

MCSOs introduced new legislation or proposed changes to legislation dealing with electoral law, civil society monitoring of elections, informal marketplaces, export duties on raw cashews, consumer protection, family law, domestic violence, freedom of information and discrimination against HIV/AIDS victims. They furthermore proposed changes to and impacted government policies relating to the stocking of anti-personnel mines and NGO-government collaboration on HIV/AIDS issues.

##### **2. Quality of analysis of key policies and issues by actors other than those in the executive branch at the national and local levels**

*Unit of Measurement:* Criteria in quality of analysis index

*Baseline:* 70% of sample in 1998

*Target:* Average score increases by at least two points

*Achieved:* 75% of sample in 2000 (5% increase)

### **Comments/Observations**

The process of researching an issue, identifying exactly what needs to be changed in an existing policy, and proposing alternatives or changes in policy develops the quality of analysis of key policies and issues. More than 20 MCSOs went through each of these processes and developed their policy analysis skills.

For example, FECIV held six provincial meetings to analyze the electoral law and develop recommended alternatives were held. The analytical methodology used in the meetings maximized participation and lead the participants through a legitimate process of identifying controversial articles of the electoral law, prioritizing them, creating alternative articles, and refining them based on the results of plenary discussion.

The skills in analyzing policies and issues of representatives of ten MCSOs in the Sofala and Manica provinces were honed in group meetings and individual meetings with ADF/Mozambique staff. Proof is evident in comparing the results of the problem analysis that the MCSOs provided prior to the meetings with the results of the problem analyses they performed during the meetings in anticipation of the second training module. These CSO representatives definitely acquired a clearer understanding of the principle causes, including that for which they would advocate reform in a campaign, of the issues that affected their members, by analyzing the issues more effectively than they had before the meetings.

### **3. Democratic governance within civil society organizations**

*Unit of Measurement:* Criteria in Austral and Associates democratic governance index

*Baseline:* 66% of sample in 1998

*Target:* Average score increases by at least two points

*Achieved:* 70% of sample in 2000 (4 % increase)

### **Comments/Observations**

An organization's internal governance should reflect the same values it wishes to observe in a democratic society. Members should select their leaders, provide input into decision-making, and be involved in promoting their interests and finding solutions to problems. ADF emphasized the importance of involving members of MCSOs in identifying problems and seeking solutions. MCSOs increased their consultation with their members and constituents, and got them involved in defending and promoting their interests.

As an example of increased involvement of members in decision-making, AMODESE sought consensus within its membership base on pursuing an advocacy campaign and the recommendations that would be advocated. The MCSOs' staff met with three regional groups of members to obtain agreement on the proposed regulation that they intended to present to the government

## **5. Conclusions and Recommendations**

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### **5.1. CONCLUSIONS**

Feedback from civil society participants in the PROPOR project, as well as objective review of the increased levels of dialogue and participation that took place over the life of the project, clearly indicate that PROPOR has been successful in achieving its overall objective. ADF developed and applied a successful approach to broaden and improve public discussion on macro-political issues, while strengthening the capacity of civil society organizations to initiate and participate in this discussion. ADF developed effective MCSO advocacy skills, worked with an ever-expanding group of Mozambican CSOs seeking to apply these skills, and contributed to creating a tradition of grassroots-based advocacy movements in Mozambique. Dialogue on macro-political issues and citizen participation in public decision making were increased at three levels:

- 1) Dialogue increased between civil society and government officials (executive and legislative; national and local). In addition to offering opinions, points of view, and concrete proposals for political reforms, MCSOs also engaged in an increased number of activities to hold government accountable for its actions and decisions.
- 2) Dialogue, consultation and collaboration increased with the civil society sector. Organizations that had not collaborated previously worked together to analyze common issues and develop plans to advocate for change. There was increased networking with counterpart organizations in the Southern Africa region, and with similar organizations in other parts of the world.
- 3) Mozambican citizens were exposed to a greater level of information and public discussion on macro-political reform issues. By addressing the general public in their advocacy efforts, Mozambican CSOs acted to improve public awareness and understanding of macro-political issues and civil society's role in representing public interests.

All macro-political issues marked for special attention under the project were addressed. PROPOR developed the capacity of MCSOs working on these issues to identify and analyze policies and issues related to their work, to develop communicate effectively with their constituents, to develop and offer opinions and points of view to public discussion, and to effectively advocate for their causes. Advocacy campaign strategies were developed in each of the targeted macro-political areas. Campaigns were carried out with provided by the project, and others were conducted with funding from other sources. MCSOs were successful in having alternative policies considered by government offices in ten cases, and had their recommendations adopted seven times.

Finally, ADF was also successful in developing sustainable local resources for building the capacity of MCSOs to engage in advocacy actions. ADF developed two highly trained and experienced advocacy training specialists, as well as a wide range of training and technical

resource materials appropriate for Mozambique. Both of the training specialists will remain in Mozambique as ongoing resources for MCSOs in the country. ADF also developed a counterpart relationship with LINK, the forum of national and international NGOs in Mozambique, that has an advocacy office and an advocacy-training program with assistance from Christian Aid, a British PVO based in Harare, Zimbabwe. In mid-1999 ADF/Mozambique negotiated an agreement with LINK, outlining collaborative roles and responsibilities in financing, organizing, and conducting two two-module workshops in advocacy. While LINK is not fully prepared to provide the level of training and technical assistance that was available from PROPOR, great strides were made in developing the capacity of this organization to provide technical support in advocacy. ADF has transferred the PROPOR reference and training materials in advocacy from its documentation center to LINK for continued access by local MCSOs.

## **5.2. RECOMMENDATIONS**

The conditions that led to the development of the PROPOR project, while somewhat alleviated as a result of the activity, still exist. Political power is still overly concentrated in the executive branch of the GRM. There is not a favorable enabling environment for development of the civil society sector. The vast majority of civil society organizations are institutionally weak, lack sustainability, and

As they continue to work toward strengthening civil society's participation in democratic governance, USAID and the rest of the donor community will face the following issues and challenges in Mozambique:

1. Difficulty in determining which MCSOs they can support, due to operational capacity within MCSOs, administrative requirements within donor agencies, bilateral donor mandates, and the lack of legitimacy amongst new MCSOs.
2. The functional capacity of MSCOs to take a greater advocacy role is limited.
3. Institutionally strong civil society groups, capable of carrying out one or several of the aforementioned functions, are limited in number.
4. Sustainability of these civil society functions is put into question because MCSOs do not have a local base of financial support.
5. A political and legislative environment, based partially on government's perception of civil society, does not yet exist to allow for a strong civil society sector.

### **5.2.1. Continued Support for MCSO Advocacy**

The perceived need for continued support of capacity building in advocacy is very clear. ADF/Mozambique has received over forty letters of support for the activity from Mozambican civil society organizations seeking continuation of the activity's training, technical assistance, and grants components. This set represents about 50% of the organizations that participated in this activity. In conversations with partner organizations it was quite clear they perceived ADF

as the sole in-country source for support of civil society advocacy, a role that was just beginning to be understood in Mozambique thanks to efforts like PROPOR.

Mozambican CSOs have embraced the concepts of advocating for the interests of their constituents and influencing public decision-making. They have been successful in accessing some support for these activities, but more is needed. ADF recommends continued ADF/Mozambique for the funding of MCSO advocacy campaigns, and continued training and technical assistance to expand the number of MCSOs that can effectively participate in public policy making. Only through this participation can an effective partnership between government and civil society develop.