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Fundação para o Desenvolvimento da Comunidade

Mozambican Civil Society Within:

Evaluation, Challenges, Opportunities and Action

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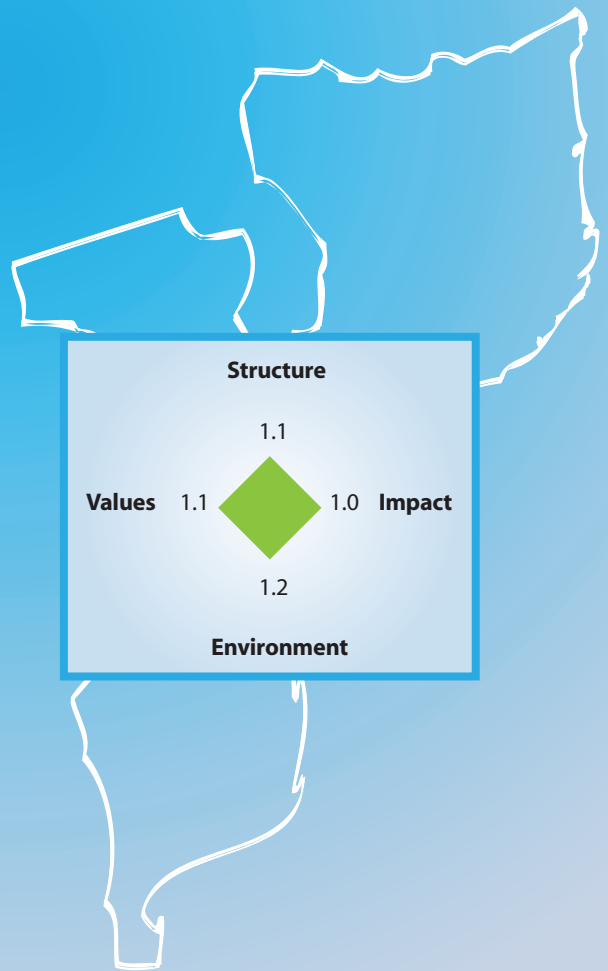**Layout and Design:** ZOWONA, Comunicação e Eventos

Corpyrigth FDC – 2008

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PREFACE

Civil Society Organisations (CSOs) are playing a fundamental role in expanding and developing democracy. The political, economic and social reforms that are taking place throughout the world have highlighted the need to support civil society so that it can participate effectively in decision-making processes and in the implementation and monitoring of public policies and programmes.

As in many other countries, CSOs in Mozambique have been playing an increasingly crucial role in its governance and development processes. Initially recognised for their contribution to the provision of humanitarian assistance, over the last few years organised forms of civil society have increasingly taken on the role of development promoters, participating actively in research and advocacy actions that monitor and influence public and community development policies. Their role has gradually been recognised by the government and other development actors as shown by a variety of policy documents such as the country's development vision, Agenda 2025, the Absolute Poverty Reduction Action Plan (PARPA II) and the establishment of participatory mechanisms such as the Development Observatories and District Consultative Councils.

Nevertheless, the CSOs' commitment and desire to participate in the country's governance and development process is very often hampered by its limited capacity to contribute effectively and sustainably at all levels. Knowledge of the state of civil society is also limited and there have been few opportunities for CSO members to come together to discuss and reflect on the challenges they face.

The Foundation for Community Development (FDC) and the United Nations Development Programme (UNDP) share the conviction that something must be done about factors that impede the effectiveness and efficiency of CSOs in order to achieve an endogenous and coherent development process in Mozambique. For this reason in February 2007 FDC and UNDP in partnership with CIVICUS embarked on a very ambitious journey to "to take the pulse" of Mozambican civil society. They were joined in this effort by hundreds of national and community-based civil society organizations, members of the Group of 20 (G20) platform, social and religious organizations and other international partners including the Aga Khan Foundation, the Kellogg Foundation and the European Union.
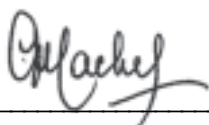
The aim of this ambitious venture is to evaluate the main dimensions of civil society's exercise of citizenship: a) its organisational Structure, covering its free and voluntary involvement, participation and contribution to society; b) the socio-economic and political Environment in which it exists and the space for its intervention; c) the Values that support its actions and, finally, d) the Impact of its intervention at all levels.

The Civil Society Index (CSI) is a tool developed by CIVICUS for the participatory evaluation of needs and action planning that has been applied in over 50 countries in order to establish a knowledge base and impetus for initiatives that strengthen civil society.

The process in Mozambique was extremely participatory and involved a wide variety of grass roots actors, women's and youth organizations, informal organisations, political parties, the private sector, academic institutions and the government, among others. This proactive involvement of a variety of different stakeholders in the CSI ensured a sense of ownership in the country and a shared commitment to laying the foundations for civil society's successful resolution of its inherent weaknesses.

This publication marks the beginning of a long process where civil society consolidates and rethinks its strategy and how it works. This report is thus a tool for CSOs, government, the private sector and development partners. It can be used to build an agenda together and to set targets for strengthening Mozambican civil society in the future.

Graça Machel   Ndolamb Ngokwey

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Chair of the FDC Board of Directors

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Structure

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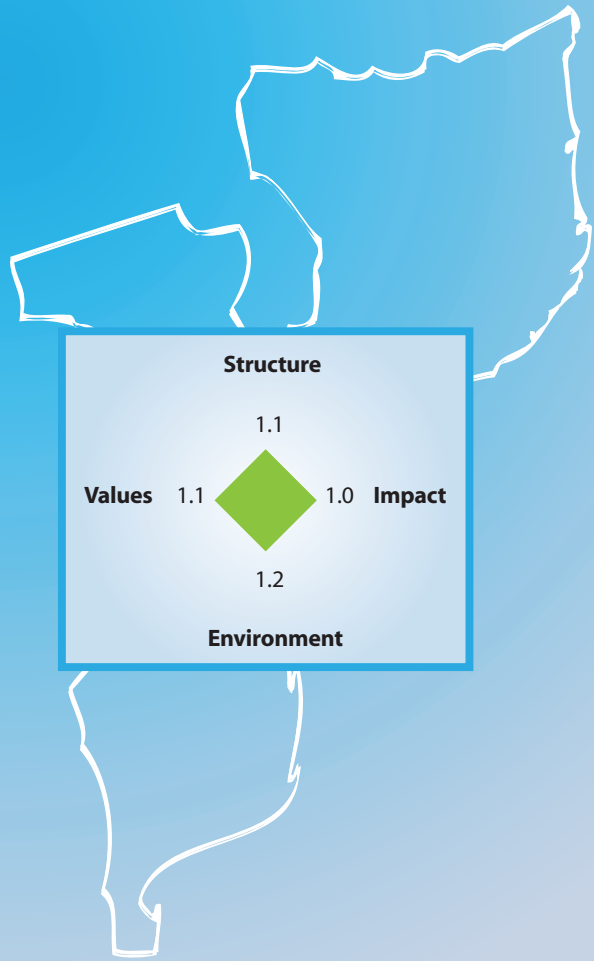
ACKNOWLEDGEMENTS

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ABBREVIATIONS

AIDS	Aquired ImonoDificiency Syndrome
BdPES	Report on the Economic and Social Plan (PES)
CCM	Christian Council of Mozambique
CINSFLU	Census of Non-Profit Institutions
CEP	Population Studies Centre of Eduardo Mondlane University
CIP/CPI	Centre for Public Integrity
CIVICUS	World Alliance for Citizen Participation
CNE	National Election Commission
CS	Civil Society
CSI	Civil Society Index
CSO	Civil Society Organisation
CTA	Confederation of Mozambican Economic Associations
DFID	UK Department for International Development
DMOs	Democratic Mass Organisations
DNPO	National Directorate for Planning and Budgeting
DPPF	Provincial Directorate for Planning and Finance
FDC	Community Development Foundation
FRELIMO	Name of the ruling party in Mozambique
G20	Group of Twenty (G20) Civil Society Platform for monitoring PARPA
GNP	Gross National Product
GoM	Government of Mozambique
HIPC	Heavily Indebted Poor Country
IAF	Household Income Survey
IMF	International Monetary Fund
INC07	Community Sample Research 2007
INE	National Institute of Statistics
IOSC07	Provincial Stakeholder Consultations 2007
MDG	Mozambique Debt Group

MF	Ministry of Finance
MPD	Ministry of Planning and Development
MPF	Ministry of Planning and Finance
NAG	National Advisory Group
NAS	National Accounts System
NIT	National Index Team
NGOs	Non-Governmental Organizations
OE	State Budget
OJM	Mozambican Youth organization
OMM	Mozambican Women Organization
ONJ	National Journalists Organization
ONP	National Teachers Organization
OTM	Mozambican Wage Workers Organization
PO	Poverty Observatory
PAP	Programme Aid Partners
PARPA/PRSP	Action Plan for the Reduction of Absolute Poverty/ Poverty Reduction Strategy Paper
PES	Economic and Social Plan of the Government
PNUD	United Nations Development Programme
PPO	Provincial Poverty Observatory
RAP/APR	Annual Poverty Report, prepared by G20
SDC	Swiss Development Cooperation
UGC	*União geral das cooperativas/* General Cooperative Union
UNDP	United nations Development Program
UTRESP	Technical Unit for Public Sector Reform
WB	World Bank

Structure

1.1

Values   1.1   1.0   Impact

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Environment
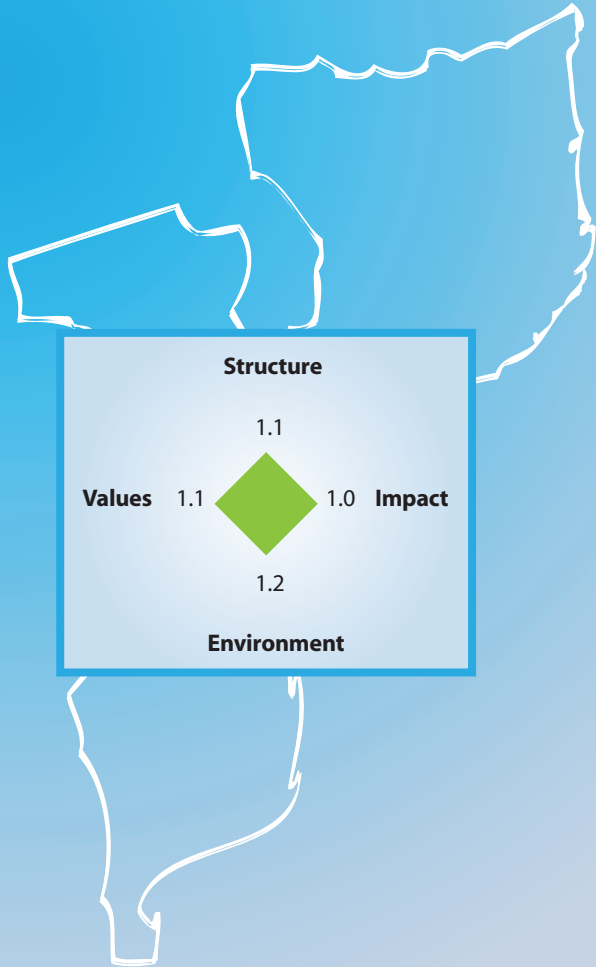
Executive Summary

This section presents the main results of the CIVICUS Civil Society Index (CSI) research project in Mozambique conducted between March and December 2007. The project was implemented by the Community Development Foundation (FDC) in close collaboration with CIVICUS (World Alliance for citizen participation) and with financial support from the United Nations Development Programme (UNDP), the Aga Kahn Foundation and the European Union.

The CSI project is an integrated research effort involving multiple sources, quantitative and qualitative methods and broad participation by actors and stakeholders in evaluating the state of civil society throughout the world.

In line with the CIVICUS CSI methodology, the FDC established a National Index Team (NIT) and a National Advisory Group (NAG). The entire implementation process was monitored and supported by the CIVICUS team but totally implemented by the team of national researchers, and advised by NAG.

The technical team met, systematised and analyzed information from a variety of sources, both secondary and primary. At different stages of the research the data and results were subject to ample discussion and critical analysis, especially in meetings of the NAG that validated the final score for the 80 indicators that make up the Civil Society Index (CSI).

Consultations and data collection covered the whole country and involved two original primary surveys. One was a Community Sample Research (INC07) based on a statistically representative sample of 4015 people. The other was a national survey of 477 civil society organisations (INOSC07) based on a sample taken from the database of INE (2006) that conducted a census of almost 5000 non-profit organisations in 2003.

The CSI is an international comparative project that has to date involved some 60 countries using the same CIVICUS methodology. The CSI was conceived with two main objectives: 1) to provide up-to-date and useful knowledge about civil society; 2) to strengthen stakeholder commitment to strengthening and expanding civil society.

The final report, on which this Extended Summary is based, has three main chapters. Chapter 3 contains the main analysis and is structured according to the logic of the four CSI sub-dimensions. This summary describes the main results, including a brief historical overview, the main debate on the civil society concept in the specific case of Mozambique, the results of the four dimensions of the CSI diamond (Structure, Environment, Values and Impact) and finally the strengths and weaknesses of the current state of Mozambican civil society.

The data and analysis summarised here are the result of considerable discussion and debate by the NAG and in a three-day national workshop held in Maputo during 4 to 6 December 2007.

The Mozambican Civil Society Index (CSI) in 2007

The fundamental question that the CSI project seeks to answer can be expressed as follows: What is the state and condition of Mozambican civil society?

Before presenting the more detailed results and fundamental aspects of the evaluation, let us start by briefly answering this question.

The CSI project concluded that overall Mozambican civil society is weak in its main dimensions, including its structure, environment, values and the impact of its action. As shown in Figure 1.1.1a, the CSI score is around 1.0 that in qualitative terms is way below average on the scale of 0 to 3 assigned to the variables considered.

This classification corresponds to the average aggregate score assigned to a total of 80 indicators, organized into 27 sub-dimensions, and finally into the four dimensions illustrated in Figure 1.1.1a, namely: The **Structure** of civil society; the external **Environment** in which civil society exists and operates; the **Values** practiced and promoted in the civil society arena; and the **Impact** of the activities undertaken by civil society actors.

Figura 1.1.1a: The Mozambican Civil Society Diamond in 2007
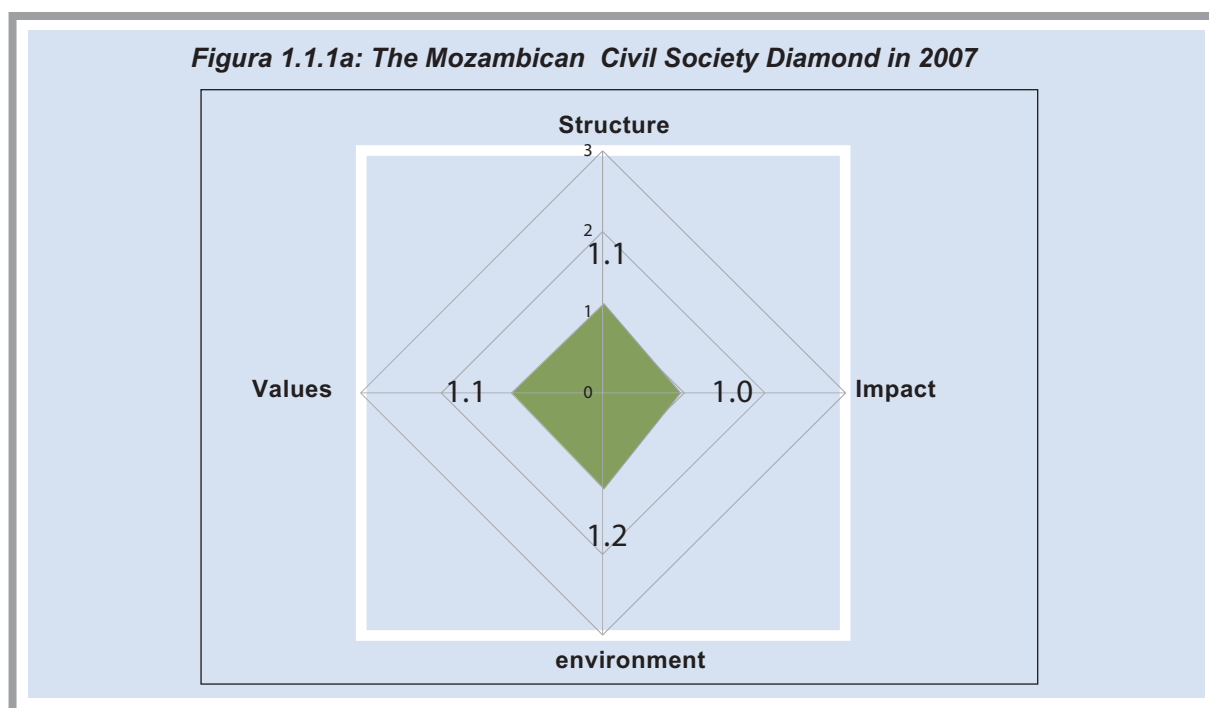
The assessment of Mozambican society as weak, albeit with signs of transition to a moderate level, shows a delicate situation. Its average score, well below average, is by no means cause for satisfaction and confidence in the future progress of civil society.

But before thinking about the future it is important to study in more detail the more fragile aspects that contribute to the unsatisfactory state of Mozambican civil society today. It is also important to know which variables are making a positive contribution to a satisfactory and moderate situation in some sub-dimensions.

Finding a realistic and substantiated response to the main obstacles and weaknesses in Mozambican civil society is not easy. However, it is a challenge that should be addressed in order to discover where future efforts should focus, how to act and how to prioritize actions in future.

It was difficult to estimate the CSI, in part because of the limited data available. In addition, the fact that the dimensions of the Mozambican Civil Society Diamond have similar scores close to each other makes it hard to identify the prime factors, not just the weaknesses and disadvantages identified in Mozambican civil society today but also its merits, strong points and advantages.

Nevertheless, the empirical data produced by the CSI project through extensive, systematic and participatory research have provided the first complete database on Mozambican civil society. It is now possible to evaluate the main characteristics of its current condition and future perspectives, but with the main emphasis on its current state. This focus on the current situation is reflected in the following summary.

The Civil Society Concept

The operational definition of civil society used in this research is the definition proposed by CIVICUS and understood as the arena outside of the family, the state and the market, where people associate to advance common interests.

This definition is not immediately understood and accepted by the ordinary citizen, including many educated people and specialists in certain academic subjects.

The main difference between an operational definition for research purposes, such as the CIVICUS definition, and the common sense perspective is related to the role of certain actors in society at a given historical moment or location.

Given the history of the majority political parties in Mozambique, Frelimo and Renamo, and in particular their hegemonic political role in Mozambican society today, many people argue that these parties should be excluded from research on Mozambican civil society.

Especially in the provinces, participants in the meetings and debates promoted by the CSI project were adamant that the inclusion of Frelimo and Renamo in the analysis of civil society would hinder and distort the research. In their opinion, the presence of representatives of the dominant political parties in debates on civil society would inhibit people, intimidate them or make it difficult to find solutions for the development of civil society.

Friction and fierce political disputes between the dominant political forces in Mozambique still persist. This situation is unhealthy and harmful to the development of civil society because there is a tendency to try and manipulate members of CSOs to take the side of one force or the other, irrespective of the sense and practicability of their positions.

Historical Background of Mozambican Society

The pre- and post-independence history of Mozambique has produced a context where civil society felt and feels that its capacity and ability to exercise its rights and duties in defence of citizens is being contested.

There is little pre-colonial literature on associativism in African societies in the territory that became Mozambique, although there were state forms that directly or indirectly "forced" the creation of non-profit associations. Literature on associativism during the colonial period sees it in a context of opposition to the Portuguese colonial regime and influenced by the international context of, for example, pan-africanist ideals, negritude and revolutionary socialism.

Post-independence literature tried to address associative practice not just in the context of defending group interests, but also as a way of tackling disasters caused by nature and those caused by people. Literature that analyses the impact of associations argues that there was a controversial impact, positive and negative, depending on the authors' indicators and approaches.

Until the mid 80s there is little Mozambican post-independence literature on associativism because the single party system that existed in Mozambique made it difficult to establish boundaries, confounded the state with the party and society in general, and prohibited any form of association outside the formal vehicles of the Mozambican State. According to Yussuf Adam and Humberto Coimbra (1997) Frelimo and the state saw themselves as the only legitimate representatives of the people and the few agencies that existed had to submit to their control (Adam and Coimbra, 1997: 83; Newitt, 1997: 467).

Before 1984 there were few associations in Mozambique. References to non-governmental organizations include the Mozambique Red Cross, the General Cooperative Union, Doctors Without Borders and associations linked to the Frelimo party (OMM for example). The number of NGOs started to rise following the introduction of freedom of association.

In 2003 the INE conducted a census of 4853 non-profit institutions in Mozambique. Over 70% of these associations operated in just five provinces, while less than 30% were active in the remaining six provinces. Most units were concentrated in Nampula province (19.5%), followed by Gaza (14.6%), Inhambane (14%), Maputo city (12.9%) and Maputo province (9.5%). In the remaining provinces the number was less than or equal to 6.1% (INE 2006: 43).

The state of Mozambican Civil Society

STRUCTURE

The analysis of the structure of civil society leads to the conclusion that this dimension is weak in the various levels contemplated in the CSI: breadth, depth and diversity of citizen participation. Virtually all the sub-dimensions show that the CSI structure is extremely weak.

Part of the weakness in the structure of civil society is organizational and in the financial and human resources available to CSOs. But another part, perhaps even more relevant than the

first as it is of a structural and contextual nature, is determined by the institutional environment that influences the dimension and the citizen's exercise of power. As other studies have pointed out, Mozambicans are frequently called upon to participate in the exercise of their citizenship rights, but in practice their power to influence policies, relevant decisions or even economic and political power ends up being limited. On the scale of participation in the exercise of power, the citizen usually lies between the levels of, on the one hand manipulation and therapy and on the other hand ad hoc, informal consultation and sounding out, without the kind of mutual commitment and responsibility inherent to different types of partnership. Francisco and Matter, 2004).

The assessment of the results of the CSI structure in 2007, by both the NAG and the participants in the national workshop of 4-6 December 2007, is that the indicators make it possible to identify areas requiring more focussed attention. In particular, the NAG feels that recognizing the weaknesses identified is an important step towards awareness of the constraints and difficulties facing CSOs.

The data brought together in this report also make it possible to dispel some misconceptions on the CSO situation, namely, their geographical spread throughout the country and the most common kind of organization in civil society. Contrary to the prevailing notion, most CSOs are located in districts and local communities, not in the main urban centres.

This means that most CSOs are not visible in broad media circles, in influential networks with access to sources of funds, the best technologies and the mass media. This situation presents a major challenge for three kinds of entities.

Firstly, the CSOs with national coverage and in particular foundations that have the most capacity, can use the results of this study to work to improve the structure of civil society, expanding networks and forms of collaboration with grass roots CSOs at district and community level.

Secondly, international agencies and donors interested in supporting the development of Mozambican civil society must seek ways of expanding their support beyond the minority of organizations that have benefited so far.

According to data provided by the INE survey, in 2003 the budgeted income of CSOs was around 300 million American dollars. Of this amount, at least 70% were financial transfers from overseas, while 25% were transfers from the private and family/individual sector. Consequently, foreign funding entities face the challenge of finding ways to access a broader range of CSOs in Mozambique in order to help build a strong Mozambican civil society. How to do this? The answer to this question is not the focus of this analysis, but could be the object of subsequent reflection. For example, given that the private sector has been the second most important source of financial support for CSOs, perhaps this justifies better articulation between the two major sources of financial support for civil society, the foreign source and the national private sector.

Finally, the other entity that cannot be ignored when considering strengthening Mozambican civil society is the state, and in particular the government. In this case, the support that CSOs could receive from government is not so much financial but rather operational and facilitating actions and initiatives by civil society members.

ENVIRONMENT

The analysis of political, social, economic, cultural and legal factors as well as the attitudes and behaviour of public and private entities towards civil society, leads to the conclusion that the environment dimension is close to the other three but slightly better.

The general environment in which Mozambican civil society is developing has improved substantially over the last two decades, but it needs to improve even more. The NAG concluded, and the national workshop that discussed the results emphasized, that the general environment is not openly hostile but is also not comfortably sympathetic and favourable.

In general, civil society does not participate actively in political life. As regards political competition, the group that discussed the environment dimension in more detail concluded that political competition is aggressive and anti-democratic.

As regards the rule of law and the law, the NAG and the national workshop concluded that to a large extent laws are not observed, there is widespread ignorance of the main laws, widespread corruption, a bureaucracy that is not very efficient or effective, weak decentralization, and a variety of constraints on the exercise of individual freedoms.

As regards the legal environment for the registration of CSOs, the bureaucracy is excessive and inefficient. Advocacy activities are allowed formally but in practice there are problems that vary according to each region.

There exists what can be called administered cooperation and little space for dissent. It is felt that there is a democracy with a variable pace and that political participation is more expensive in the North than in the South.

There is no evidence of violent and explicit intolerance, but attitudes towards certain groups are not tolerant. People are especially intolerant of mixing with homosexuals and people who are HIV positive.

It must, however, be recognized that public and private institutions are still very underdeveloped, rudimentary, sharply focussed around bipolarised political power and without mechanisms for the effective representativeness of citizenship.

Poltical reforms are still very centralized and the absence of a broad critical mass reduces the range of choice and the effective impact of the citizen on the political power, which continues to act more in accordance with its dependence on international entities than in terms of effective partnership with civil society.

Among other factors, the absence of a culture of efficiency, a decentralized public administration, transparent and participatory budget execution, strong and effective private institutions all limit the effectiveness of action by social actors.

This study shows that the relationship between civil society and the state is problematical as regards mechanisms for mutual accountability and transparent and effective monitoring. Interaction between civil society and the state is superficial and informal. Indeed, Mozambican society in general usually resorts to informality as a way of getting around state regulations and also because public institutions are often unable to provide the necessary basic services.

Civil society receives virtually no public funding. Most of what it does receive is due to pressure by donors and the state's international partners. But there are no clear and transparent rules about the modalities of state support for CSOs. Linkages end up being established in an *ad hoc* manner, informally and without clear, explicit and transparent criteria.

This situation needs to be tackled in order to try and establish practices and experience of effective partnership between dynamic national actors in Mozambican society.

The private sector too does not consider CSOs as partners or social actors of importance. On the whole, the attitude of private sector agents towards CSOs is one of relative indifference or weak recognition of the positive role they could eventually play in social life. Moreover, in the consultations with CSOs it became clear that most of them are also pretty much indifferent towards the corporate sector. Nevertheless, as data in the text show, after external support the second most relevant group for financial and material support for CSOs, is the private sector (25% compared to 3% for the government). In the long term, as the national private sector grows there is potential for it to be an alternative or to complement the external source.

Although there is dialogue between civil society and donors the latter have little confidence in the capacity of CSOs. Few organizations receive support from donors, who seem to look more at the weak management capacity of most CSOs and this discredits them in the eyes of the donors.

VALUES

On the whole the score of 1.1 obtained in the study suggests that Mozambican civil society neither practices nor promotes effectively positive and high quality values. The main weaknesses identified among the eight sub-dimensions are the issues of transparency, gender equity and equity in diversity.

In the national workshop the group that studied the values of Mozambican society dimension tried to identify the causes of weak democracy and pointed to the following: 1) manipulation by political parties, especially in pre-election periods, 2) weak coordination among social actors; 3) widespread poverty; 4) no regular assemblies or other deliberative meetings.

The reasons for week transparency include the following: 1) no culture of accountability; 2) weak communication; and 3) weak command of/knowledge of statutes and legislation in general.

The poor transparency within CSOs is particularly important as the notion of transparency is strongly associated with society's norms and values.

The organizational development of CSOs based on real transparency criteria could help establish solid and dynamic values. On the whole there is no systematic and comprehensive promotion of values that are resistant to corruption and counter the absence of responsibility and accountability.

Expressions of weak tolerance in Mozambican society or even some expressions of violence appear to be due to lack of trust between on the one hand public authorities and the leadership of organizations, and on the other hand citizens or the associative mass. There are also conflicts of interest and of personalities.

Despite extensive declarations of commitment to fighting poverty, the doubt persists as to whether CSO leaderships are really creating the institutional foundations for sustainable poverty reduction. This doubt is supported by citizens' growing concern and distress about the lack of job opportunities, productive activities and the expansion of wealth. It seems that, in practice, CSOs are more committed to providing services, sometimes as an extension of or complement to social and non-productive public administration services. But the productive private sector and civil society should be trying to develop conditions for viable and sustainable production.

So far CSO involvement in strategies to fight absolute poverty has been mainly as observers to be sounded out and as circumstantial allies of the government or donors, as in the case of the campaign on debt relief. However, it is not realistic to conclude from this participation that CSOs are real partners of the government and international donors. As Francisco and Matter (2007) argue, partnership in the real sense of these concepts only exists between the government and the donors or other international actors.

Both the NAG and the national workshop consider that the eight sub-dimensions that make up the Values dimension need priority attention by Mozambican CSOs. There is a strong feeling that citizens are carrying out a wide variety of poverty reduction actions. Indeed, this sub-dimension received the highest score, the only one of all the sub-dimensions to receive a score of 2.0 i.e. moderate high.

There is no clear idea about prospects for the long-term sustainability of poverty reduction efforts, nor was it properly studied under this project. Nevertheless, after reading the data and the qualitative information, it seems reasonable to conclude that any improvement in CSO structure and in the environment in which they exist needs to be accompanied by real progress in: improving the values of a truly participatory democracy, transparency, tolerance, non-violence, the implementation of efficient and effective actions to reduce poverty and promote environmental sustainability, and building gender equity as well as equity in ethnic, cultural and social diversity.

IMPACT

As was emphasised at the beginning of this section the weak structure, limited environment and low values of Mozambican civil society inevitably result in limited impact on governance and on fundamental development issues in Mozambique in general.

The main obstacles to more efficient and effective action by CSOs can be observed in the sub-dimensions on state and corporate accountability, weak empowerment of the citizen and the weak advocacy and lobby capacity of CSO members.

As public confidence is weak CSOs end up having an extremely limited role in promoting the growth of social capital at community and district grass roots level. In practice, CSOs make a weak contribution to promoting the social capital of the Mozambican population.

Despite the similar scores of the four dimensions, it should be emphasised that the impact dimension has the lowest score. It would be odd and suspect if this were not the case. Directly or indirectly the impact of civil society depends on the state of the other dimensions.

In past decades civil society in Mozambique went through various phases until it conquered the space that it has today. As regards the success of its efforts to influence and its real impact, secondary sources disagree on the emphasis and qualification of its success.

Some analysts, Negrão (2003) for example, argue that CSOs have substantial influence on public policies, as representatives of society have been called to participate in events such as the election of the chairperson of the National Election Commission, or in fora such as the Poverty Observatory, or in campaigns of national interest (for example, the fight for debt relief).

Other authors, however, argue that CSO participation or involvement is insufficient, sometimes a mere convenience and to legitimise circumstantial policies without involving the real empowerment of civil society. According to this latter argument, the space granted to civil society must give way to forms of effective partnership, the real empowerment of society and the transfer of state accountability from donors to society, through a proactive, efficient, effective and competent Parliament (Francisco & Matter, 2007; Hodges & Tibana, 2005; Macamo, 2006; Mosse, 2007).

Conclusions and Recommendations

Based on extensive analysis combined with the multiple results, the CSI Project 2007 in Mozambique concluded that Mozambican civil society is weak overall, in its four dimensions: structure, environment, values and impact. The CSI score is around 1.0; in qualitative terms this is way below average in the scoring range of 0 to 3.

This classification is the arithmetic average of the scores assigned to 80 indicators organized in 27 sub-dimensions and finally synthesized in the four dimensions: structure (1.1), values (1.1), environment (1.2) and impact (1.0). In a comparison of the best and worst scores, the weakness of civil society is demonstrated by the fact that 15% of the 80 indicators had a score of zero, 59% were between 0 and 1.5, and 26% had a score equal to or over 1.5. In other words, about 74% of the variables are below average, while only 26% had a classification equal to or above average.

It must be emphasized once again that the scoring should be considered indicative of the state of the arenas considered rather than hard and fast numbers. It was not always easy to assign a score. The technical team is conscious of the high degree of subjectivity of many variables. But the effort and opportunity of numerical classification are useful for a process of precise, rigorous and clear evaluation and for preparing future plans to improve the state of Mozambican civil society.

Figure 1.1.1b: Distribution of Scores for the 80 CSI Indicators, Mozambique 2007

INE, 2006: 98
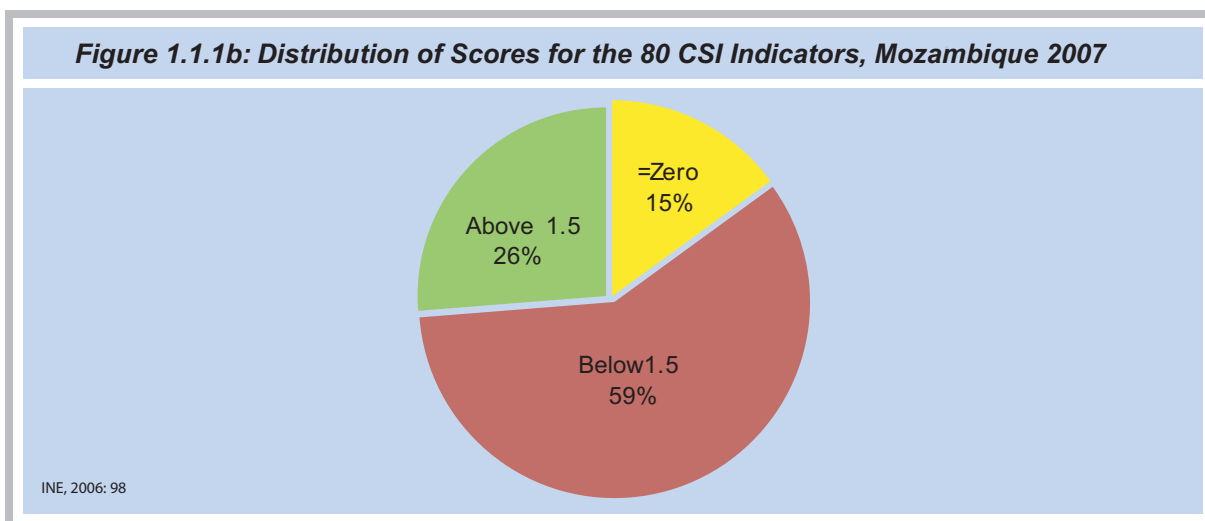
Main strehgths of the Mozambican Civil Society, 2007

According to Annex 4 containing the detailed scores of the 80 indicators, 21 areas have a score equal to or above the average of 1.5.

In the Structure dimension of the CSI five areas are the strongest, or show the most merit: charitable giving and volunteering, geographical distribution of CSOs, effectiveness of the management bodies of CSO federations or networks, and communication among CSOs.

In the civil society Environment dimension, the level of political competition, the right to information, press freedom, tolerance, public awareness and dialogue with donors received a score of 2.0. The Values dimension had an above-average classification in four areas: tolerance within civil society, non-violence in civil society, actions against poverty, and equity in diversity within civil society.

As regards impact, the variables with above-average scores were those related with social policies, lobbying for better state services and meeting societal needs.

Other variables also have a satisfactory level, with a score around the average between zero and three and can be found in the matrix in Annex 4.

Main Weaknesses of the Mozambican Civil Society, 2007

The scores presented in Annex 4 also show the weak or very weak areas. Of the 21 Structure variables, 5 received a score of zero: 1.1.3) percentage of people belonging to CSOs; 1.2.3) percentage of people belonging to more than one CSO; 1.4.1) percentage of CSOs in federations or networks; 1.4.4) level of support infrastructure for civil society; 1.4.5) proportion of CSOs with international linkages.

As regards the Environment, 2 of the 26 variables had a score of zero, meaning very serious: 2.1.4) corruption in the public sector; 2.6.3) state support in the form of resources for civil society. As regards Values, two of the 17 variables had a zero score: 3.5.2) effective gender equity practices in civil society; 3.8.3) actions to promote diversity in civil society. As regards Impact, 2 of the 16 variables had a zero score: 4.2.2) capacity of CSOs to hold corporations accountable; 4.5.3) effective response to the immediate needs of marginalised groups.

Obviously, some scores might not be readily comprehensible without reading the explanation for the score. Some appear counter intuitive and surprising. The explanations will have to be consulted and the methodology's criteria matrix taken into account. As regards the other areas with scores above zero but below average, Annex 4 and the following text provide numerical details and explanations.

In order to use the CSI evaluation to produce guidelines and future actions, between 4 and 6 December 2007 there was a national workshop attended by 250 participants. In addition, in January and February the technical team had some smaller technical meetings to analyse the results of the study and identify the main recommendations.

General recommendations

The CSO study's general recommendations arising from group discussions during the national workshop can be summarized in five main points:

1.   The representatives of Mozambican civil society present in the workshop recognized the need to establish a code of conduct that enables it to promote democracy and transparency in its actions.

2.   They recommended consolidation of the existing spaces and mechanisms for coordinating and financing CSO interventions at all levels of society;

3.   They recommended building CSO technical and knowledge capacity to improve their use of policies and laws and the spaces already provided by the state, the private sector and the international community, and to improve their actions with communities:

4.   They recommended improving CSO knowledge, promoting continuous research that could influence and better inform their actions, based on evidence;

5.   They recommended that a periodic Civil Society Index study be carried out.

Specific Recommendations for Each Dimension

Given the limited time available, the workshop participants agreed that concrete recommendations should be prepared later by the technical group and other interested parties. Consequently, the CSI Coordination Team and the workshop facilitators met to draft relevant and more opportune recommendations.

The recommendations were organized by study dimension in order to visualize how to improve the index of each one. The set of recommendations makes it possible to contribute to improving the participation and involvement of civil society in the country's social and economic change processes.

Recommendations on the Structure Dimension

The structure of civil society measured the citizen's involvement in the country's social and political affairs, and also how CSOs are organized. As the final score was 1.1, a relatively poor structure, the following is recommended:

•   Civil society organizations should try to encourage and challenge citizens to exercise their citizenship more by getting involved in social and political affairs such as, for example, supporting poor and/or vulnerable communities, exercising their constitutional and human rights but also by fulfilling their civic duties;

•   Organizations that are large in terms of financial and human capacity as well as geographical coverage should seek ways of providing funds, resources and assistance to less able ones. This could be done in two complementary ways: i) establishing a coordination mechanism for building capacity in specific areas that improve their social and political interventions: ii) using the same mechanism to coordinate the deconcentration of funds, human resources and knowledge among the organizations.

Recommendations on the Environment Dimension

The environment dimension measured the political, social, economic, cultural and legal environment in which civil society and its members act and function, as well as attitudes and behaviour. The score for this dimension was 1.2 showing that civil society exists in a relatively weak environment but with the prospect of becoming moderate. The following is thus recommended:

- Improve civil society's ability to influence compliance with the major international agreements and national laws that protect the citizen's human and civic rights and that guarantee the establishment and maintenance of a favourable environment for exercising citizenship. The big challenge for civil society is to find a balance between the influence of development-oriented organizations and those working on rights issues. For example, in other African countries it has been seen that organizations working on social development and service delivery have more influence and support than organizations working on the promotion of human rights and democracy;

- Given other successful efforts by civil society (e.g. Law on Foundations, Family Law, among others) society has the power and capacity to propose legislation on the legalization of non-profit organizations in Mozambique. Not only is the process extremely bureaucratic (lengthy and expensive) but it also classifies all non-profit organizations in the same way, thereby compromising the diversity of civil society organizations;

- Gradually reduce dependence on international organizations for funds and capacity building. Recognizing that international organizations that donate funds to civil society tend to change their programme priorities to the detriment of the priorities of the communities with which national civil society works, there is an urgent need to i) challenge the conditional allocation of funds to civil society, ii) increasingly diversify sources of funding, making maximum use of the growing business class in Mozambique;

- Given not only the diversification of funds but also the creation of greater corporate accountability for the positive and negative effects of their actions in the areas where they are located, it is recommended that civil society should get actively involved in: i) demanding corporate social responsibility and challenging state policies on tax exemptions and the allocation of spaces for large corporations; ii) making use of the Patronage Law to encourage responsible philanthropy by the private sector.

Recommendations on the Values Dimension

The Values dimension measured the values practiced and promoted by Mozambican civil society and received a score of 1.1. Once again this score shows a week state and justifies the following recommendations:

- The establishment of a code of ethics and quality standards for the actions and intervention of civil society organisations. The lack of transparency and democracy on the part of some leaderships and organizations in society nullifies their efforts to gain legitimacy among their constituents, the state and their funding partners;

- In order to promote democracy in Mozambique civil society must challenge the current make-up of the state. Albeit gradually, it is important that deputies and members of the government be appointed in a democratic manner, where the citizen has the power to choose the individual that can best represent him/her in Parliament.

Recommendations on the Impact Dimension

The Impact dimension measured the influence of civil society in political and private sector decision making and its effect on the communities with whom it intends to work. According to the evaluation this CSI dimension received the lowest score, reflecting weak action and also the weakness of its structure, environment and values. Consequently, in order to change this situation the following is proposed:

- Civil society in general must make its presence felt in processes that identify issues requiring change or the formulation of social, human rights and financial policies;

- Specifically, civil society should use the spaces provided by itself and by the state not just to question but also to propose improvements in the state's implementation of policies and its delivery of social services;

- Propose effective ways of making access to state social, legal and economic services more efficient and effective, for example, making the voting card the identification document for all services, given the speed with which it is produced;

- The conscious and knowledgeable involvement of civil society organizations in designing, implementing and evaluating the general state budget at all levels. Civil society recognizes that the main way to hold the state accountable is through the state's financial execution.

- In order to improve its impact civil society should: i) Clarify its role as an agent of change that at no time substitutes the state; ii) improve its standard of service delivery to communities while always respecting the human rights of the people with whom it works.

Introduction

This document presents the results of a research project on the Civil Society Index (CSI) in Mozambique conducted over some nine months between March and December 2007. It is part of a project implemented by the Foundation for Community Development (FDC) in close collaboration with CIVICUS: World Alliance for Citizen Participation.

The CSI is an integrated, participatory research project that evaluates the state of civil society in the world, and has already involved over 50 countries. The project links the evaluation to reflection on civil society and planning by stakeholders and also by members of other sectors involved. The project thus tries to provide an example of how research can articulate with the formulation of concrete initiatives to strengthen the weaknesses identified.

As in other countries, the CSI project in Mozambique was implemented by a CSO, the FDC, which created the National Index Team (NIT), a National Advisory group (NAG) and implemented all stages of the research up to the conclusion of this report. The whole process was monitored and supported by the CIVICUS team, but totally implemented by national researchers from and contracted by the FDC.

The technical team met, systematised, and analyzed information from multiple sources, both secondary and primary. All the information was shared and discussed with the NAG. It was also the NAG that finally validated and decided on the score awarded to the 80 indicators that make up the CSI.

At different stages of the research the data and results were subject to widespread discussion and critical analysis. Consultations and data collection took place throughout the country, and included two primary research. One was a Community Sample Research (INC07) with a sample of 4,015 households. The other was a Provincial stakeholder consultations (INOSC07) with a sample of 477 CSOs.

As an international comparative project the fundamental aspects of the methodology are the same and common to all countries. The index was conceived with two main objectives: to provide up-to-date and useful knowledge about civil society and to use the results to increase the commitment of stakeholders to strengthening and expanding civil society.

The first objective involves a degree of tension between international comparability and the specific characteristics of each country. In each country every research team tries to overcome this tension by adapting the methodology when necessary so that the indicators capture the specific reality of the country. In the case of Mozambique the technical team identified some special characteristics that were not properly covered by the 74 indicators in the basic methodology. For this reason, in the case of Mozambique the CSI has 80 indicators instead of the 74 initially proposed by CIVICUS.

Structure of the Document

The document has four main sections:

Section I "The CSI Research Project: Approach and Methodology", provides an overview of the background to the CSI, the conceptual framework and the research methodology.

Section II "Civil Society in Mozambique" describes the historical background and the current state of Mozambican civil society, highlighting perceptions of the civil society concept, both current perception among Mozambicans and the operational definition suggested by CIVICUS.

Section III, "Analysis of Mozambican Civil Society" is divided into four sections, each corresponding to a dimension of the CSI Diamond: Structure, Environment, Values and Impact. This chapter contains most of the secondary and primary research results covering the 80 indicators that make up the CSI.

Section IV "Strengths and Weaknesses of Mozambican Civil Society" summarizes the conclusions, ideas and arguments arising from the analysis, in particular those of the NAG that throughout the process validated the final CSI scores of the CSI indicators. These were subsequently analyzed and discussed in a national workshop from 4 to 6 December 2007, after which the technical team made some final corrections.

CIVIETY SOCIETY INDIEX

Figure 1.1.2: Dimensions and Sub-Dimensions of the Civil Society Index

1. **Structure**

1.1. Breadth of citizen participation
1.2. Depth of citizen participation
1.3. Diversity of CS participants
1.4. Level of Organisation
1.5. Inter-relations
1.6. Resources

2. **Environment**

2.1 Political Context
2.2 Basic Freedoms and Rights
2.3 Socio-economic context
2.4 Socio-cultural context
2.5 Legal environment
2.6 State-civil society relations
2.7 Private sector-civil society relations
2.8 Donor-civil society relations

The Civil Society Indiex

3. **Values**

3.1. Democracy
3.2. Transparency
3.3. Tolerance
3.4. Non-violence
3.5. Gender equity
3.6. Poverty eradication
3.7. Environmental Sustainability
3.8. Equity in Diversity

4. **Impact**

4.1. Influencing Public Policy
4.2. Holding state and private corporations accountable
4.3. Responding to social interests
4.4. Empowering citizens
4.5. Meeting social needs

1. Civil Society Index Project

1.1 Background to the Project

The idea of the CSI dates back to 1997 or perhaps even the early 90s when CIVICUS tried to collect information on the rise of civil society throughout the world and created a knowledge bank on issues related to civil society. In 1997 CIVICUS published a so-called *New Civic Atlas* containing a compilation of civil society profiles from 60 countries (CIVICUS, 1997).

Then, in order to provide comparable and updated information, CIVICUS started to consider the preparation of a framework for a more rigorous comparative analysis that would enable lessons to be drawn from a variety of countries. It prepared more detailed evaluation tools that resulted in the creation of the Civil Society Index (CSI) (Heinrich/Naidoo 2001; Holloway 2001). In 1999 Helmut Anheier, director of the Centre for Civil Society in the London School of Economics played an important role in the creation of the CSI concept (Anheier 2004). When the pilot phase covering 14 countries ended (2000-2002), the focus of the project's methodology was revised and refined. Over the period 2003-2006 the project expanded to 54 countries (see Table 1.1.1).

TABELA 1.1.1: Countries Involved in the Implementation of the ISC 2003-2006

1. Germany	19. Georgia*	37. Orissa (India)
2. Argentina	20. Ghana	38. Palestine
3. Armenia	21. Greece*	39. Poland
4. Azerbaijan	22. Guatemala	40. Romania
5. Bolivia	23. Netherlands	41. Russia*
6. Bulgaria	24. Honduras	42. Scotland
7. Burkina Faso	25. Hong Kong (VR China)	43. Serbia
8. Chile*	26. Indonesia	44. Sierra Leone
9. China	27. Italy	45. Slovenia
10. Costa Rica	28. Northern Ireland	46. South Korea
11. Croatia	29. Jamaica	47. Taiwan*
12. Cyprus	30. Lebanon	48. Togo*
13. Czech Republic	31. Macedonia	49. Turkey
14. East Timor	32. Mauritius	50. Uganda
15. Ecuador	33. Mongolia	51. Ukraine
16. Egypt	34. Montenegro*	52. Uruguay
17. Fiji	35. Nepal	53. Vietnam*
18. Gambia	36. Nigeria	54. Wales*

(*) Countries that did the abbreviated version of the CIVICUS Index, comprising a literature review and secondary documentation (Gadis, 2005; Milivojevic, 2006)

Box 1.1.1: Foundation for Community Development
Hope in the fight for social justice

In the early nineties Mozambique was emerging from a long civil war that had been tearing the country apart since 1976. In addition to the gigantic tasks of rebuilding basic social infrastructure there was an urgent need to improve the difficult living conditions of thousands of Mozambicans.

A group of citizens decided to take action and help reduce the poverty and suffering of a major part of the country's population. They started to conceive an ambitious project based on the creation of a foundation - an institution with its own assets and thus an independent one. Once the model had been chosen, the initial capital of the foundation had to be established from zero. The founding members felt that these resources should first of all come from within, based on their own resources. In addition, there was also the legal requirement of first creating an association in order to be able to establish a foundation. The Community Development Association came into being in 1990 with the aim of generating the necessary human, financial and material resources. A sign of hope in a country with deep wounds.

Four years later, in 1994 conditions had finally been created for the establishment of the Foundation for Community Development (FDC). From the mission inherited from the association, the fight against poverty, came the conviction that it is not fate; poverty is merely the result of a complex mechanism of marginalisation and exploitation of the underprivileged, limited scientific and technical knowledge, and limited knowledge of appropriate technologies. It is essentially the result of a system where the poorest groups in society, those without any education and who are outside the formal institutions of society and the economy, have difficulty gaining access to resources. The FDC has fervently committed itself to fighting these structural, and also psychological, obstacles as the root cause of poverty.

The FDC was the main executing agency of the research project on the Civil Society Index in Mozambique. The FDC is a civil, non-partisan organization with the aim of bringing together forces from all sectors of society to achieve an ideal of development, democracy and social justice. The FDC's commitment to carrying out the CSI research project is a way of embodying its programme strategy, namely, by learning more and strengthening organised forms of civil society and community leadership.

The CSI research project is completely in line with the FDC mission. So when the opportunity arose the FDC made it one of the Foundation's priorities for 2007 and committed itself to implementing the project successfully.

FDC's decision to go ahead with the CSI was immediately supported by its international partners who saw in the project an unprecedented opportunity for a timely diagnosis of the current state of Mozambican civil society.

1.2   Project Approach and Methodology

1.2.1 Main Reasoning Behind the Research

The fundamental question that the CSI project sought to answer can be expressed as follows: What is the state and condition of Mozambican civil society?

For a correct answer to this question a systematic, comprehensive and sufficiently operational methodology had to be found that fitted local Mozambican conditions for conducting and implementing research.

In one way or another, for better or worse, in recent years individual researchers and collective public and private entities have carried out studies on specific aspects of Mozambican civil society. However there had never been an attempt to apply a multi-dimensional, systematically integrated methodology with a wide range of research techniques and data sources.

This is where CIVICUS provides an operational and participatory research model for evaluating the state of Mozambican civil society through an analytical and methodological model built around four basic dimensions of the civil society universe: the structure of civil society; the external environment in which civil society exists and functions; the values practiced and promoted in the civil society arena; and the impact of the activities pursued by civil society actors.

Based on scattered research and common sense, everyone has some idea of the current state of Mozambican society, its relevance, actions, capacity to negotiate with other actors in society, and the effectiveness of its intervention.

In general, each person's ideas about the state of Mozambican civil society is heavily dependent on his or her expectations about the role that it can, should or could play in the development of society. People with low expectations about the role of civil organizations in the development of society tend to be complacent in their assessment of Mozambican civil society. On the other hand, people with great expectations and hopes about the role civil society can or should play in the daily life of society, express feelings of greater or lesser frustration at the current state of Mozambican society.

However, one way of compensating for the indifference and complacency of some or trying to respond better to the more demanding and rigorous expectations of others, is to gather as much realistic, updated, reliable and precise information as possible.

Once the real state and condition of civil society is known it is much easier to search for realistic and justified responses to the main obstacles and weaknesses faced by organisations and activists in Mozambican civil society. This is not an easy challenge. But it is a challenge worth tackling so that efforts can be more focused and the result of actions more satisfactory.

In this context the empirical data produced by the CSI project through a systematic, comprehensive and participatory methodology provide the first holistic database on Mozambican

civil society. Irrespective of the limitations and weaknesses of some of the information gathered, the fact that the model used is transparent and observable makes it possible to identify possible inconsistencies between the available data and concrete reality.

1.2.2.   The Civil Society Concept

The operational definition of civil society used in this research is the definition proposed by CIVICUS, understood as the arena outside of the family, the state and the market where people associate to advance common interests (Heinrich, 2004).

This definition is not immediately understood and accepted by the ordinary citizen, including many educated people and specialists in certain academic subjects directly relevant to an understanding of civil society.

The main difference between the operational definition for this research, the CIVICUS definition, and the common sense perspective is related to the role of certain actors in the daily life of Mozambican society.

Given the background of the majority political parties in Mozambique, Frelimo and Renamo, and especially their hegemonic political role in Mozambican society today, many people argue that these parties should be excluded from research on Mozambican civil society.

Figure 1.1.3 SC from CIVICUS and common sense perspective
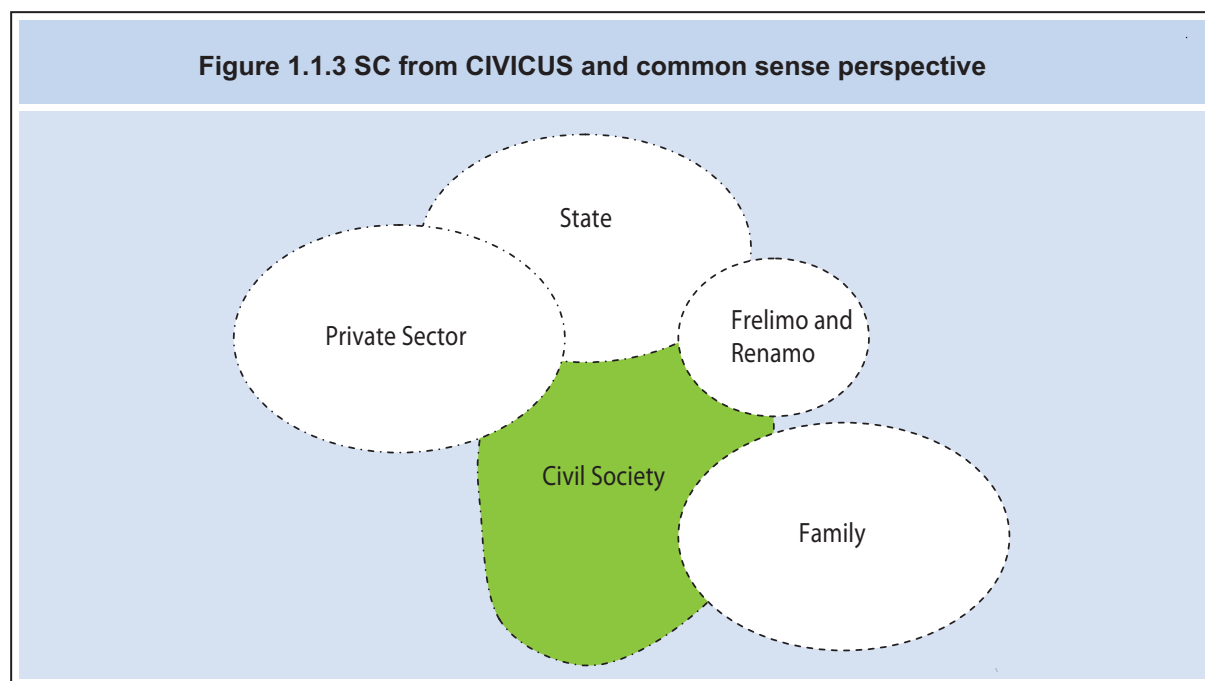
In the provinces in particular, participants in meetings and debates promoted by the CSI project were adamant that the inclusion of Frelimo and Renamo in the analysis of civil society would

hinder and distort the research. In their opinion, the presence of representatives of the dominant political parties in debates on civil society would inhibit people, intimidate them, or make it difficult to find solutions for the development of civil society.

Friction and fierce political disputes between the dominant political forces in Mozambique still persist. This situation ends up being unhealthy and harmful to the development of civil society, because there is a tendency to try and manipulate members of CSOs to take the side of one force or the other, irrespective of the sense and practicability of their positions.

This particular feature of Mozambican civil society warrants consideration in future activities. However, although the CSI project technical team noted the concerns of members of society it also sought to manage any situation as and when it arose while sticking to the systematic methodology on which the research was based.

Box 2.2.1 Some definitions of Civil Society gathered from citizens

- Citizens organised voluntarily and independent or autonomous of the state, political parties and companies
- Whereas the aim of political parties is to obtain power, civil society only desires benefits for society
- Is there just one civil society or can we speak of various civil societies?
- Non-profit organizations, but this does not imply that they are inefficient and unsustainable. But the profit issue must be demystified as it does not mean that civil society organizations are against profitable and lucrative activities
- Citizens who organize themselves to achieve a given objective. All living forces in society except the government and the opposition.
- Civil society is characterized by its diversity and appears in the context of the highest manifestation of the exercise of citizenship and where there is freedom of expression.
- Groups of citizens who organize them selves formally or informally and exert pressure to achieve the ideal of citizenship.
- Organizations whose actions bring benefits for society

It should be noted that, unlike many other concepts of society, the CIVICUS proposal has two distinctive, interesting aspects for a comprehensive and impartial analysis of civil society. Firstly, it projects the focus of the analysis beyond formal and institutionalised CSOs and tries to include more informal groups and social movements. Secondly, whereas civil society is usually understood as a domain where positive actions and values reign, the CSI methodology also tries to take into account the negative manifestations of civil society.

So the operational concept of CIVICUS includes not only, for example, associations providing social services or environmental organizations, it also tries to cover groups such as xitique, community savings schemes and any eventual fanatical groups or groups with a tendency for violence.

The CSI thus evaluates both actions that support values such as democracy or tolerance, and also the emergence and frequency of manifestations of intolerance or violence within civil society (see Box 2.2 for other definitions of civil society from various sources).

Box 2.2.2 DEFINITIONS OF CIVIL SOCIETY FROM VARIOUS SOURCES

Wikipedia definition of civil society: There is an infinite variety of definitions of civil society. The practical definition by the Centre for Civil Society of the London School of Economics is very illustrative: Civil society refers to the arena of voluntary collective actions around interests, purposes and values. In theory, its institutional forms are different from those of the state, family and market although in practice the borders between state, civil society, family and market are frequently complex, indistinct and negotiated. Civil society commonly embraces a wide variety of spaces, actors and institutional forms, with varying degrees of formality, autonomy and power. Civil societies are frequently peopled by organizations such as charitable institutions, non governmental development organizations, community groups, women's organizations, religious organizations, professional associations, trade unions, self-help groups, social movements, commercial associations, coalitions and activist groups *(http://pt.wikipedia.org/wiki/Sociedade_civil).*

Negrão on relations between NGOs from the North and Mozambican civil society: When Hegel, in the early XIX century, referred to civil society as an institution lying between the family and the political relations of the state, he permitted an ambiguous reading of the nature and role of this institution. Is Civil Society an institution of intermediation and thus with a role to play, or is it an intermediate institution that covers the set of socio-economic relations and forces of production as understood by Marx? (José Negrão, 2003, *http://www.iid.org.mz).*

National Institute of Statistics definition of Non-Profit Institutions: They are legal or social entities created with the objective of producing goods and services whose status does not allow them to be a source of income, profit or other financial gain for the units that establish, control or finance them (SCN93 4.54) (INE, 2006: 15). Although it is felt that the SCN93 definition of institutional units is largely appropriate for non-profit institutions, the Manual on Non-Profit Institutions in the National Accounts System provides a functional definition of non-profit institutions as entities that share the following five characteristics: organisations, non-market and non-distributive of profits, institutionally separated from government, self management and non obligatory (INE, 2006: 16).

Ernest Gellner's definition of civil society: "Civil society is a set of institutions and associations that are sufficiently strong to avoid tyranny, but that are nevertheless permeable, allowing the free entry and exit of individuals, instead of being imposed by birth or maintained by some dreadful ritual. You can enter the socialist party without ever having massacred a lamb…" *(Conditions of Liberty, 1995, Ernest Gellner, in http://pt.wikipedia.org/wiki/Sociedade_civil).*

PUC-Rio - The concept of Civil Society: Civil society has been seen as "(…) a non-state, anti -state, post-state and even supra-state sphere" (Gómez, 2003:11). If this varied range of meanings were not enough, in recent years the understanding of civil society has become complicated in a homerian manner, given the intensification of globalisation processes - see, in this case, theories on the existence of an international or global civil society *(http://www2.dbd.puc-rio.br).*

Sources: INE, 2006; Gellner, 1995; Negrão, 2003; PUC-Rio, 2005; Wikipedia, 2007.

1.2.3 Analytical Operationalisation and Methodology

1.2.3.1 From CSI Concept to Indicators

In practice the civil society concept is operationalised in an index that seeks to measure four basic dimensions through a structured methodology:

1. The structure of civil society;

2. The external environment in which civil society exists and functions;

3. The values practiced and promoted in the civil society arena; and

4. The impact of the activities pursued by civil society actors.

These four dimensions can be presented graphically through the Civil Society Diamond[1] (see Figure 1.1.4). Each dimension is structured into sub-dimensions and a total of 80 variables (Anheier, 2004).[2]

The 80 indicators constitute the heart of the CSI and provide the database presented in this report. A vast methodology has been based on and built around the 80 indicators. It involves the systematic collection of secondary and primary data, the analysis of quantitative and qualitative information, meetings of the NAG, discussion groups, a national workshop to debate the state of Mozambican civil society, and finally the preparation of this final report. The structure of the CSI itself, with its four dimensions, also provided a model for structuring the main chapters in this report.

Figure 1.1.4: Civil Society Index Diamond
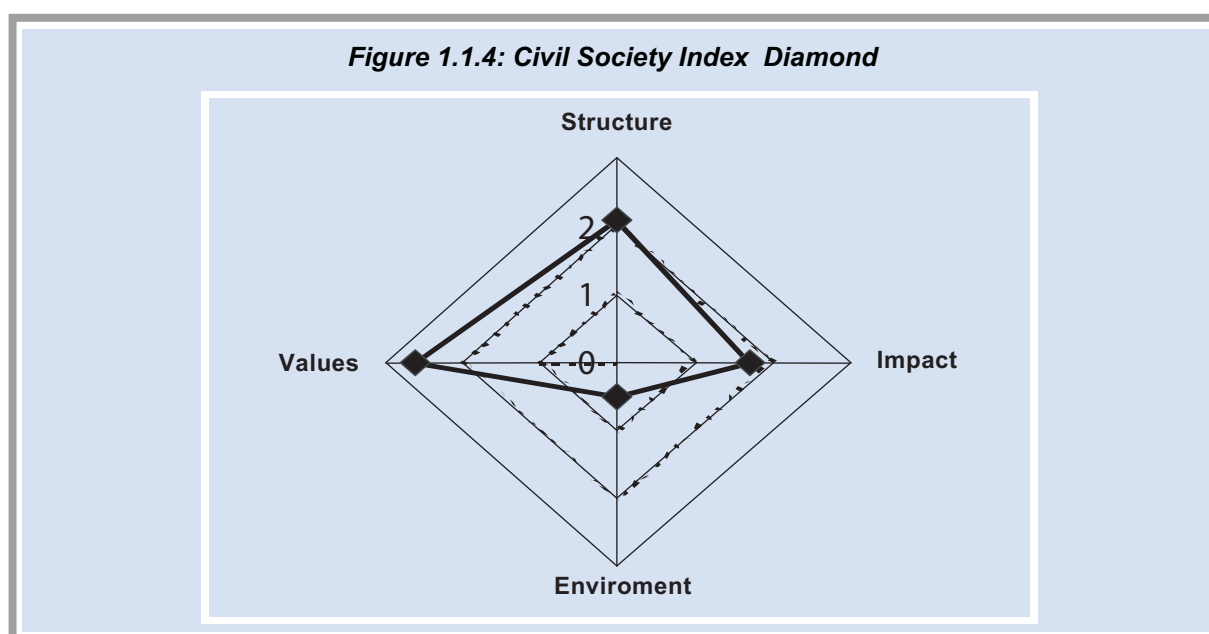
the individual indicators, structured first by sub-dimensions and finally summarised in the four dimensions.

Each dimension has various sub-dimensions that in turn are made up of various individual indicators. Each individual indicator is scored on a scale of 0 to 3 and these scores are then aggregated into scores for sub-dimensions and dimensions. In qualitative terms, the scoring represents 0 - 1 (weak, frail), 1 - 2 (moderate) and 2 - 3 (high, strong).

As the CSI diamond makes it possible to capture the essential dimensions of the state of civil society, it provides a good starting point for interpreting and discussing the state of society at any given moment. Technically, the diamond can be reduced to a single value, but this option is

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[1] The quadri-dimensional framework and the diamond instrument were developed for CIVICUS by Helmut Anheier in 1999, when he was director of the Centre for Civil Society in the London School of Economics.

[2] See Annex 1. The initial CIVICUS proposal had 74 indicators, but when adapting the CSI methodology to Mozambique the technical team decided to add some new sub-dimensions and variables, so the number of indicators rose to 80

not advisable because, in practice, it conceals more than it reveals about the multi-dimensional aspects of civil society. Moreover, the Diamond also illustrates civil society at a certain point in time and so has no dynamic perspective. Nevertheless, when applied in an interactive manner it can be used to illustrate developments over time, and to compare the state of civil societies in different countries (Anheier, 2004).

1.2.3.2 Implementation of the Project

This section describes the methods used to collect, classify and analyse the various data sources used in the project.

1.2.3.2.1 Organization of the research process

The research project was implemented by FDC through a National Index Team (NIT) in close articulation with and monitoring by a National Advisory Group (NAG), comprising at least 12 people from various sectors of civil society. Figure 1.1.5 illustrates the main actors in the project, including the technical and advisory teams and also the main funding agencies.

Figure 1.1.5: Actors involved in the CSI Project in Mozambique, 2007

Implementation Methodology

It is implemented for and by civil society throughout the country

CIVICUS
UNDP
&
Aga Khan
Foundation

Kellog Foundation
European Union

FDC

National
Advisory
Group

Civil Society
Actors

National CSI Team
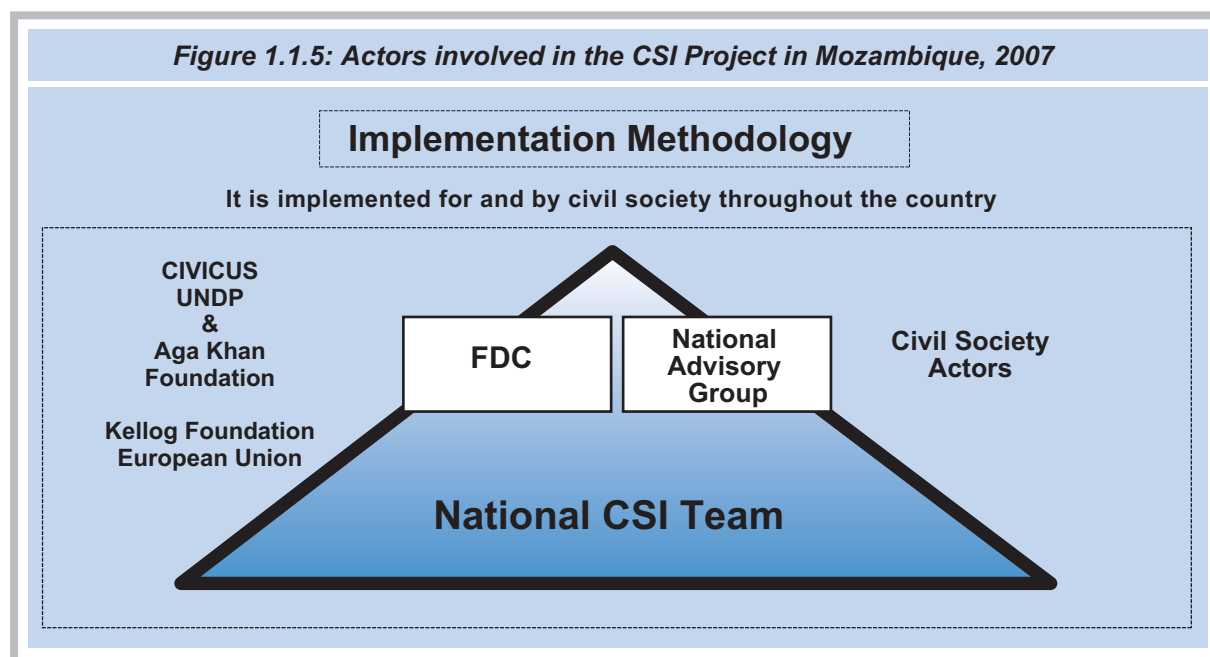
1.2.3.2.2   Actors in the Research Process

The actors and sequencing in the methodological approach to implementation of the CSI were the following:

1.   The **FDC** identified an in-country **National Index Team (NIT)** comprising: (1) program director responsible for the management of the project (2) a project coordinator responsible for the coordination of the project; (3) a civil society expert responsible for preparing the national report; (4) a participatory researcher who led and facilitated the various research activities.

2.   The **NIT** conducted a preliminary analysis of interested parties and identified an in-country **National Advisory Group (NAG)** with approximately 12 members representing the various segments of civil society stakeholders.

3.   The **NIT** revised the secondary data and prepared and distributed a draft general report to NAG and CIVICUS for comments and contributions.

4.   The **NAG met** at crucial moments: (i) to revise the general report; (ii) to discuss and adapt if necessary the concept and definition of "civil society" in the country, and (iii) to analyse the main actors and power relations within society in general and also within civil society, to help place civil society in the broad context of civil society actors and power relations;

5.   Depending on the quantity of secondary data available, the following primary research instruments were applied partially or completely: regional consultations with interested parties in different parts of the country. The participants replied to different individual questionnaires and then participated in a one-day discussion group. There were citizen surveys to determine trends in the values of community members, their activities in civil society and their attitudes on and engagement in community-level CSOs. A review of the media was planned in order to get their information on the activities, attitudes and values expressed by civil society and other public actors, and also to obtain the media's image of society. This phase did not take place due to insufficient time and human resources. There was, however, a survey of facts to gather information on civil society that already exists but is not published or disseminated publicly.

6.   All the results were presented to the civil society expert who prepared the preliminary national report.

7.   The NAG met to discuss and validate the scores assigned to the CSI indicators on the basis of the data presented in the preliminary national report and in accordance with the scoring instructions. The scores were combined in classifications of sub-dimensions and dimensions. The results of the scores for the 4 civil society dimensions were represented graphically in the form of the Civil Society Diamond.

8. A national workshop was held from 4 to 6 December 2007 attended by civil society actors and external stakeholders from government, the media, academic institutions and the business sector throughout the country. The national workshop had over 200 participants and representatives from all 11 administrative provinces in Mozambique. The workshop reviewed and validated the CSI research, analysed the main virtues and weaknesses of civil society, and also identified priorities and potential activities to strengthen Mozambican civil society.

9. The final score and the results of the national workshop have been included in this final national report.

1.2.3.2.3   Methodology and Main Stages of the Project

The CSI 2007 in Mozambique was based on a combination of multiple sources: 1) Secondary research (literature review and collection of data already available); 2) Two national surveys (one for citizens and one for CSOs), and 3) critical analysis, validation and scores for the sub-dimensions and dimensions that make up the Civil Society Diamond.

Figure 1.1.6 illustrates the specific steps in the compilation of data, starting with the research methods for primary and secondary data summarized in indicator scores (from 0 to 3), that are then aggregated into the sub-dimension and dimension scores that eventually form the civil society Diamond.

Figure 1.1.6: Civil Society Index Project in Mozambique, 2007

The CSI Diamond
↑ Collection
Dimension Score
↑ Mean
Subdimension Scores
↑ Mean
Indicator Score
↑ Allocation of scores by the NAG

Data Sources

| Secondary Data | Media Review | Reg Consultation of Stakeholders | Fact Finding Studies | Community Sample Research |
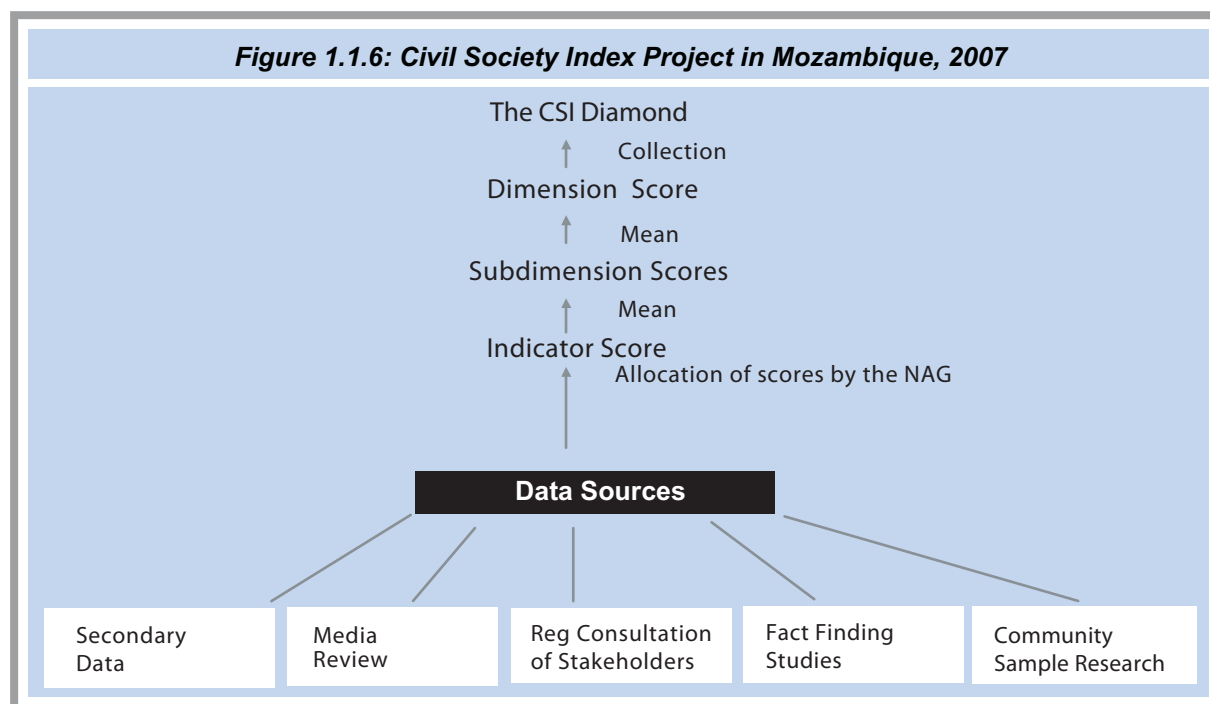
1.2.3.2.4. Data Collection

In addition to secondary data the calculation of the CSI was based on two primary sources, two national surveys: one was a sample of citizens chosen from households and the other was a sample of civil society organizations. Annex 1 provides details of the samples for these surveys.

It was not possible to apply all the data collection methods recommended by CIVICUS, namely, the systematic consultation of the media. However, the national team did manage to conduct two nationally representative surveys, one with a sample of 4050 respondents and the other covering 475 CSOs. The specific methods used are described below in the order in which they were implemented:

- *ANALYSIS OF SECONDARY SOURCES*: the research team began by reviewing the numerous existing studies and research documents, summarizing them in a preliminarily reflection that enabled it to identify additional updated information requirements.

- *MAPPING CIVIL SOCIETY ACTORS*: There were three NAG meetings to identify the main actors in the civil society space, and their relative degree of influence and power.In July 2007 the NAG had the opportunity to discuss a preliminary estimate of the CSI based on secondary information.

- *SURVEY OF STAKEHOLDERS*: Representatives of the various kinds of CSO throughout the country were interviewed using a questionnaire sent in advance to 500 CSOs. The CSOs were selected randomly out of a universe of almost 5000 CSOs created by INE in 2003, through its national census of non-profit institutions. During October 2007 475 completed questionnaires were received.

- *CONSULTATIONS WITH STAKEHOLDERS*: In order to validate the research results and identify the strong and weak points of civil society, the CSOs that replied to the questionnaire were invited to group discussions (focus groups). The team managed to organize one-day meetings attended by 20-50 participants.

- *COMMUNITY SAMPLE SURVEY*: In October 2007 the team conducted a national survey of 4050 cit izens (See Annex 2).

- *FACT FINDING STUDIES*: As part of the project there were Fact Finding Studies on the civil society's policy impact in a number of selected fields and to gauge the extent of corporate social responsability in Mozambique. However, due to time constraints and the availability of researchers this task did not receive due attention. In order to compensate for this limitation the team tried to dedicate more time to existing studies by other researchers.

- *NATIONAL WORKSHOP*: In the final phase of the project, the final scores validated by the NAG were subjected to a global assessment in a three-day workshop in Maputo between 4 and 6 December 2007. The workshop was attended by about 200 participants from Mozambique's 11 administrative provinces.

1.2.3.3   Compilation, Data Analysis and Final Scores

The data gathered from the various sources mentioned above were organized in the appropriate analysis systems. For example, the data from the community and CSO surveys were organized in Excel and subsequently converted and analyzed using the SPSS statistical package.

The technical team then prepared the preliminary report, structured around the CSI indicators, sub-dimensions and dimensions. This preliminary report was used as the basis for discussions on the scores suggested to the NAG by the technical team. In this exercise each indicator received a score on a scale of 0-3, where zero represented the worst situation and three was the best score. All the CSI indicators were organized in Excel in order to obtain the final average of the four dimensions of the CSI diamond.

The design of the scoring exercise was based on the "citizen-judge" model (Jefferson Centre, 2002), where citizens deliberate together and take a decision on a public matter based on facts presented by lawyers and technicians. The NAG's role was to deliberate, confirm or correct a consensual score for each indicator based on the data presented by the technical research team.

Finally, the scores of the sub-dimensions and dimensions were derived as the arithmetic average of the respective indicator scores. The score was obtained through weighting and discussion of criteria, qualitative and quantitative data, and comparison with the scale of categories in the basic matrix provided by CIVICUS (see CIVICUS Toolkit, 2004). Finally, the definitive score presented in this report is the outcome of the systematic application of the CSI methodology, producing scores for the four dimensions (structure, environment, values and impact) of the Mozambican Civil Society Diamond in 2007.

1.2.4 Limitations of the Research

Research on this scale, conducted to some extent in record time, and that had to overcome and adapt to various and unexpected situations[3] will inevitably have various limitations.

Although the team responsible for the research knows that no research can be perfect, it is aware that in this particular study with more time and technical resources it would have been possible to reduce some of the shortcomings in the collection of primary data, prepare a more comprehensive and adequate questionnaire and avoid some inaccuracies and imprecision that will be identified in the text.

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[3] For example, all the field work had to be changed and adapted to the fact that the National Population Census took place in August 2007 and had priority. This was followed by other actions with organizational implications some associated with the test of population census coverage and others related to electoral registration that also took place in the final quarter of 2007.

So instead of pretending that the study and the data have no limitations, the technical team feels that the best option is to invite the reader and other researchers to assess the results analytically and critically. Wherever the results are not robust and do not inspire confidence, ideally they should encourage other analysts and researchers to try and study the subject in more depth and, to the extent possible, analyse the same data or new data that may be gathered in the meantime, presenting complementary, new or different descriptions and explanations.

The results that eventually prevail will be those that pass the scrutiny of certification and demonstrate that they are consistent with the reality they seek to reflect.

2. CIVIL SOCIETY IN MOZAMBIQUE

2.1. Historical Approach to Mozambican Society

The history of pre- and post- independence Mozambique has produced a context where civil society saw and sees that its capacity and ability to exercise its rights and duties in defence of citizens is a demanding task.

There is little pre-colonial literature on associativism in African societies in the territory that became Mozambique, although there were state forms that directly or indirectly "forced" the creation of non-profit associations. The literature on associativism that covers the colonial period sees it in a context of opposition to the Portuguese colonial regime and the influence of the international context, such as pan-africanist ideals, negritude, and revolutionary socialism.

Post-independence literature sought to approach the associative practice not just in the context of defending group interests, but also as a way of tackling disasters caused by nature and those caused by people. The literature that analyses the impact of associations maintains there was a controversial impact, positive and negative, depending on the authors' indicators and approaches.

Until the mid 80s there is little Mozambican post-independence literature on associativism because the one party system that existed in Mozambique made it difficult to establish borders, confounded the State with the Party and society in general, and prohibited any form of association outside the formal vehicles of the Mozambican State. According to

Table 2.1.1: Mozambique Indicators	

Area (1000 Km2)	**399,4**
Population, 1000 inhab., Census 2007	**20.530,7**
Urban population, % of total, 2005	**34,5**
Life Expectancy at Birth, INE	**47,1 anos**
UNDP	**42,8 anos**
Infant Mortality Rate (per 1000)	**107,9**
Illiteracy, % 15 years old and over	**53,6%**
Unemployment, IFTRAB, 2004/05	**19%**
Inflation, INE, Dec. 05/04	**13,1%**
Exchange rate (2005, MT/US$)	**22.936,4**
Human Development Index and	**0,384**
international position, 2005	**172º**
GDP per capita (Dollars PPC), 2005	**1.242**
USD 2005	**335**
Human Poverty Index, 2005	**50,6%**
Gini Index 2002-03	**47,3%**
Net public development assistance	**$65**
disbursed, USD per capita	**19,4% PIB**
Women in Parliament	**34,8%**
Languages most spoken daily, DHS 2003	
Emakhuwa	**26,1%**
Xichangana	**11,3%**
Portuguese	**8,8%**
Elomwe	**7,6%**
Main Religions, DHS 2003	
Catholic	**25,2%**
Siao/Zione	**21,7%**
Muslim	**17,7%**
Without religion	**17,8%**
Protestant/Evangelical	**8,8%**

Source: INE, 2008 http://www.ine.gov.mz/ ; USAID e INE, 2005 (HDHS2003), UNDP, 2007.

Yussuf Adam and Humberto Coimbra (1997) Frelimo and the state saw themselves as the only legitimate representatives of the people and the few agencies that existed had to submit to their control. (Adam and Coimbra, 1997: 83; Newitt, 1997: 467).

Even the so-called "democratic mass organisations" (DMOs) were subject to strict directive controls that excluded diversity. Social control of women was exercised by the Mozambican Women's Organisation (OMM); for youth there was OJM, for wage workers the OTM, for teachers the ONP, for journalists the ONJ, among others.

However, as in colonial times, during the first decade of independence there were also actions to free society from the strict control of the state or the single party. In addition to the extreme example, involving the armed opposition launched by RENAMO, there were also peaceful examples associated, for example, with the Christian Council of Mozambique (CCM) and the appearance of Caritas Mozambique as well as the State's constant difficulties in facing the peasant movement that created the National Union of Peasants (UNAC) (Negrão, 2003).

Figure 2.1.1: Non-Profit Organisations and Period of Birth, Year 2003
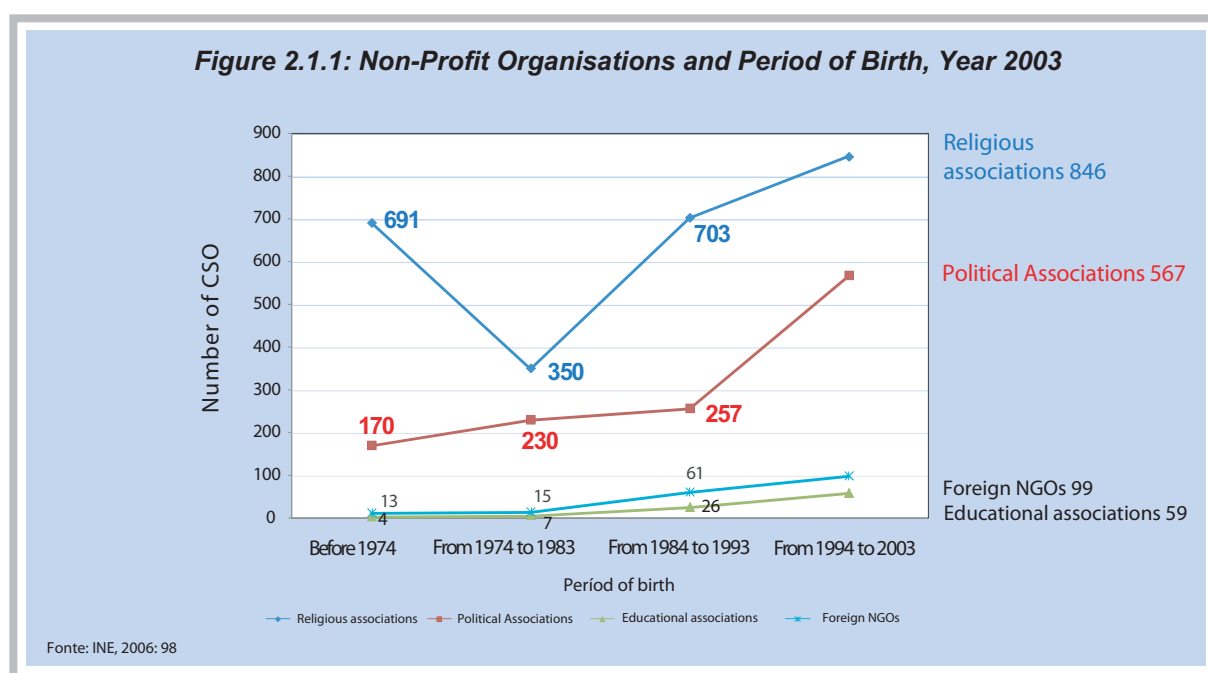
Before 1984 there were a few associations in Mozambique. References to Non-Governmental Organizations include the Mozambique Red Cross, the General Cooperative Union, Doctors Without Borders and associations linked to the Frelimo party (OMM for example). After the introduction of freedom of association the number of NGOs started to rise.

In 2003 the INE conducted a census of 4853 Non-Profit Institutions in Mozambique. Over 70% of these associations worked in just 5 provinces while less than 30% were active in the remaining six provinces. Most units were concentrated in Nampula province (19.5%), followed by Gaza (14.6%), Inhambane (14%), Maputo city (12.9%) and Maputo province (9.5%). In the remaining provinces the number was less than or equal to 6.1% (INE, 2006:43).

Figure 2.1.2: Non-Profit Organisations According to Year Established
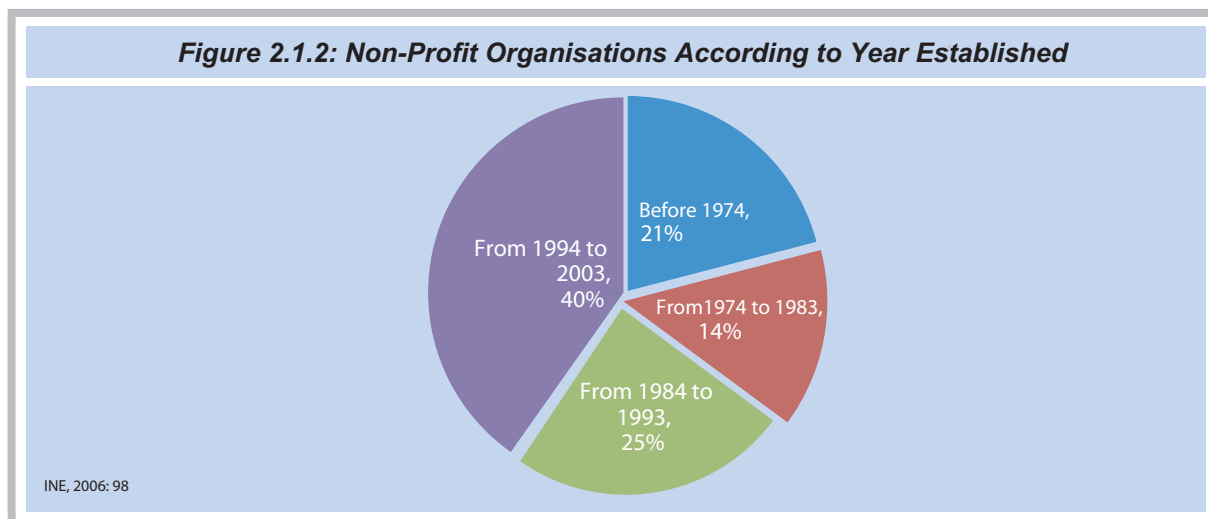
INE, 2006: 98

As regards their origins, most associations are young (INE, 2006: 45), which is understandable given the context of the changed paradigm in the political system that permitted the introduction of the new constitution in 1990. This new constitutional framework led to the law on freedom of association and thus the expansion of civil organisations.

In recent decades the evolution of the role of civil Society can be seen in the way its various component groups get involved, participate and contribute to a variety of events, processes and even situations of national crisis or crisis within their communities.

These civil society groups have evolved from just service delivery, previously the government's responsibility, to active participants in research and advocacy actions that put pressure on the state and international institutions. These actions focus on the need to improve public policies and community development in Mozambique and in Africa in general.

In order to give some idea of the distribution of CSO involvement and their purpose, Figure 2.2.4 compares the situation as seen by the 2003 INE census of non-profit institutions with the recent situation recorded by the CSO survey under the CSI project.[4]

The methodology of the CSI project tried to take into account not only the categories proposed by CIVICUS but also those of INE as well as other categories missing from the INE classification because of its focus on formal organizations i.e. organisations that were registered or had a recognized address.

The CSI survey tried to contemplate informal organizations, including those that were not registered or did not have a formal address, such as savings groups and other community forms. For this reason, figure 2.1.3 contains a category called "community organizations" which, by definition, were not contemplated in the INE census. As the INE CINSFLU2003 (2006) only contemplated more or less formal organizations, the CSI project also tried to cover socially relevant but functionally informal community organizations.

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[4] For the purposes of this research on CSOs, non-profit organizations are considered civil society organizations (CSO).

The technical team is convinced that this research has still not been able to capture correctly the complex network of informal organisations that are socially relevant and important in the dynamics of civil society. The roughly 10% of such CSOs that were identified certainly under-represent the real situation. Nevertheless, it was a first step towards identifying socially relevant organizations.

Figure 2.1.3: Participation in CSOs in 2003 and 2007, Mozambique
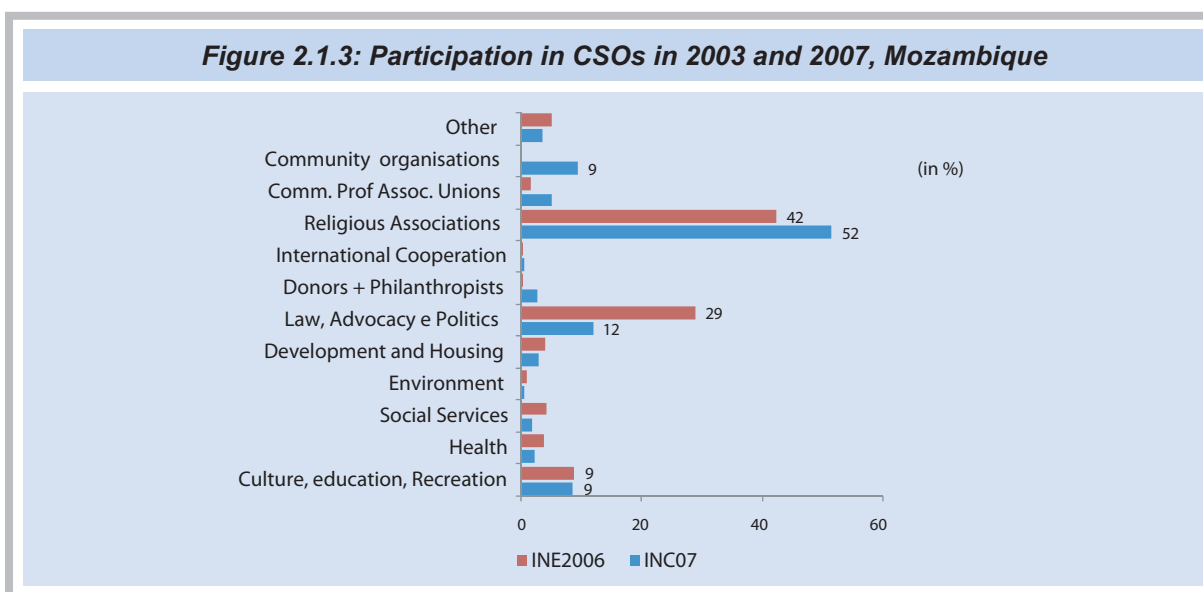
2.2. Mapping of Mozambican Civil Society Today

Mozambican civil society has been diversifying and expanding in ways that are still little known by research institutions. Until recently the INE National Accounts System that guides the compilation of economic data in Mozambique, only gathered relevant information on the civil society sector very indirectly. However, with the publication of its report on the first census of so-called Non-Profit Institutions (2006) INE made an important contribution to filling the gap in representative statistical data on civil society.

The INE census of non-profit institutions (CINSFLU) provided the first X-ray and representative mapping of Mozambican civil society, at least the most formal part. It permitted the collection of information on voluntary customs involving not just typically charitable forms or community service, but also a whole series of activities, including organisations that serve society and government as well as households.

Although CINSFLU 2004/5 was published in 2006, it has received minimum attention from CSOs. The CSI project team countered this attitude, trying to reconcile the CIVICUS methodology with the only statistically representative base on a substantial part of Mozambican civil society. In truth, from the methodological point of view, the fact that INE had already made an effort to capture relevant dimensions of civil society provided an important starting point.

For the purposes of the CSI research the INE mapping of different categories of non-profit institutions was compared and made compatible with the CIVICUS categories. The latter, although more detailed, needed structuring of the kind done by INE.

As shown in Annex 3, the INE (2006) categories with 12 groups and 29 subgroups were compared and made compatible with the 20 categories proposed by CIVICUS. Table 2.1.2 presents the list of uniform categories used in the project's primary research, both the citizen and the CSO surveys.

One critical note of caution must be mentioned explicitly for consideration in future research. There are signs that Mozambican civil society has more complex dynamics than can be caught by categories adapted to formal institutions.

This means that right from the start it must be admitted that the concepts and categories have certain limitations when it comes to capturing relations that are socially relevant but cannot be immediately formalized. For example, there are many community mutual assistance groups that for reasons of definition were not captured by the INE research, and very probably they also went unnoticed by the CSI project researchers. As Mozambican society is highly informal, many institutions of an eminently informal but socially relevant nature were missed by research that focused on formal institutions. For example, mutual assistance groups such as Kurhimela Xitoco-Thothotho, Tsima-Ntimo, Xitique, Kurhimela, Kuthekela, Matsoni-Holimihana and Mukhumi/Oteka (see Table 13 in Francisco and Paulo 2006: 84) are socially relevant forms of civil society organization that someday should be taken into account. It is true that such groups do not meet formality requirements but formality will have to consider ways of becoming more socially relevant.

Table 2.1.2: Categories of Civil Society organisations by Group and Sub-Group, Mozambique CSI 2007

Groups by arena of action	Subgroups of categories		
1 Culture and Recreation	**1.1**	Culture and Arts	**1**
	1.2	Sport	**2**
	1.3	Other recreation and social clubs	**3**
2 Education and Research	**2.1**	Primary and secondary education	**4**
	2.2	Higher Education	**5**
	2.3	Other education	**6**
	2.4	Research	**7**
3 Health	**3.1**	Hospitals and Rehabilitation	**8**
	3.2	Support centres	**9**
	3.3	Mental Health and Crisis Intervention	10
	3.4	Other health services	**11**
4 Social Services	**4.1**	Social services	**12**
	4.2	Emergency and Relief	**13**
	4.3	Income support and maintenance	**14**
5 Environment	**5.1**	Environmental groups	**15**
	5.2	Animal Protection	**16**
6 Development and Housing	**6.1**	Economic, social and community development	**17**
	6.2	Housing	**18**
	6.3	Employment and Training	**19**
7 Law, Advocacy and Politics	**7.1**	Civic and advocacy organisations	**20**
	7.2	Law and legal services	**21**
	7.3	Political organisations	**22**
	7.4	Consumer defense bodies	**23**
	7.5	Civic Clubs	**24**
8 Philanthropic intermediaries and Promotion of volunteering	**8.1**	Grant-making foundations	**25**
	8.2	Other philanthropic intermediaries	**26**
	8.3	Charitable organisations	**27**
	8.4	Voluntary work organisations	**28**
9 International Cooperation	**9.1**	International Activities	**29**
10 Religion	**10.1**	Religious congregations and associations	**30**
11 Commercial and Professional Associations, Unions	**11.1**	Commercial Associations	**31**
	11.2	Professional Associations	**32**
	11.3	Unions and Workers' organisations	**33**
12 Community Organisations	**12.1**	Agricultural mutual assistance organisations *(Kurhimela, Kurhimelissa, Kuvekeseliwa)*	**34**
	12.2	Savings groups *(Male, Yakulahlana, Nssongo-nssongo, Kuphezana)*	**35**
	12.3	*Xitique, Tsima, Ntimo*	**36**
	12.4	*Xitunga, ganho-ganho*	**37**

3. ANALYSIS OF CIVIL SOCIETY

Chapter 3 contains much of the statistical and qualitative information gathered during the project. The analysis is structured according to the individual indicators, sub-dimensions and dimensions of the Civil Society Index (CSI). For this reason the chapter is organized along the four dimensions of the CSI Diamond: Structure, Environment, Values and Impact.

At the beginning of each section a chart summarises the scores for the sub-dimensions classified on a scale of zero (0) to three (3). The four dimensions comprise 27 sub-dimensions and a total of 80 variables. The results of each variable are examined in detail in the following sections, and the scores of the individual indicators are summarized in specific tables.

3.1 STRUCTURE

	Structure	
	1.1	
Values 1.1	🟩	1.0 Impact
	1.2	
	Environment	
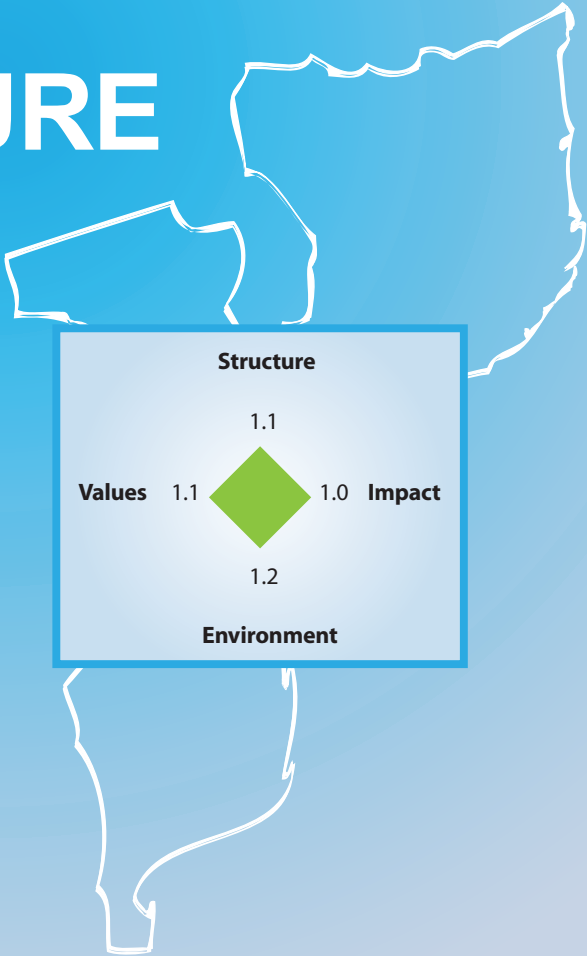
STRUCTURE

Figure 3.1: Sub-dimensions and Indicators of CSO Structure

1.1. Breadth of citizen participation
- 1.1.1. Non-partisan political action
- 1.1.2. Charitable giving
- 1.1.3. CSO membership
- 1.1.4. Volunteering
- 1.1.5. Collective community action

1.2. Depth of citizen participation
- 1.2.1. Charitable giving
- 1.2.2. Volunteering CSO membership

1.3. Diversity of CS participants
- 1.3.1. CSO membership
- 1.3.2. CSO leadership
- 1.3.3. Distribution of CSOs

1. Structure

The Civil Society Index

1.4. Level of Organisation
- 1.4.1. Existence of CSO umbrella bodies
- 1.4.2. Effectiveness of CSO umbrella bodies
- 1.4.3. Self-regulation
- 1.4.4. Support in infrastructure
- 1.4.5. International linkages

11.5. Inter-relations
- 1.5.1. Communications
- 1.5.2. Cooperation

1.6. Resources
- 1.6.1. Financial resources
- 1.6.2. Human resources
- 1.6.3. Technological and infrastructure resources

2. Environment

3. Values

4. Impact

25

3.1. STRUCTURE

The analysis of the structure of society covers aspects such as the size, strength and vitality of civil society in terms of its human, organisational and financial resources. The aggregate score for the Structure dimension is 1.1 showing that Mozambican civil society has a moderate to low structure. Figure 3.1.1 shows the score broken down into six sub-dimensions: 1) breadth of citizen participation; 2) depth of citizen participation; 3) diversity of civil society participants; 4) level of organization; 5) inter-relations, and 6) resources.

Figura 3.1.1: Score of the CSI Structure Sub-Dimensions Mozambiqiue 2007
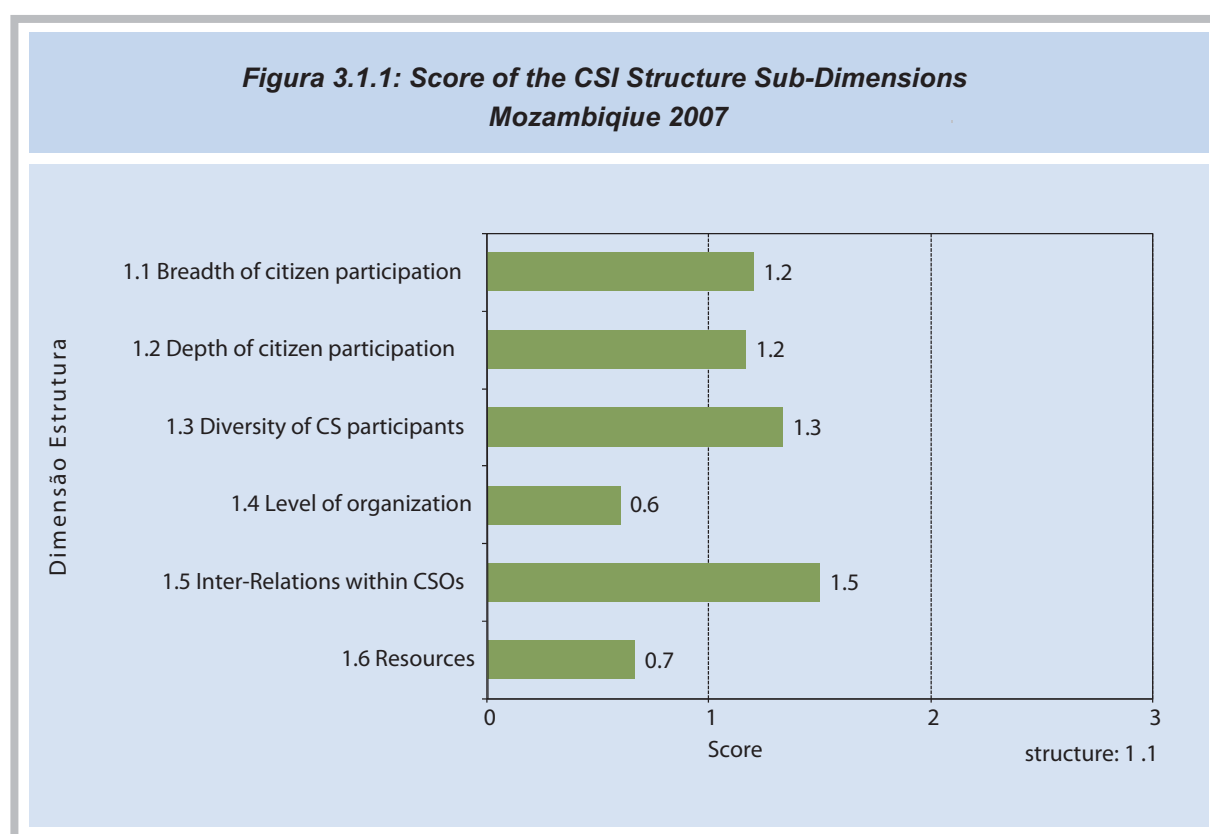
3.1.1 Breadth of citizen participation

This sub-dimension measures the breadth of the Mozambican citizen's participation in civil society in various forms. What is the breadth of citizen participation? What proportion of Mozambican citizens engage in civil society activities, such as non-partisan political action, charitable giving, CSO membership, volunteering and collective community action?

Table 3.1.1 summarizes the scores of the respective indicators that give an average score of 1.2. This score suggests that the breadth of the Mozambican citizen's participation is low or limited in all aspects except for the sub-dimensions charitable giving and volunteering (both with moderate scores). The volunteering issue will be revisited and commented on in more detail later (section 1.1.3).

	TABLE 3.1.1: Indicators of the breadth of citizen participation	
Ref. #	**Indicators**	**Score**
1.1.1	Non partisan political action	1.0
1.1.2	Charitable giving	2.0
1.1.3	CSO Membership	0.0
1.1.4	Volunteering	2.0
1.1.5	Collective community action	1.0

3.1.1.1 Non Partisan Political Action

After 1990, under the second Constitution of the Republic of Mozambique the country had a favourable constitutional framework for free association, both partisan and non partisan.

This new constitutional framework was very different to previous ones, both during the period of colonial domination by the Portuguese administration and also in the first decade of independence with the predominance of a single party and restrictions on individual liberties.

According to research by CEP in 2003, the degree of influence of institutions is inversely proportional to the level of power. This explains why the neighbourhood or village secretary and the traditional chief are the local entities most sought after by citizens when they need to resolve any problem in their daily lives. The weak impact of some power institutions and civil society organizations can be related to their ignorance, the fact that their work does not to meet the basic and immediate needs of citizens, or because they are not adequately rooted within the population.

Resorting to non partisan forms of struggle such as strikes, demonstrations and petitions is still virtually unknown. Almost 44% of the population has never participated in a strike or a demonstration and 25% would participate in such actions if they had the opportunity to do so. Afrobarometer 2005 shows that 87% of the population has never contacted a government official, a representative of the Assembly of the Republic, or the representative of any public entity. Also according to Afrobarometer about 54% of the citizens surveyed go to religious leaders for help in resolving their problems while 24% regularly contact community leaders.

The commnunity survey carried out by this project shows that a minority of citizens (28% of respondents) has taken part in some kind of non partisan political action, for example: participation in a public demonstration, writing a letter to the newspaper or signing a petition.

3.1.1.2 Charitable Giving

Secondary literature has little to say on this subject, one of the reasons for the Community Sample Research (INC07). According to the INC07, in the 12 months prior to the survey about 43% of respondents provided some kind of voluntary support to the community over and above the support given to members of his/her household. Most of the stated support was in the form of food (87%), or also in money (57%) and clothing (55%).

3.1.1.3 CSO Membership

The INE census of non-profit organizations (CINSFLU, 2006) showed that in 2003 about 140 thousand people were members of a CSO.[5] This is less than 1% of the total Mozambican population.[6]

/The 5000 CSOs surveyed by INE in 2003 have virtually the same number of workers as the public sector. About 75% said they were volunteers while 20-25% were earning a salary, consultants or civil servants. In other words, at least 30,000 CSO workers can be considered to have a regular salary. After the state no other entity employs as many people as CSOs.

As the CINSFLU2006 only covered formal organizations with at least a physical address and evidence of a regular organizational structure, it must be recognised that this perspective excludes a group of socially relevant but functionally informal community organizations.

It is well known that a only a small proportion of citizens participate in formally established CSOs. Nevertheless, from the viewpoint of the dynamics of civil society, it is important to recognize that the logic behind the work of socially relevant CSOs in everyday life in Mozambican society is not based on formal and legal criteria.

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[5] For the purposes of this research on CSOs, Non-Profit Organisations (NPOs)are considered civil society organizations (CSOs)

[6] This figure depends on the operational definition used by INE. With more realistic criteria that are not limited to the notion of organizations with a physical address, it is possible that the participation in organizational forms of civil society is much higher than suggested by the INE data.

Figure 3.1.2: CSO Human Resources, Mozambique 2003 Total people
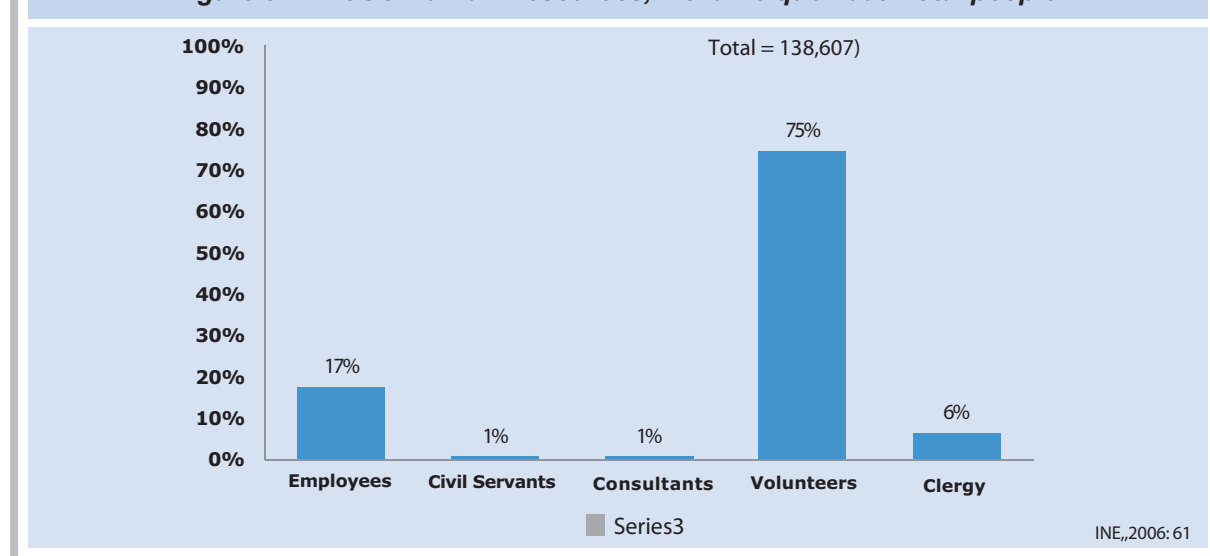
3.1.1.4 Volunteering

There are few secondary sources on volunteer work. The CINSFLU2006 census is probably the best exception at the moment, providing data on the number of volunteers in non-profit institutions. Of a total of 138 607 recorded CSO members in 2003-04 a little over 39 thousand (28%) were regular and about 64 thousand (46%) were occasional volunteers.[7]

The CSI project sought to obtain information on volunteering in the population in general through the citizen survey and the CSO survey. As regards the percentage of people who regularly participate in voluntary work, the INC07 found that a little over one third (39%) regularly participated in voluntary work at least once a year.[8]

The results of INC07 also show that 27% of respondents said that they were part of, or involved in, some kind of organization in the general sense, including companies, associations, government bodies and other organizations. In INC07 the proportion of people involved in CSOs falls to a little over 20%, but the assertion of regular participation in voluntary work is close to 40%.

The data on volunteering seem to be different to that in CINSFLU2006 where the figures suggest that only a very small percentage of people belong to at least one CSO, especially as a volunteer.

There was no time to study this matter in more detail. For this reason there is a need for caution before reaching hurried conclusions. The different results can be due to different perceptions of volunteering on the part of both survey authors and researchers, and also the respondents

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[7] In the CINSFLU2006 INE defined volunteering as follows: "Volunteers – work, also occasionally, without receiving any remuneration, monetary or in kind, for work they do for a unit under analysis. Blood and organ donors should not to be included as volunteers. Included here are people working for the institution and receiving a symbolic payment, only in kind". /INE, 2006: 84. This definition is somewhat contradictory. While considering a volunteer to be someone who does not receive any kind of remuneration in cash or in kind, it then immediately makes an exception for people who receive a symbolic payment, only in kind. It is, however, a contradiction in the INE text and nothing can be done about it here, except to suggest that it be avoided in future research of this kind.

[8] See CINSFLU, pp 57-59 on the volunteering ratio (average 56 per 10 thousand inhabitants).

themselves. Two social phenomena can influence common sense perceptions. One phenomenon is the informality that characterizes much of the involvement in multiple community activities, sometimes quite regular but rarely understood as being part of associative movements or civil society organizations.[9]

The other phenomenon is related to under-employment that is often disguised or confused with volunteering. Is it really volunteering? If people receive a symbolic payment (in reality a meagre salary) where does under-employment end and volunteering begin?

This kind of question has led some people involved in this research to question whether there really is a lot of volunteering in Mozambique, as suggested by the INC07 survey.

The subject cannot be studied in more detail as part of this research. However, it should be the subject of more profound reflection and analysis in the future.

Because of the discrepancies and doubts about CSO classification criteria, and the real difficulty in capturing the dynamics of volunteering in Mozambican civil society that formal surveys rarely record adequately, the NAG decided to give credence to the substantial proportion of respondents in the INC07 who said that they participated in volunteering actions, assigning a score of 2.0.

3.1.1.5 Collective Community Action

There is little secondary information on participation in community activities. Afrobarometer 2005 states that about 40% of people regularly participate in community meetings. The INC07 also recorded over 40%.

On the basis of these data and in accordance with the basic score system, with evidence of participation below 50% it was concluded that only a minority participated in collective community action last year.

In general, considering both the statistical data and also perceptions and empirical sensitivity in qualitative assessments, it can be concluded that the breadth of citizen participation in non-partisan, volunteer and community action is weak/moderate.

This assessment was reaffirmed by participants in the national workshop, held on 4th of December 2007, where the general feeling was that civil society participation is weak. Civil society never comes together at critical moments to defend its own interests, for example: rising prices, ill treatment of other citizens, damage and harm caused by the negligence of institutions, among others. It is felt that civil society sometimes allows itself to be instrumentalised by the Government.

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[9] In CINSFLU2003 INE defined Association as "a collective person of personal substract that has no profit purpose. It can have a disinterested or interested purpose, an ideal or a non-profit economic purpose. The legal system governing Associations is laid down in articles 167 and following of the Civil Code". (INE 2006: 82). However when community movements identified in the list of association categories were mentioned in meetings, the reaction of many people was one of surprise as they had never considered such community organization movements as being part of civil society organisations. Formal surveys, such as the INE census, still do not capture the more complex and dynamic nature of the civil society organization in the context of regular forms of organization that are socially relevant for citizens, but completely informal.

The participants in the national workshop also suggested some reasons for this state of affairs, namely: fear to act and affirm citizenship, lack of civil society capacity, and the fact that some of the main civil society leaders are simultaneously members of the Government.

3.1.2 Depth of citizen participation

This sub-dimension analyzes the depth of citizen participation in Mozambican civil society as measured by dedication to volunteering and frequency of affiliation in more than one CSO.

The average score for this sub-dimension is 1.3. Table 3.1.2 details the score for the respective indicators.

Ref. #	Indicators	Score
TABLE 3.1.2: Indicators of the depth of citizen participation		
1.2.1	Charitable giving	1
1.2.2	Volunteering	2,5
1.2.3	CSO Membership	0

3.1.2.1 Charitable giving

The INCO07 data on the level of charitable giving need more detailed analysis as there are some discrepancies, with improbable amounts identified in the database. With insufficient time to study the matter in more detail in this phase, the possible result proposed is based on the median instead of the simple average of the amounts declared for the previous year. This produces a figure of 100 Meticais. Placing this amount in a national context, it represents about 1-1.5% of the current per capita income in Mozambique (8,750.00 Mt = US$ 350x25MT).

3.1.2.2 Dedication to volunteering

The dedication to voluntary work revealed by the INC07 suggests a relatively high level but the data recorded need to be checked and analyzed to clarify their plausibility. Nevertheless, despite doubts about the data the NAG considered it advisable to assign the maximum score envisaged in the matrix in recognition of the substantial weight and importance of unpaid and voluntary work in Mozambican society.

3.1.2.3   CSO Membership

According to the INC07 less than 20% of the people interviewed belong to more than one CSO. According to the criteria in the CIVICUS methodology this is equivalent to a minority participation that receives a zero (0) score.

The NAG, and subsequently the national workshop validated this score and expressed concern about the need to find effective ways of expanding CSO membership that are more responsive to the aspirations and interests of citizens. In practice this means not just improving CSOs organizationally, but also looking at their mission, vision and practical action.

3.1.3   Diversity of civil society participants

This sub-dimension examines diversity and representativity in the civil society space. Do the main social groups participate equitably in civil society? Are any groups dominant or excluded? How diverse is CSO leadership and how are CSOs distributed throughout the country?

Both the CINSFLU2006 data and the primary data gathered for this research provide relevant information for the diversity issue. It was found that important social groups are absent from CSO priorities, or are under-represented. This resulted in an average score of 1.3 based on the indicators presented in Table 3.1.3.

	TABLE 3.1.3: Indicators of diversity of participation in Civil Society	
Ref. #	**Indicators**	**Score**
1.3.1	CSO membership	1
1.3.2	CSO leadership	1
1.3.3	Distribution of CSOs	2

3.1.3.1   CSO representativity

The CIVICUS methodology identifies six relevant groups that are representative of the diversity of social groups in civil society, but the national technical team added a further four categories: (1) Women, (2) rural population, (3) ethnic/linguistic minorities, (4) religious minorities, (5) poor people, (6) high class/elite, (7) youth, (8) PLWA, (9) the elderly and (10) the disabled.

According to the INC07 the high class/elite and religious minorities groups have the most equitable participation whereas the poor, the elderly, and the disabled groups were considered absent or excluded. Women, the rural population, ethnic minorities, youth and PLWA are considered a little under-represented or excluded from CSOs.

3.1.3.2.   CSO leadership

Except for the high class or elite group, the other social groups have identical representation in leadership functions. To some extent this differs from perceptions about the previous variable on CSO representativity, specific interviews and the opinion of NAG members. For example, the results of the INC07 suggest that the "women" group is a little under-represented in both CSOs and in leadership positions in society in general, contrary to the image provided by other sources on the political participation of women.[10]

Like the CINSFLU2006 the INC07 also reveals under-representation of females compared to males. In the first case, the CINSFLU2006 showed that in 2003 CSOs had 63% men compared to 37% women. INC07 has an even larger imbalance, with 74% men compared to only 26% women.

So whereas most answers in some public opinion surveys indicate that women are relatively well represented in CSOs, including in leadership positions, other surveys are less conclusive.

This suggests that the issue of representativity in its various forms warrants more reflection, especially with regard to the quality and practical effectiveness of the representativity of social groups in CSO bodies.

3.1.3.3.   Distribution of CSOs

The variable on the geographical distribution of CSOs has a curious result when compared with factual data, for example the CINSFLU2006.

As shown in figure 3.1.3, the INC07 shows that most people (45%) believe that CSOs are concentrated mainly in large cities or are mainly limited to urban areas (20%).

However, this common sense perception is contradicted by the facts provided by the CINSFLU2006 and illustrated in Figure 3.1.4. This census, which had the benefit of statistically representative coverage of the whole country, challenges two widespread but incorrect perceptions: one related to the kind of CSO that predominates in Mozambique and the other about the numerical representativity of urban centres.

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[10] As stated by METIER (2004:22), Mozambique has a certain reputation for women's participation in the decision-making process at the highest level i.e. in Parliament, when compared to other Southern African countries. METIER attributes their advantageous position in Mozambique to a tradition of fighting for equality since the fight for independence in the 60s and 70s. But the perception of high indicators compared to countries in Southern Africa, reported for example in international human development reports (UNDP, 2006, 2007-2008), is analysed more or less critically depending on the approach used. For example, Osorio questions whether women's plurality of political intervention at parliamentary level has produced a sufficiently advantageous discourse for women in terms of democratization and changes in social gender relations (Osorio, 2007, http://www.wlsa.org.mz/?target=Tex Eleicoes2007).

Figure 3.1.3: Perceptions of Geographic Distribution of CSOs in Mozambique, 2007 (%)
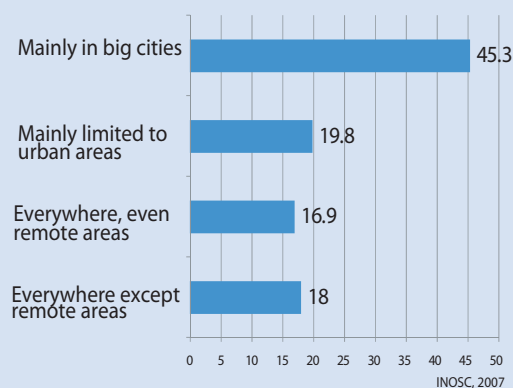
Figure 3.1.4: Distribution of CSOs, Mozambique 2003 (%)
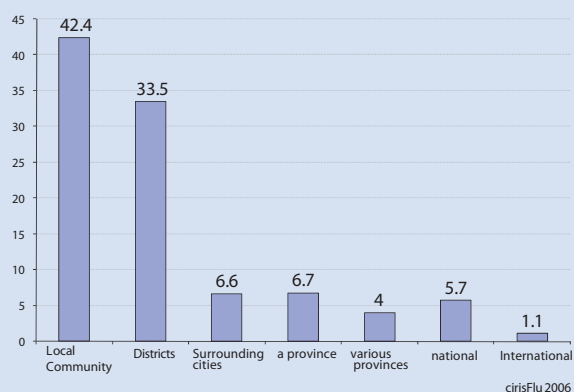
As regards the first aspect, it is generally believed that NGOs predominate among CSOs. Yet of the roughly 5000 non-profit institutions surveyed by INE (2006), the vast majority are associations (92%), either religious (53%) or political, advocacy and legal ones (25%) and only 2% are associations of an educational nature. NGOs account for less than 10%: only 3% are national NGOs and 4% international NGOs, while foundations represent only 0.4% of CSOs.[11]

Consequently, considering the CSO classification used by INE it was concluded that there is weak diversity of civil society organizations: about 75% belong to two types of organization: religious and political. There are few organizations for women or minority groups, although there is, for example, the Mozambican Women's Organisation (OMM) strongly associated with the party in power, Frelimo that is spread throughout the country. However, the fact that OMM is strongly linked to one party limits its ability to engage a wide range of women who are not interested in direct party activities.

3.1.4 Level of organisation

This sub-dimension analyses the coverage of umbrella bodies, their effectiveness and the organizational self-regulation, support infrastructure and linkages of CSOs in Mozambique. How well organized is civil society? What kind of infrastructure exists for CSOs?

The average score validated by the NAG is 0.6, suggesting that the organizational development of Mozambican civil society is weak. Table 3.1.4 details the scores of the respective indicators.

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[11] INE also identified 12% of CSOs in a group of "others", comprising a number of very small organizations involved in a variety of activities

TABLE 3.1.4: Indicators of the level of organisation		
Ref. #	**Indicators**	**Score**
1.4.1	Existence of CSO umbrella bodies	0
1.4.2	Effectiveness of CSO umbrella bodies	2
1.4.3	Self-regulation	1
1.4.4	Support infrastructure	0
1.4.5	International linkages	0

3.1.4.1 Existence of CSO umbrella bodies

Figure **3.1.4,** presented previously,shows that no more than 10% of the organizations have nation-wide coverage or are present in various provinces. The ISCO07 corroborated this result for umbrella organisations, networks and broad federation coverage. Many respondents felt that only a small minority (22%) belongs to networks or federations and broad umbrella organizations.

3.1.4.2 Effectiveness of CSO umbrella bodies

Despite the weak national coverage of organizational networks, INC07 respondents felt that they play an effective or reasonably effective role in pursuing the goals and targets of CSOs.

Roughly 43% of respondents felt that the role of networks and federations was somewhat effective compared to 18% who felt they were not very effective.

In meetings with stakeholders and in some secondary sources, the issue of the institutional potential of networks was discussed. The opinions of the main actors differ.

On the one hand, some analysts feel that certain networks and coalitions have achieved positive objectives; for example, the case of the Land Campaign, the Debt Group's mobilisation for debt forgiveness for Mozambique, or participation in the Poverty Observatory and in the commission to elect the president of the NEC (Negrão 2003).

Figure 3.1.5: Effectiveness of CSO Networks and Federations

Effectiveness of Umbrella bodies
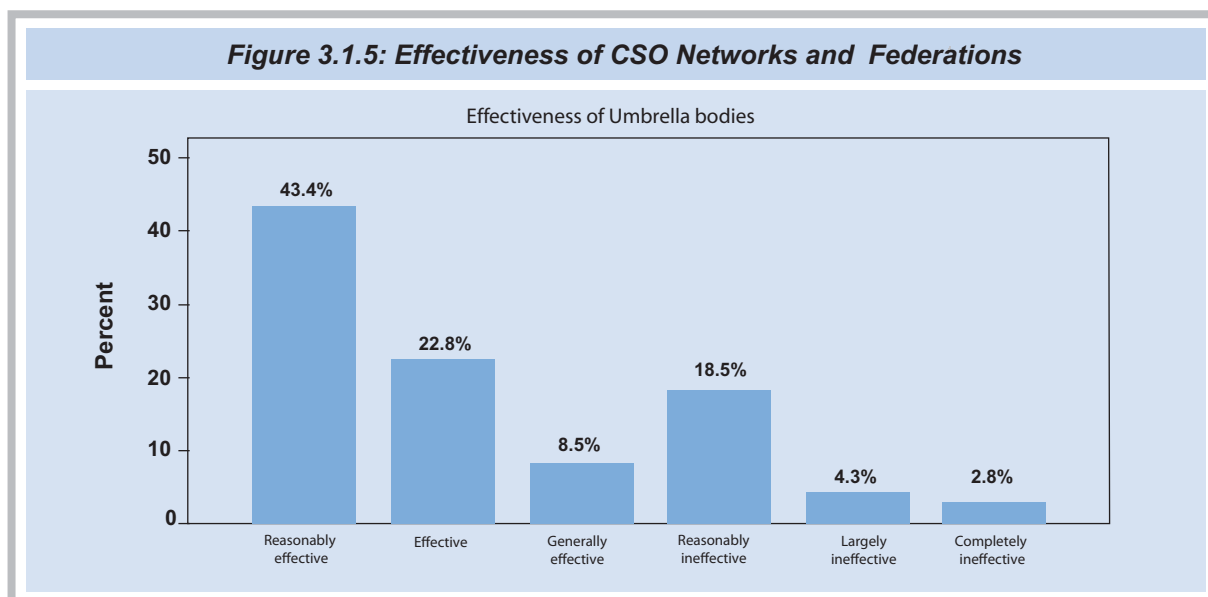
Other analysts, on the other hand, are more sceptical and critical about the success of such networks. Hodges and Tibana (2005) for example, and Francisco and Matter (2007) argue that the success and performance of civil society networks must be evaluated with caution and in close association with the role played by donors and international agencies. These analysts argue that this is particularly important when one knows that the space conquered by civil society is more the result of imposition by international donors, to whom the Government is accountable, than initiatives and affirmation by the CSOs themselves (Hodges and Tibana, 2005).

3.1.4.3   Self-regulation

This indicator evaluates CSO dynamics in generating self-regulation mechanisms and their effectiveness in detecting and overcoming eventual irregularities.

In the INC07 about 38% of respondents felt that there are preliminary efforts to generate self regulation mechanisms, while 29% said that the few mechanisms that exist have "extremely limited" impact.

Various other sources, especially in the analysis during consultations with stakeholders, felt that *ad hoc* methods, informality and immediatism undermine internal organisation and the potential for CSO impact on society.

Figure 3.1.6: Self-Regulation of CSOs

self-regulations efforts

21.0%
28.9%
37.7%
12.5%

Effective mechanisms with impact | Some mechanisms, but limited impact | Preliminary efforts | no efforts
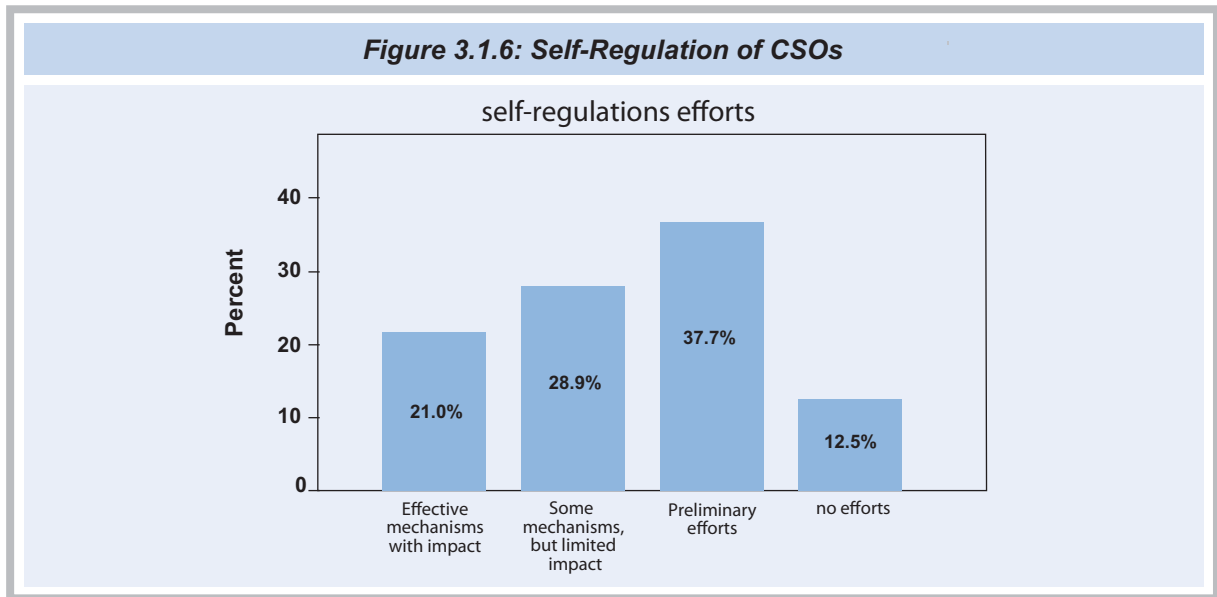
3.3.1.4.4   Support infrastructure

Support infrastructure is considered to be very limited. Infrastructure means resource centres, organizational capacity, information data banks and technical assistance programs throughout the country.

The INOSC07 shows that 58% of respondents felt that support infrastructure is very limited, 20% spoke of the complete absence of infrastructure and only 5% felt that there was a well-developed organizational infrastructure.

Figure 3.1.7: System of support infra-structure for CSOs

CSO support infrastructure

0.2%
5.2%
16.4%
58.1%
20.1%

other | Well-develop infrastructure | Expanding infrastructure | Limited infrastructure | No infrastructure
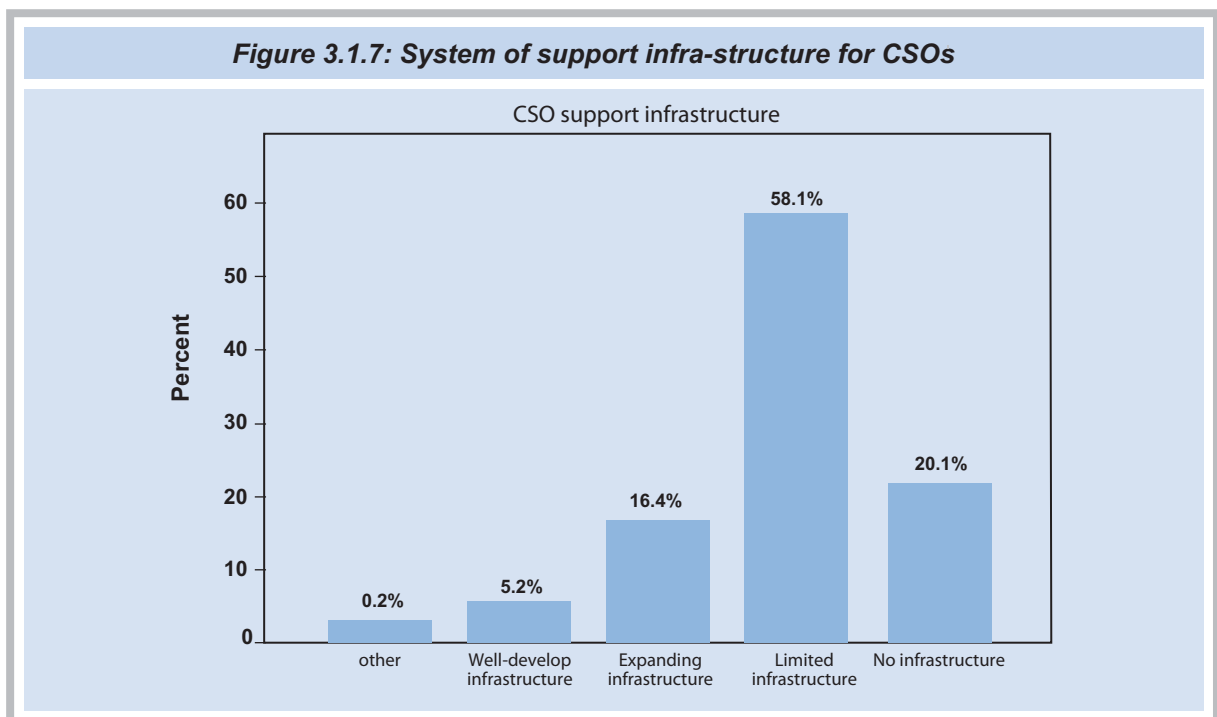
3.1.4.5 International linkages

Participation in international network spaces is considered moderate by 50% or even high by 16% of respondents.

However, one third said there was very little participation in international networks, 16% said there was none, 40% said there was some and only 4% said there was a lot.[12]

3.1.5 Inter-relations among CSOs

This sub-dimension analyzes communication and horizontal cooperation relations between civil society actors. Its score is 1.5 corresponding to average of satisfactory inter-relations. Table 3.1.5 summarizes the scores for the respective indicators.

TABLE 3.1.5: Indicators for evaluating inter-relations within civil society		
Ref. #	**Indicators**	**Score**
1.5.1	Communication	2
1.5.2	Cooperation	1

3.1.5.1 Communication

The level of participation in international network spaces is moderate (35%) and significant (23%), compared to 32% of respondents who considered it limited and 10% non existent or just insignificant.

Although forms of communications are now expanding, whether by cell phone or through expansion of the television network, a substantial number of respondents feel that the level of communication is limited (32%) or even insignificant (10%).

In its consideration of these data the NAG felt that there is a big communication effort that can convey the idea within CSOs that action is broad and effective but without it really being felt by the ordinary citizen.

3.1.5.2 Cooperation

Experience of cooperation and intersectoral and network coalitions are collective action options that are being increasingly used by organizations in society. In the case of Mozambique, according to INC07, over 50% of respondents said that they participate in few (41%) or no (12%) international

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[12]The INE CINSFLU2003 (2006:99) states that 14% of CSOs were affiliated to international organizations

civil society events. But a substantial percentage (43%) said they had some participation in international events.

Nevertheless, other sources indicate the existence of some networks and coalitions, such as for example: LINK (a coalition of non-governmental organizations), the Christian Council, UNAC (the cooperative union), the Debt Group (also a coalition as a form of group pressure on the Government to reduce its external debt), the extinct Land Campaign, the Poverty Observatory (a forum for civil society elements who want to monitor implementation of PARPA II), among other groups such as the Children's Network, MONASO etc.

The national coverage of some of these networks is unknown but the NAG found that many are concentrated in urban areas. In other words, in practice inter-regional cooperation in the sense of broad involvement of local and district CSOs is relatively weak.

3.1.6 Resources

This sub-dimension analyzes the level of resources that civil society can count on in practice. The average classification is 0.7, meaning low installed resource capacity. Table 3.1.6 lists the points and their respective indicators.

TABELA 3.1.6: Indicators of the resources of civil society		
Ref. #	Indicators	Score
1.6.1	Financial Resources	0.5
1.6.2	Human Resources	0.5
1.6.3	Technological and Infrastructural Resources	1

3.1.6.1   Financial resources

Surprisingly, about 50% of respondents felt that the financial resources of CSO were adequate, while the remaining 50% thought they were inadequate. This obviously involves a value judgement on the meaning of inadequate or adequate.

For this reason, it is better to try and clarify this important issue by using more factual and objective data. For example, the CINSFLU2006 gathered data that enabled it to prepare a statement of revenue and expenditure for non-profit institutions that provided an objective idea of their resource situation.

According to INE, about 70% of CSO resources come from overseas, with strong involvement by international NGOs or linkages with international donor entities. Private companies and families contribute 25% and the government/state only 3%. Over 52% of financial transfers are concentrated in Maputo city (Figure 3.1.8).

Figura 3.1.8: Origin of Financial Transfers received by CSOs
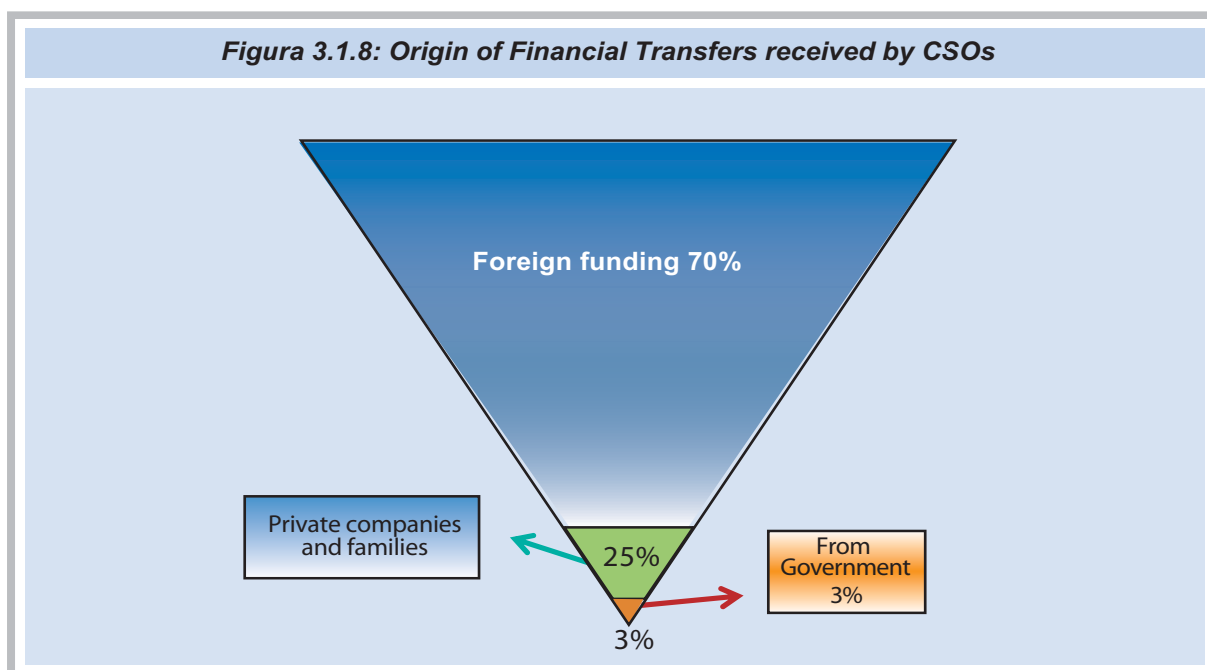
Another important imbalance in the distribution of financial resources is their heavy concentration. Only 1% of CSOs concentrate about 42% of financial revenue. This means that the Gini index, an indicator of the concentration of distribution, is 0.940 i.e. very close to the maximum value (1) or absolute inequality (Figure 3.1.9a).

3.1.6.2 Human Resources

The CINBSFLU (2006: 56-57) also provides information on the distribution of human resources in CSOs. As in the case of financial resources, CSO human resources are heavily concentrated. Only 1% of the units surveyed employ about one third of all CSOs human resources in Mozambique. So the GINI Index for human resources reaches 0.739, and the area of concentration between the Lorenz Curve and the equality line is 45 degrees (Figure 3.1.9 b).

Figure 3.1.9: Absolute Inequality in the Distribution of CSO Revenues and Human Resources

Figure 3.1.9a (Lorenz Curve for Revenue)
Gini Coefficient = 0.940)
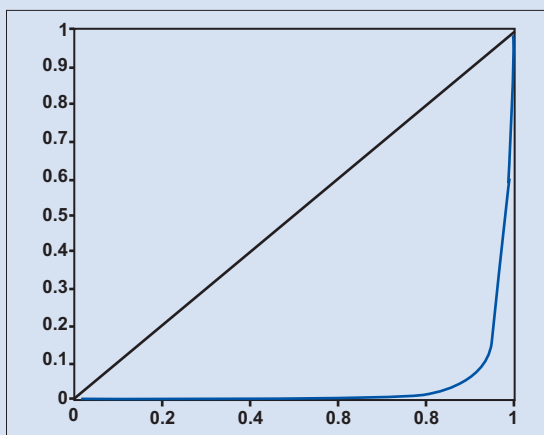
Figure 3.1.9b (Lorenz Curve for Human Resources)
Gini Coefficient = 0.739)
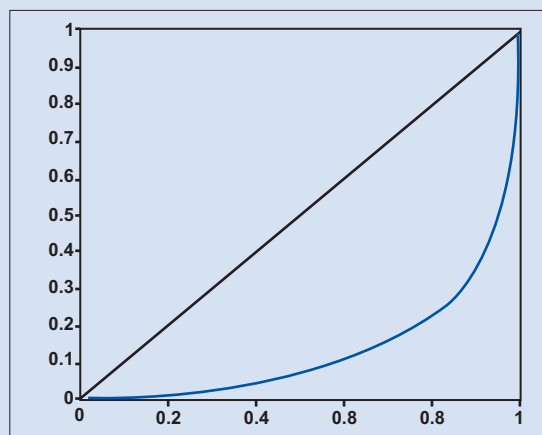
Source: INE, 2006: 56, 57.

The INC07 does not have sufficient information to estimate the GINI Index for 2007, but the situation is unlikely to have changed much over the last three years.

The issue of the relationship between human resources and volunteering was noted above from another perspective. In this case, the relevant aspect to be considered, also related to volunteering, is the heavy concentration of human resources. If they are assumed to be predominantly paid resources then the vast majority of CSOs resort to precarious forms of work and collaboration involving under-employment or volunteers. This is not intended to suggest that volunteering in itself is precarious. What it means is that more stable, and probably more efficient, resources are the best remunerated and are distributed very unequally.

3.1.6.3   Technological and Infrastructural Resources

The INOSC07 shows that a large percentage of respondents feel that organizational equipment and infrastructure is "more or less adequate" (60%) or "adequate" (38%). This is surprising especially when compared with knowledge about the basic resources available to them, including energy, access to modern means (Internet and computer) and other resources (TV, transport etc.).

There are few references to technological resources in the secondary literature. One exception is, for example, the work by Fumo (s.d) who says that there are very few well established organizations in Mozambique in the sense that they have reached a good level of operation, with clearly defined objectives, with a structure, system and clearly allocated resources and visible objectives.

CSOs are usually headed by a high-level public figure and this enables them to attract assistance, develop formal organizational forms and obtain financial and technical support. However, most organisations lack the technical and organizational support and resources even to get legally established so they can benefit from the advantages of being formal. Some of these organizations have had considerable impact within civil society but their work is still given little consideration or is not very visible. Finally, various CSOs are merely fighting to survive. And there are many of them. They cannot state clearly what they are advocating, nor how they act and who their members are. They are usually represented by just one individual; many have no fixed office, nor adequate human and financial resources.

Taking into account the critical assessment of the information consulted, instead of the maximum score that could be inferred from INOSC07, the NAG validated the score of 1.0.

3.1.7 Conclusions on Structure

The analysis and evaluation of the structure of civil society leads to the conclusion that this dimension is weak at the various levels considered in the CSI: breadth, depth and diversity of citizens. Virtually all the sub-dimensions show a very weak CSI structure.

Part of the weakness of civil society structure is organizational and the availability of CSO financial and human resources. But another part, perhaps even more relevant than the first because it is of a structural and contextual nature, is determined by the institutional environment that influences the dimension and exercise of power by the citizen. As argued in other studies, Mozambicans are frequently called to participate in exercising their citizenship right but in practice their power to influence policies, relevant decisions or even economic and political power ends up being limited. On the scale of participation for the exercise of power, the citizen usually remains between the level of *ad hoc* and informal sounding, information without mutual commitment, sometimes manipulation or just therapy, but with very little effective partnership that gives the citizen effective responsibility and power. (Francisco and Matter, 2004).

The assessment of these results by both the NAG and the national workshop of 4-6 December 2007 is that the indicators make it possible to identify areas where attention must be focussed in future. In particular, the NAG feels that recognition of the weaknesses identified is an important step towards awareness of the constraints and difficulties faced by CSOs.

The data gathered in this report also make it possible to dispel some incorrect perceptions of the state of CSOs, namely, their geographical distribution throughout the country and the kind of organization that predominates in civil society. Contrary to the prevailing idea, the vast majority of CSOs are located in districts and local communities, not in the main urban centres.

This means that most CSOs are not visible in broad media circles, in influential networks with the ability to access sources of funds, the best technologies and the mass media. This situation is a major challenge for three kinds of entities.

Firstly, CSOs with national coverage and in particular the most capable foundations, can use the results of this study to take action to improve the structure of civil society, expanding networks and forms of collaboration with grass roots CSOs, both district and community ones.

Secondly, international agencies and donors interested in supporting the development of Mozambican civil society must seek ways of expanding their support to beyond the minority of organizations that have benefited from their support so far.

According to data provided by the INE survey, in 2003 the revenue budget for formal CSOs was around 300 million American dollars. Financial transfers from overseas accounted for about 70% of this amount, while 25% were transfers from the private and family/individual sector. Foreign funding agencies thus face the challenge of finding ways to access a broader range of CSOs in Mozambique, in order to contribute to the development of a strong Mozambican civil society. How to do this? The answer to this question is not the focus of this analysis, but the issue should be the subject of subsequent reflection. For example, given that the private sector has been the second most important source of financial support for CSOs, maybe there is justification for greater articulation between these two big sources of support for civil society, the foreign source and the national private sector.

Finally, the other entity that cannot be ignored when considering strengthening Mozambican civil society is the state, and in particular the government. In this case, the support that CSOs could receive from government is not exactly financial but rather functional and as a facilitator for actions and initiatives by members of civil society.

3.2 ENVIRONMENT

Structure

1.1

Values 1.1 1.0 Impact

1.2
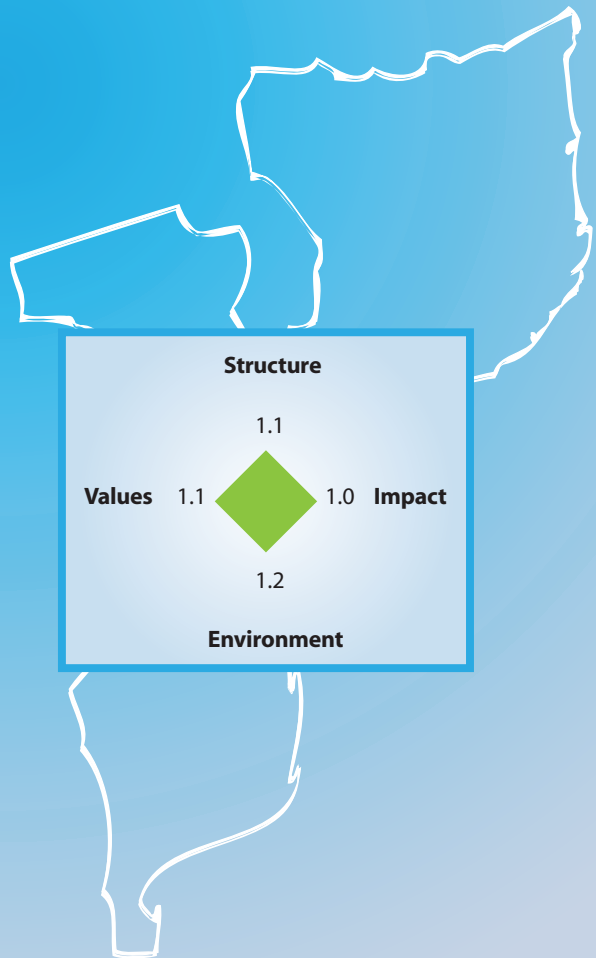
Environment

ENVIRONMENT

Figura 3.2: Environment Sub-Dimensions and Indicators in the CSI

1. **Structure**

2. **Environment**

The Civil Society Index

3. **Values**

4. **Impact**

2.1. Political Context
- 2.1.1. Political rights
- 2.1.2. Political competition
- 2.1.3. Rule of law/Respect for the law
- 2.1.4. Corruption
- 2.1.5. State effectiveness
- 2.1.6. Decentralisation

2.2. Basic Freedoms and Rights
- 2.2.1. Civil liberties
- 2.2.2. Information rights
- 2.2.3. Press freedom

2.3 Socio-economic context
- 2.3.1. Obstacles to effective functioning of CS

2.4. Socio-cultural context
- 2.4.1. Trust
- 2.4.2. Tolerance
- 2.4.3. Public Spiritedness

2.5. Legal environment
- 2.5.1. CSO registration
- 2.5.2. Allowable advocacy activities
- 2.5.3. Tax laws favourable to CSOs
- 2.5.4. Tax benefits for philanthropy

2.6. State-civil society relations
- 2.6.1. Autonomy
- 2.6.2. Dialogue
- 2.6.3. State cooperation/support

2.7. Private sector-civil society relations
- 2.7.1. Private sector attitude
- 2.7.2. Corporate social responsibility
- 2.7.3. Corporate philanthropy

2.8. Donor-civil society relations
- 2.8.1. Aid/external dependence
- 2.8.2. Dialogue/cooperation with donors

3.2. ENVIRONMENT

Analyzing the political, social, economic, cultural and legal Environment and also the attitudes and behaviour of public and private sector actors towards Mozambican civil society, the CSI research showed that it obtained the best score of the four dimensions, albeit a minimum improvement and with indications of enormous challenges.

Figure 3.2.1 shows that the average score in the evaluation of the environment dimension is 1.2. The most visible obstacles to a satisfactory situation are relations between civil society and both the state and the private sector.

Figure 3.2.1: Sub-dimensions of the Environment Dimension, Mozambique 2007

Environment:1.2
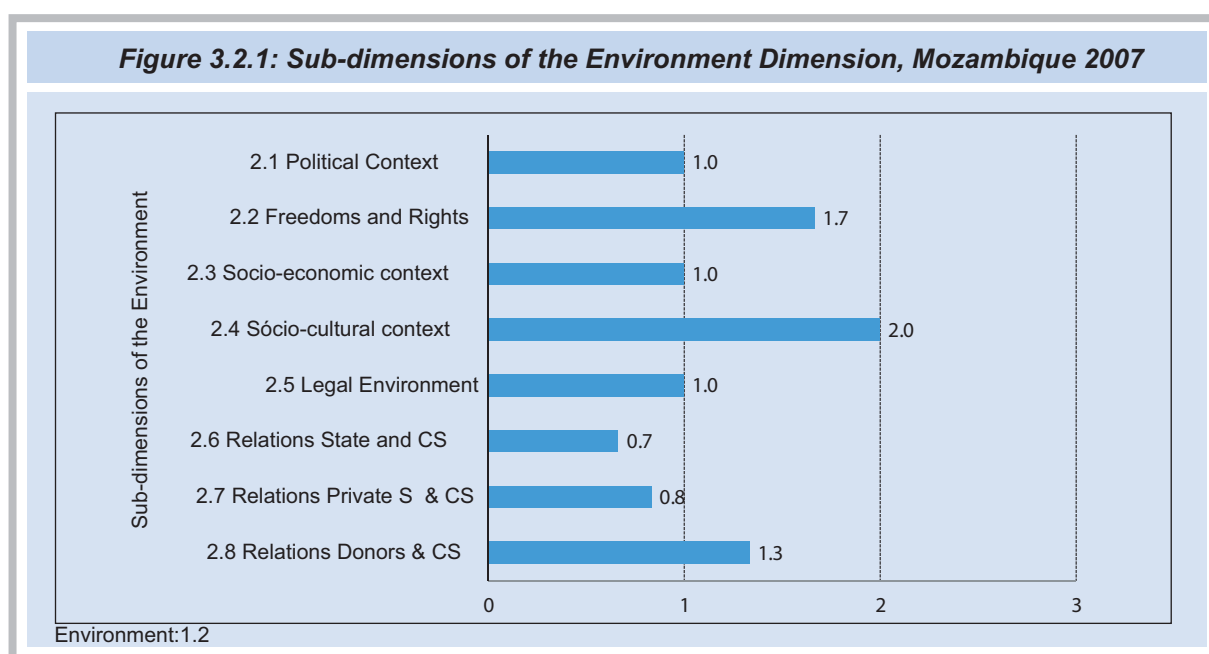
3.2.1 Political Context

This sub-dimension examines the political situation in Mozambique and its impact on Mozambican civil society. The score is 1.0, a classification on the border between weak to moderate. Table 3.2.1 summarizes the score of each indicator.

TABLE 3.2.1: Indicators for the Evaluation of the Political Context		
Ref. #	**Indicators**	**Score**
2.1.1	Political Rights	1
2.1.2	Political Competition	2
2.1.3	Rule of Law	1
2.1.4	Corruption	0
2.1.5	State Effectiveness	1
2.1.6	Decentralization	1

3.2.1.1   Political Rights

Since 1990 the constitution of the Republic of Mozambique has provided a favourable legal and institutional framework for fundamental political changes, including the introduction of a multi-party system, neo-liberal policies, freedom of expression and association. This represents some empowerment of citizens and more opportunity for intervention in decision-making and demanding accountability by leaders.[13]

At the moment citizens have the right to elect the President of the Republic and 33 municipality mayors through universal suffrage. There are, however, signs of apprehension about the current state of the political environment and civil society. Francisco and Matter call attention to the fact that the citizen has direct voting power over less than 5% of bodies (President of the Republic and Municipality Mayors), while the remaining 95% of opportunities for exercising the vote are delegated to the parties and to presidents who appoint the members of the executive and other administrative bodies.

In the 2007 Freedom in the World Report http://www.freedomhouse.org Mozambique was considered a partially free country with a score of 3 in the human rights item and 4 for civil liberties[14]. It is felt that citizens enjoy moderate political rights and partial opportunities for political participation. However the report calls attention to corruption levels, violence and human rights abuses.

(http://www.freedomhouse.org/uploads/ccr/country-7236-8.pdf

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[13] Francisco e Matter (2007)note that this concept cannot be translated directly into Portuguese and in many instances the result is misunderstanding of its true meaning.
[14] On a descending scale of 1 to 7, where 1 represents the best possible score.

3.2.1.2   Political Competition

The indicators seek to assess the quality of political competition in terms of the existence of a democratic system, diversity across the ideologicalspectrum, the institutionalisation and public credibility of parties, and the level of patronage practices.

In principle, the current legal system in Mozambique permits the creation of a multi-party system. In the third general multi-party elections in December 2004, 25 parties competed for parliamentary seats and there were eight presidential candidates (Hanlon and Nuvunga, 2004).

However, the role of the political parties is rarely felt outside the election period. In practice, a two-party system predominates with the Frelimo party in power and the RENAMO party the main opposition party.

With the exception of some municipalities, Mozambique has never experienced alternating parties. However, perhaps an even greater concern is the big challenge of growing and widespread abstention. Abstention is becoming the big challenge and test for political parties, irrespective of whether they are in power or in opposition. Over the years, abstention has got worse. In 2004 it reached around 70% or even higher in some parts of the country. The recent electoral registration process was also marked by the spectre of absenteeism, to the extent that it forced the majority political parties to agree on delaying the first provincial elections.

As regards political patronage various sources, both academic and journalistic, talk about evidence of favouritism associated with party affiliation, especially the party in power (CEP 2001, 2003, Afrobarometer, 2003, 2005).

3.2.1.3   Rule of Law

Over the years various research sources have revealed little confidence in the way laws are managed. In 2001 a national public opinion survey called attention to ignorance about some state bodies or institutions such as the Supreme Court and trade unions. It also spoke of lack of confidence in the political system because citizens' rights are still not properly respected (CEP 2001).

In various studies the police appear as the entity that the citizen trusts the least. This was the case in the 2001 CEP study. At that time people trusted most the President of the Republic, the National Election Commission and religious organizations (CEP, 2001). More recently, the 2005 UTRESP study on governance and corruption also pointed to a lack of trust in police and justice bodies.

As regards "observance of the law", the results of the 2006 Governance Index (World Bank, 2007) show that Mozambique's performance is around 34%, compared with 67% in Botswana for example. (Figure 3.2.2).[15]

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[15] The governability index study evaluates degrees of accordance or not with such aspects of conduct as: breaking the law in general; tax evasion; traffic offences, bribing a policeman; and stealing private property.

Figure 3.2.2: Governability Index, Mozambique and Botswana, 2006
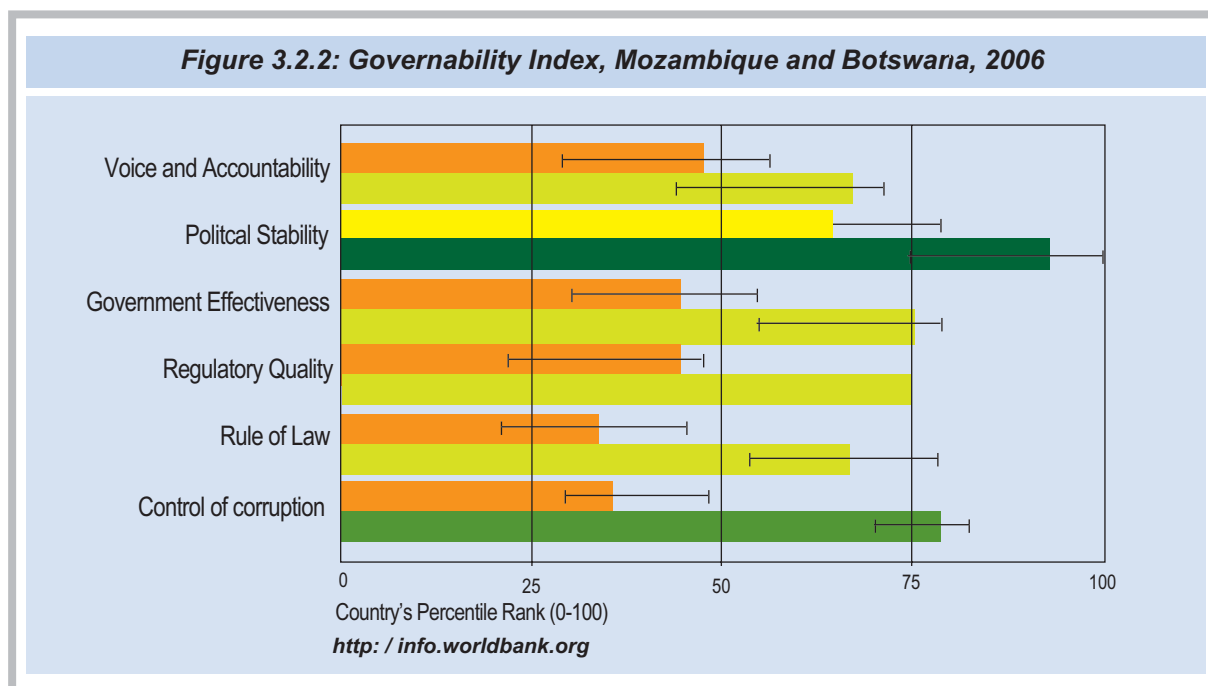
3.2.1.4   Corruption

As regards corruption, the available studies show that the public perception of corruption is very high and could even threaten the survival of the foundations of a democratic society (USAID, 2005, UTRESP, 2005).

Returning to the chart on the World Bank (2007) Governance Index, whereas control over corruption in Mozambique is estimated to be 35%, in Botswana it is 78%. Various other international sources, from Transparency International to the recently created Ibrahim Index, also show Mozambique with indicators well below 50% for respect for the law, transparency and controlling corruption.

It is true that various other countries are much worse than Mozambique. But the worst examples should not be a source of complacency with bad quality, and the distance between Mozambican standards and those of other better classified African countries should be reason for concern and reflection.

3.2.1.5 Effectiveness of the State

This indicator covers the workings of the state bureaucracy. It received a score of 1.0 indicating that the capacity of the state bureaucracy is very limited. The score is based on national and international sources.

According to Afrobarometer (2003) only a quarter of the Mozambican population believes that its elected representatives are concerned about resolving the people's problems (24%) or hearing their opinions (26%). However, 58% of Mozambicans believe in the state's capacity to resolve the general problems of the people. Mozambicans express different levels of satisfaction with the government's performance for different areas. There is positive performance in education (66%), improvements in the health system (58%) and in conflict resolution (52%). There is relative satisfaction with efforts to fight AIDS (45%).

However, Mozambicans are more critical about economic performance. Less than a quarter of the people interviewed believe that the government has made an effort to create jobs (23%), control prices (22%) or reduce social inequality (20%). It should be recalled, with reference to figure 2.2.3, that the effectiveness of the government of Mozambique is classified as 44% compared to 74% for effectiveness of the government of Botswana.

3.2.1.6 Decentralisation

The decentralisation challenge has two dimensions: one related to the citizen's decision-making power and the other related to access to public resources. In both cases the degree of decentralisation is weak and embryonic. There is a lot of talk about decentralisation and citizen participation, but in practice mechanisms for effective access are weak. This observation is clearly illustrated by the two charts in figure 3.2.3.

The first chart shows the proportion of direct citizen power compared to the delegated power of political parties. Direct power is understood as the group of state bodies and legislative power where the citizen has the power of direct vote. For example, Mozambicans vote directly for the President of the Republic, and for the Mayors of a third of the districts of Mozambique (33 municipality mayors).

Figure 3.2.3: Depiction of Citizen Decision Making Power and Distribution of Public Budget Expenditure, Mozambique 2007

Figure 3.2.3a: Citizen's Direct Power and Delegated Powers

Figure 3.2.3b:Current Expenditure and Investment by Decision Making Capacity, Mozambique 2007

Source: Francisco, 2007a

Source: Francisco, 2007b
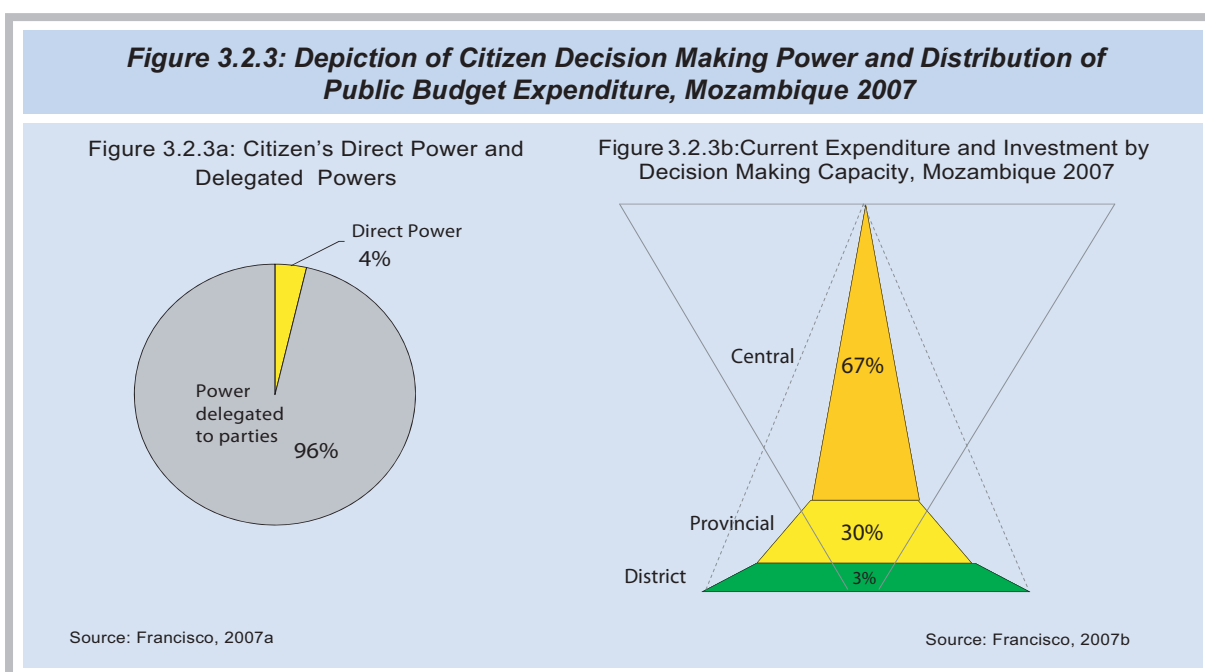
In most cases, however, the citizen delegates his/her political power to representatives of the political parties as deputies, or to other collective and individual entities that are responsible for appointing government leaders and public administration executors.

As regards the citizen's access to public funds, the second chart shows that the sub-national percentage of public budget expenditure is very small. Less than 35% of the 2007 state budget was allocated to decentralized responsibilities in provinces, districts and local authorities.

The government recently started to allocate a percentage to districts, the so-called "7 million Meticais". However, this is only about 1%t of the general budget, apart from the fact that its decentralization comes from the provincial not the central budget.

3.2.2 Basic Rights and Freedoms

This sub-dimension examines to what extent civil rights are guaranteed by law and in practice. The indicator has a score of 1.7 that should be interpreted as meaning that although basic rights and freedoms are guaranteed by law, there are isolated or occasional violations of civil liberties. Table 3.2.2 summarizes the scores of the respective indicators.

TABLE 3.2.2: Indicators for evaluating Basic Rights and Freedoms		
Ref. #	**Indicators**	**Score**
3.2.1	Civil Liberties	1
3.2.2	Information Rights	2
3.2.3	Press Freedom	2
Source: ILE2007, WB2007, Freedom House 2007, Transparency International, 2007		

3.2.2.1 Civil Liberties

The constitution of the Republic of Mozambique establishes the right to and freedom of association for all citizens as long as they do not have a military or para-military purpose and do not promote violence, racism and xenophobia.

The possibility of holding authorities accountable, as well as other rights directed towards equality of opportunity, is also contemplated in the constitution even though their practical application is much more limited.

3.2.2.2   Information Rights

In principle, the right to information is guaranteed by law. However, socio-economic conditions prevent citizens from having access to sources: radio, newspapers, television. This is due mainly to their inability to purchase sources of information and also illiteracy and the inability to speak the official Mozambican language (Afrobarometer, 2005).

Afrobarometer 2003 states that 79% of the people interviewed in its survey had access to information through the radio, while only 26% had access to information through television and another 24% at least occasionally has access through newspapers (Afrobarometer, 2003).

3.2.2.3   Press Freedom

As regards press freedom and the media Law 18/91, Article 48 of the constitution and Article 50 of the statutes of the Higher Council on the Media establish the right to the independence of the media in the exercise of the right to information, press freedom, broadcasting rights and the right of reply.

According to some sources, compared to international standards such as the European Court of Human Rights, protection is limited and limiting (Mozambique Global Integrity Country Report, 2006). Nevertheless, given the relatively high degree of press freedom it was given to this indicator a score of 2.0, based on the assumption that violations of press freedom are more isolated than systematic or frequent.

3.2.3   Socio-economic Context

This sub-dimension analyzes the socio-economic situation. Table 3.2.3 shows that it received a score of 1.0, meaning that socio-economic conditions limit substantially the effective functioning of civil society.

Ref. #	Indicators	Score
	TABLE 3.2.3: Evaluation Indicator for the Socioeconomic Context	
2.3.	Socio-economic context	1.0

In order to operationalise and facilitate the evaluation of the socio-economic context, CIVICUS proposes observation of the presence or absence of eight conditions that can have a major impact on the functioning of civil society, namely:1) widespread poverty; 2) recent civil wars; 3) ethnic or religious conflicts; 4) serious economic crisis; 5) serious social crisis; 6) severe

socio-economic inequality; 7) widespread adult illiteracy and 8) lack of information technology and communication infrastructure. The score for this indicator thus takes into account the number of conditions observed and their severity.

Some relevant information on this topic is summarised below:

Widespread poverty (over 40% of the population living on less than $2 a day): This condition applies to Mozambique that is still classified among the dozen poorest countries in the world - in 168th place out of 177 countries (UNDP, 2006) and it is the least developed country in southern Africa. The most recent study on absolute poverty showed that poverty levels had fallen from 67% in 1997 to 53% in 2003, but about 74% of Mozambicans continue to live on less than two dollars a day.

Civil war (armed conflicts in the last five years): This condition does not apply to Mozambique as the civil war ended in 1992.

Serious ethnic and/or religious conflicts: This condition does not apply to the country

Serious economic crisis (for example, external debt higher than GDP): This condition applies in part. The external debt represents $US 65 for every Mozambican and 45% of Mozambique's GDP. Under these circumstances the condition would not apply. However, there is strong concern about evidence showing a tendency for the foreign debt to increase cyclically, and that it is being controlled more through debt forgiveness than through growing economic independence. Moreover, with rising migration to urban areas that is not accompanied by a proportional growth in jobs, social and economic tension is increasing in urban centres such as Maputo city. In addition, at this level serious economic crisis appears to be latent, but with a tendency to get worse.

Serious social crisis (in the last two years): Despite relative social stability, high levels of poverty, rising malnutrition or food insecurity in some parts of the country, the impact of various epidemics such as HIV/AIDS, when taken together can be considered evidence of serious social crisis.

Serious socio-economic inequality (Gini coefficient > 0.4): In the last study on poverty by INE in 2003, the estimate of the Gini coefficient was over 0.4. UNDP recently estimated the Gini coefficient to be 0.573.

Widespread illiteracy (over 40 percent): The estimate of INE and UNDP is an illiteracy rate of 52.8%.

Lack of Information Technology Infrastructure (i.e. less than five Internet services for 10,000 inhabitants): This condition applies to Mozambique, that in 2007 had less than two hundred thousand people with access to the Internet, corresponding to less than one user per 100 inhabitants. (http://www.internetworldstats.com).

3.2.4 Socio-cultural Context

This sub-dimension examines to what extent socio-economic norms are favourable or not for civil society. A score of 2.0 is proposed to express a moderately favourable context for the development of civil society. Table 3.2.4 summarizes the scores of the respective indicators.

Ref. #	Indicators	Score
	TABLE 3.2.4: Indicators for evaluation of the socio-cultural context	
2.4.1	Trust	2
2.4.2	Tolerance	2
2.4.3	Public spiritedness	2

3.2.4.1 Trust

The level of public trust in Mozambique is low. The CEP survey (2003) showed that trust rises as people get to know each other better. In the initial contact between two people who do not know each other, about 75% admitted to believing little or nothing of what the unknown people said. Women trust less than men and urban people less than rural people. After getting to know a person better the level of trust rises to 51.4 percent.

The CSI 2007 found that about 58% of respondents said that "every precaution is little" with regard to trusting people or not, whereas 40% felt that in general people should be trusted.

3.2.4.2 Tolerance

Despite Mozambique's difficult history, evidence from everyday life suggests a substantial sense of tolerance of relations with immigrants and foreigners, especially minority races and acceptance of cultural diversity.

There are, however, episodes of intolerance towards some minority groups such as homosexuals or delinquents. In the latter case, in some areas such as Maputo City, examples of violent reactions to people who kill and steal are rising. But this seems to be more a reaction to the lack of action by the public protection authorities than intolerance per se.

Nevertheless, Table 3.2.5 shows some problem situations. Prejudice against homosexuals is particularly strong, followed by people with AIDS. In the light of this situation a score of 2.0 is proposed for tolerance in Mozambique.

Table 3.2.5: Indicator of Perceptions of Tolerance, 2007			(em %)
Would not like to have as neighbours	**Yes**	**No**	**Don't know**
People of a different race	9	87	4
People of a different religion	6	90	3
Immigrant workers/foreigners	11	83	6
People infected with AIDS	22	72	7
Homosexuals	41	39	20
Others	12	35	53

3.2.4.3 Public spiritedness

The available data indicate a perception that justice bodies have the duty to make people obey the law. Of those interviewed, 85% believe that they can be punished if they commit serious crimes, 78% believe that citizens who do not pay their taxes should be punished and 66% said they could be punished if they obtained municipal services without paying for them (Afrobarometer 2003).

The INC07 also found "moderate" levels of public spiritedness. This is demonstrated by the replies presented in Table or 3.3.6 although, based on daily experience there is the perception that declarations of honesty are not always consistent with a person's real feelings.

Table 3.2.6: Levels of Public Dishonesty in Various Kinds of Conduct, 2007				
Considero justificado	**Always**	**Sometimes**	**Never**	**Don't know**
Claiming government benefits when I don't have the right	8	10	75	6
Avoiding paying for public transport	5	8	82	5
Lieing about taxes if I had the chance	5	5	84	9

People express their concern about theft in the street, attacks of varying severity and other incorrect public manifestations. The marked absence of trust in the effectiveness of the security and justice authorities justifies a more detailed investigation of this subject.

3.2.5 Legal Environment

This sub-dimension examines to what extent the legal environment can be considered enabling or disabling for civil society in Mozambique. It received a score of 1.0 meaning a legal environment on the border between weak and moderate. Table 3.2.7 summarizes the scores of the indicators.

TABLE 3.2.7: Indicators for Evaluating the Legal Environment		
Ref. #	**Indicators**	**Score**
1.2.1	CSO Registration	1
1.2.2	Allowable advocacy activities	1
1.2.3	Tax Laws Favourable to CSOs	1
1.2.3	Tax Benefits for Philanthropy	1

3.2.5.1   CSO Registration

According to the INE terminology for Non-Profit Institutions, most CSOs in Mozambique are formally classified as associations. This is related to the legal framework. Following a variety of initiatives, in recent years legal opportunities for the formal establishment of CSOs have grown. In its CINSFLU2006, in addition to associations the INE identified other institutional forms, namely: foundations, national NGOs, foreign NGOs and others, for example cooperatives.

Although the CSI study took the INE categories as a point of reference, it is felt that this classification missed some more or less informal organizational forms that have an important function in the daily life of Mozambican society. The survey tried to capture information on community forms of organization that are not visible because neither researchers nor respondents consider them to be sufficiently organized.

The INOSC07 gathered from respondents the perception that registration is not very useful and is even less simple. Indeed, from the point of view of knowledge about the real fabric of Mozambican society it seems that a profound analysis of the effectiveness of the current registration system is to be recommended. It is possible that the current system is adequate for certain purposes, such as INE's national accounts system. But can that system capture the informal but regular, prevailing and effective dynamics that exist in society?

It should be noted that, according to the literature, some analysts believe that factors behind the creation of CSOs, whether in the form of associations or more specifically NGOs, are linked to a number of internal and external factors that favour the emergence of NGOs (Kanji et al., s.d). Internally, these factors include religious groups or movements that take on social action and development tasks, the search for alternative employment by professionals and the desire of parties and politicians to attract resources and channel them to their electoral bases. Externally, the most direct factor is more support for NGOs by development agencies.

With this perspective this indicator was scored 1.0, with the recommendation that it should conduct a more detailed and profound investigation of the whole system for categorizing CSOs and their respective forms of legal recognition.

3.2.5.2   Advocacy and Lobbying Activities

In principle the legal environment is favourable to the involvement of CSOs in advocacy and lobbying activities. The INE census found that 25% of Non-Profit Institutions (NPI) operate in the field of law, advocacy and policies and it is the second largest group after religious associations, accounting for 53% of all associations.

However, participants in the consultations with stakeholders said that a degree of freedom for advocacy could be seen in the country's capital city but in the provinces and especially in the districts opportunities for advocacy are much more limited. It is not a formal or legal limitation, but rather constraints and forms of social and psychological intimidation that produce feelings of inhibition, fear of reprisals and emotional unease.

The explanation for this is related to strong political competition between the country's two biggest parties, Frelimo and Renamo, part of which dates back to historical disputes, the armed conflict, but also to current forms of ideological and political intolerance.

Consequently, the research found that more than legal and administrative impediments, there are limitations of a social nature, a lack of clear, comprehensive and sufficiently transparent norms. For this reason a score of 1.0 is proposed.

3.2.5.3   Tax Laws favourable to CSOs

On the whole there are no explicit CSO-favourable tax laws. However, as they are non-profit entities, CSOs are in principle exempt from paying value-added tax (VAT) and other fiscal charges.

But the subject needs further study because there are already paradoxical situations indicating that in practice the tax system is not as benevolent as might appear. During the major floods in 2000 there were cases of international organisations providing aid being faced with fiscal charges that led them to suspend their support.

Moreover, as tax evasion is a widespread phenomenon it is difficult to distinguish incentives from constraints in the tax system. For this reason a score of 1.0 is proposed.

3.2.5.4   Fiscal benefits for Philanthropy

There are no known fiscal benefits for philanthropic actions although the whole mechanism of grants through non-budget channels should often benefit from exemptions. In reality, the available evidence has produced a variety of different reactions. Some analysts feel that certain exemptions provided to productive foreign companies are not justified, whereas other entities that should benefit from such support are penalized.

This happens with religious charitable entities who say they do not have any fiscal benefits for their activities. During consultations with stakeholders on various occasions the participants mentioned that very few CSOs benefit from tax exemption.

Given the confusion surrounding this subject but also the major tax evasion that still exists, a score of 1.0 is proposed, meaning that in practice fiscal benefits are available for at least a limited number of purposes or types of organization.

3.2.6 State-civil Society Relations

This sub-dimension describes the kind of relations that exist between civil society and the state. It received a score of 0.7 implying a level of cooperation and dialogue on the border between weak and moderate. Table 3.2.8 summarizes the scores for the respective indicators.

	TABLE 3.2.8: Indicators to evaluate relations with the State	
Ref. #	**Indicators**	**Score**
2.6.1	Autonomy	1
2.6.2	Dialogue	1
2.6.3	Cooperation/Support	0

3.2.6.1 Autonomy

This indicator evaluates civil society's autonomy in relation to the state in terms of how this actor facilitates or otherwise the development of civil society. It is well known that in the past the development process of civil society was not always facilitated.

A convenient state and government tutelage over civil society can be observed. The parties with seats in Parliament use or marginalise CSOs as and when convenient. This has been visible in the election process where the space for CSOs has been the subject of highly political and partisan controversy.

In the INOSC07 the most common reply by respondents was that sometimes there is improper state interference, through its institutions, in the activities of civil society.

3.2.6.2   Dialogue

Most respondents feel that dialogue is moderate. However, dialogue is not always an opportunity for empowering civil society. According to some studies CSO capacity and action in some key areas for stability and the mobilization of resources by the state, have aroused the government's interest because this gives it legitimacy in the eyes of its donors. However, the resources do not always revert to the direct benefit of society (Negrão, 2003; Hodges and Tibana, 2005; Francisco & Matter, 2007).

Francisco and Matter (2007) discuss specifically the issue of forms of participation, of dialogue reduced to consultations that do not always produce results. Sometimes they function as manipulation, on other occasions as psychological therapy and on others as a mere process of consultation and information, without concrete results.

3.2.6.3   Cooperation and Support

This indicator analyses the level of support in the form of state resources for CSOs, as funds and other services or programs that benefit them. The proposed score is 0.0 reflecting limited support in terms of both the amount and the resources budgeted annually by the government for CSOs, and also the coverage and diversity of organizations that really benefit.

3.2.7 Relations between Civil Society and the Private Sector

This sub-dimension describes the kind of relations that exist between civil society and the private sector. It received a score of 0.8 meaning that relations are on the whole indifferent. Table 3.2.9 summarizes the scores of the respective indicators.

TABLE 3.2.9: Indicators for Evaluating Relations with the Private Sector		
Ref. #	Indicators	Score
2.7.1	Private Sector Attitude	1
2.7.2	Corporate Social Responsibility	0.5
2.7.3	Corporate Philanthropy	0

3.2.7.1   Private Sector Attitude

Little has been written on this subject although the opinion of the businessmen invited to comment on CSOs is that they can play a more active role in improving the quality of life in communities but that on the whole they have major limitations in terms of operation and action.

Most respondents to the INOSC07 (35%) felt that the private sector's attitude to civil society in general is predominantly one of indifference. Many participants in the provincial meetings with interest groups feel that this attitude is reciprocal, in other words, that civil society in general also does not understand and explore possible partnerships with the private sector.

This situation confirms some studies that raise and discuss the issue of the difficulty in finding a platform for an alliance or useful partnership between civil society, the government and the private sector so they can be more effective, for example, in activities to fight poverty (Francisco, 2005; Fumo, s.d.; Francisco and Matter, 2007).

Based on this information this indicator received a score of 1.0.

3.2.7.2   Corporate Social Responsibility

This indicator addresses the notions and positions of the main companies on their social responsibility. Corporate social responsibility (CSR), that can be defined in its broadest sense as the commitment of companies to take into account the social and environmental consequences of their activities, has grown over the last decade. This is due to increased corporate awareness throughout the world of the importance of operating responsibly, that is, ethically, socially and environmentally.

In this context there was a survey of information intended to provide inputs for this indicator and the following one. How developed are notions of corporate social responsibility in the country? How narrow/broad is the range of CSOs that receive support from the private sector?

The survey was based on secondary information sources that included, in addition to studies and articles relating to corporate social responsibility in Mozambique, reports from 2005 and 2006 on 8 of Mozambique's 10 biggest companies[16]. The companies were selected using the 2006 edition of the annual report by KPMG on the largest 100 companies in Mozambique.

Specific literature on CSR in Mozambique is rare and unpublished. It suggests, however, that the business environment can only be understood in the light of the country's history (Mondlane 2007; Fumo 2003). The legacy of colonialism, the post independence centrally planned economy in 1975, the market economy from the late 80s, and current legislation have influenced how the business sector functions today in Mozambique.   They also influence the social investment tendencies of companies, where most is done by international/foreign companies, followed by public companies and to a lesser extent by national private companies.

[16] The companies are: Sasol, BP, Cervejas de Moçambique (CDM), Telecommunicações de Moçambique (TDM), Mcel, Electricidade de Mocambique (EDM), PETROMOC, CMC. The reports of two companies who make up the group of the 10 biggest companies in the country in 2006 were not available and thus not included in the analysis.

The importance given to CSR and the involvement of the business sector has evolved in recent years. If this concept was virtually unknown to many companies 6-7 years ago and most felt they had fulfilled their responsibilities by paying their taxes (Afrisurvey Preliminary Report 2001) in recent years there has been growing interest and publicity about social investment actions by companies. For example: a) social investments by companies in Mozambique receive a lot of publicity in the media, b) there have been seminars on the subject promoted by CSOs and private companies, c) a monthly electronic newspaper was recently established on this subject d) in its efforts to reward the biggest companies in Mozambique the consultancy company Ernst & Young has included a prize for the best performance in social investment, e) specific training programs, albeit embryonic, are being organized by companies.

The annual reports of 8 of the 10 biggest companies in 2006 all contain information about their social investments and link them to the concept of social responsibility. Sometimes the information is included in the annual report and in other cases in specific reports on sustainability. Some companies, mainly the international ones,[17] have a more comprehensive concept of social responsibility ranging from ethical issues to aspects linked to the domestic public, their partners and suppliers, clients, communities affected by their work, government and society and even environmental aspects. They all compile a separate report on this subject. The reports of the remaining companies interpret social responsibility as their social investment.

Corporate social responsibility willingness and actions in Mozambique have grown over time. For companies today involvement in social development activities is seen as a status symbol. Nevertheless, CSR is undertaken by a small fraction of companies, mainly foreign and large companies. Their interventions have a philanthropic and patronage[18] perspective with a post-profit instrumental approach[19]. The limited information, the absence of or unclear mechanisms to facilitate and promote CSR and limited social pressure are some of the factors that contribute to this situation.

In 1994, pressured by various actors including CSOs, the government of Mozambique passed the Patronage Law permitting tax reductions for companies that donate money to social and cultural development activities. However, the law has never been used extensively for these purposes due to unclear regulations and mechanisms for its application. Consequently, only an insignificant number of companies is currently taking advantage of this benefit.

Based on this information from the INOSC07 the indicator received a score of 0.5 reflecting a weak environment and weak corporate social responsibility awareness.

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[17] e.g. SASOL, BP and Mcell (this last one Mozambican).

[18] 18 Machado and Lage (2002) emphasise two main perspectives on how companies develop their projects in partnership with the community, based on various points of interest: 1) Patronage: where the company's support makes the community dependent and thus creates a vicious cycle that impedes the emanciaption of the community. 2) Emancipatory: where the company's support promotes the autonomy and emancipation of the community. This model is more effective in that it seeks the independence of communities.

[19] Ashley (2003) emphasizes two main approaches to justifying why companies embrace social responsibility: one is "the post-profit instrumental approach" understood as an activity that arises from the creation of a competitive advantage by investing in the company's reputation. The other, "the normative pre-profit approach", is seen as a business mind-set based on ethical values, transparency and responsibility resulting in commitments of an environmental, social and political nature.

3.2.7.3 Corporate Philanthropy

Until recently the subject of corporate philanthropy was virtually unknown in the deliberations and concerns of for-profit enterprises. But nowadays there are more and more companies who want to have a pro-active social attitude in daily life.

The limited literature available shows that activities linked to social investment are mainly in the fields of education, health, water and sanitation, food, housing and information technology and most are concentrated in the areas where these companies operate. Assistance in these fields comprises mainly the supply of infrastructure and assistance when natural disasters occur. Actions that "emancipate" communities are still embryonic.

Most social investments support and/or complement the government's efforts and are provided directly. In INOSOC07 respondents felt that corporative philanthropy in Mozambique is still insignificant. Involvement with civil society organizations is still small. The private sector is still not the main source of funding for CSOs. Nevertheless, a number of partnerships between some companies (usually large ones) and civil society are emerging. Allowing for the fact that a number of CSOs, albeit only a few, receive funds from the private sector this indicator received a score of 1.0.

3.2.8 Civil Society Relations with Donors

This sub-dimension did not exist in the model initially proposed by CIVICUS, but the national team felt it was necessary to contemplate and recognize the relationship between civil society and donors. There is a description of the kind of relations between civil society and donors, and an average score of 1.3 was given, meaning that relations are generally weak, probably because most donor support focuses on the state. Table 3.2.10 summarizes the scores of the respective indicators.

	TABLE 3.2.10: Indicators for Evaluating Relations with Donors	
Ref. #	**Indicators**	**Score**
2.8.1	Aid/External Dependence of CS.	0.5
2.8.2	Dialogue with Donors	2.0
2.8.3	Cooperation/Donor Support for CS	1.5

3.2.8.1   Aid/External Dependence

This indicator evaluates civil society's autonomy and dependence on foreign aid. The INE census shows that in 2003 overseas transfers from foreign countries were equivalent to over 70% of all revenue of non-profit institutions.

However, as already mentioned with regard to the results of the INE census, the revenue is heavily concentrated in a minority of organizations. This means that a minority of CSOs are heavily dependent on external funds, while the vast majority have no access at all to these funds. In this context the score approved by the NAG was 0.5, emphasising that there is heavy dependence on foreign resources by those who benefit directly from this aid, but that the aid is insignificant for the majority of CSOs.

3.2.8.2   Civil Society Dialogue with Donors

Direct dialogue between civil society and donors is still limited. It should be noted that in this case the term "donor" is used because the evidence indicates that there is virtually no effective partnership relationship between CSOs and organizations overseas.

The relationship is more one of grants by the external party to the beneficiary, in the form of resources or assistance. Recognizing the positive dialogue environment, the NAG felt it was reasonable to assign a score of 2.0 i.e. moderate high.

3.2.8.3   Cooperation between Donors and Civil Society

There is an effective partnership relationship between the government and its international partners, but it is virtually non-existent with civil society for the reasons explained by authors such as Francisco and Matter (2007). This is because donors find it more convenient to focus their support on the state, and also because CSOs have no mechanism for relations and effective cooperation. The external cooperation of civil society is still limited.

Nevertheless, there seems to be a mutual desire to improve forms of direct collaboration, so a score of 1.5 is proposed for this indicator.

3.2.9   Conclusion on the Environment

The analysis of political, social, economic, cultural and legal factors and also the attitudes and behaviour of public and private entities towards civil society lead to the conclusion that the environment dimension is close to the other three dimensions but slightly better.

The general environment in which Mozambican civil society is growing has improved considerably over the last decade, but it still needs to improve a lot more. The NAG concluded and the

national workshop to discuss the results emphasized, that although the overall environment is not openly hostile it is also not comfortably sympathetic and favourable.

On the whole civil society does not participate actively in political life. As regards political competition, the group that discussed the environment dimension in more detail concluded that political competition is aggressive and anti-democratic.

As regards the rule of law and the law, the NAG and the national workshop concluded that there is a widespread disregard for the law, considerable ignorance of the main laws, widespread corruption, a not very efficient or effective bureaucracy, weak decentralization, and a variety of constraints on the exercise of individual liberties.

The legal environment, namely, the bureaucracy for registering CSOs, is excessive and not very efficient. Advocacy activities are formally permitted but in practice there are problems that vary according to each region.

There is no evidence of violent and explicit intolerance but there is little tolerance for certain groups. People have an intolerant attitude particular towards socialising with people who are homosexuals or are HIV positive.

However, it must be recognized that public and private institutions are still very underdeveloped, rudimentary, sharply focussed around polarized political power and without mechanisms for the effective representativity of citizenship.

Political reform is still very centralized, and the absence of a broad critical mass reduces the citizen's range of choices and effective impact on the exercise of political power. This continues to act more in accordance with its dependence on international entities than in effective partnership with its own civil society.

Among other factors, the absence of a culture of efficiency, of a decentralized public administration, of transparent and participatory budget execution, of strong and effective private institutions restrict effective action by social actors.

This study shows that the relationship between civil society and the state is fragile in terms of mechanisms for mutual accountability and transparent and effective monitoring. The interaction between civil society and the state is superficial and informal. Indeed, Mozambican society on the whole resorts to informality, both as a way of getting around state regulations and also because public institutions are frequently unable to provide the necessary basic services.

Civil society receives virtually no public funding, and most of what it does receive is due to pressure by donors and the state's international partners. But there are no clear and transparent rules about the modalities of state support for CSOs. Relations end up being established in an *ad hoc* manner, in informal ways and without the clarity of explicit and transparent criteria. The

absence of clear, simple and more operational mechanisms between civil society organizations, public administration and the government convert the relationship into an informal one, without binding mutual commitments and accountability.

This situation needs be faced and reconsidered in order to try and establish effective partnership practices and experience between the dynamic national actors in Mozambican civil society i.e. between CSOs, public sector bodies and the government.

The results of the CSI project suggest that the private sector's attitude towards civil society is predominantly one of indifference. However, a fair number of participants in the provincial meetings with interest groups argued that the indifference is reciprocal in that civil society organizations themselves usually do not to try and exploit properly the potential of partnerships with the private sector.

Corporate social responsibility that in its broadest sense can be defined as the commitment of companies to take care of the social and environmental consequences of their activities, has evolved over the last decade. This is due to the growing awareness of companies throughout the world of the importance of operating responsibly from an ethical, social and environmental point of view.

The good will and actions of corporate social responsibility (CSR) have grown over time in Mozambique. But for many of the companies currently involved in social development actions it has become a status symbol. For the time being this responsibility is exercised by a tiny fraction of companies, mostly foreign and large ones. In practice these interventions still have a philanthropic and patronage perspective involving a post-profit instrumental approach.

Until recently corporate philanthropy was an unknown and virtually alien topic in the thoughts and concerns of profit-based companies. But now more and more companies appear to be intent on a proactive social stance in daily life. Social investments are mainly in support of/or complement those of the government and are done directly.

Respondents in this study feel that corporative philanthropy in Mozambique is still insignificant and that its involvement with civil society organizations is still insignificant. The private sector is still not a main source of funds for CSOs, although domestically it is the main sector, much more important than the public sector. Nevertheless, a number of partnerships are emerging between some companies, usually large ones, and civil society organizations, also large ones, for work in the social field.

Finally, the study recognizes that there is reasonable dialogue between civil society, donors and international organizations. But there is a body of evidence that donors are not very confident about the capacity of most civil society organizations. And few of them receive direct donor support.

The weak organizational and leadership capacity of most CSOs discredits them in the eyes of donors who end up feeling that it is more useful to concentrate their support on public and government entities. In many aspects the relationship between CSOs and donors is still not very effective and this is not due only to the weakness of CSOs. As donors have virtually total control over the resources (financial and technical) in practice this gives them enormous negotiating power. The promised grants and assistance often do not take place with the expected and promised effectiveness and efficiency. This also contributes to discrediting CSOs in the eyes of the members and communities with whom they work have taken on commitments.

3.3 VALUES

Structure

1.1

Values   1.1   1.0   Impact

1.2

Environment
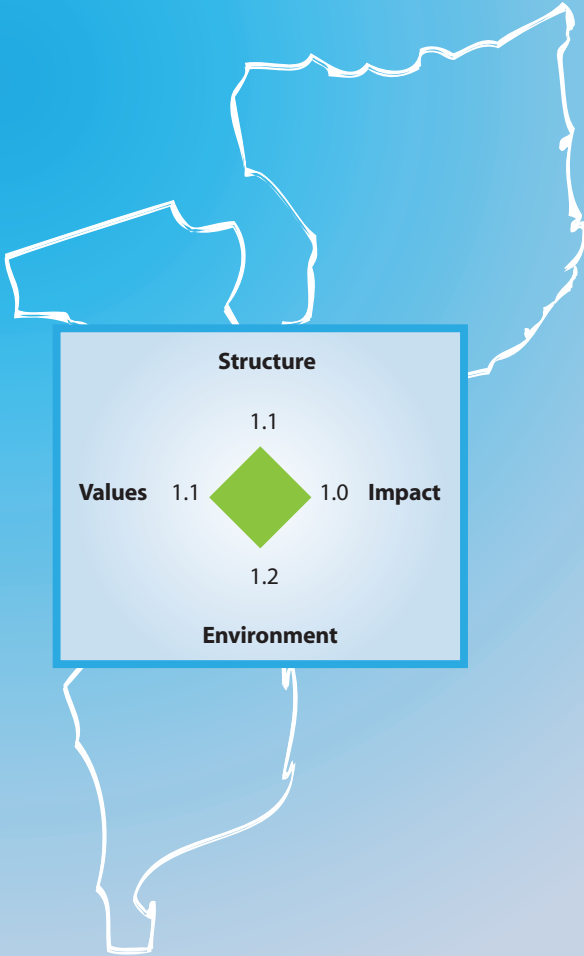
VALUES

Figure 3.3 Sub-Dimensions and Indicators of CSI Values

1. **Structure**

2. **Environment**

3.1. Democracy
- 3.1.1. Democratic practices within CSOs
- 3.1.2. CS actions to promote democracy

3.2. Transparency
- 3.2.1. Corruption within civil society
- 3.2.2. Financial transparency of CSOs
- 3.2.3. CS actions to promote transparency

3.3. Tolerance
- 3.3.1. Tolerance within CS arena
- 3.3.2. CS actions to promote tolerance

3. **Values**

The Civil Society Index

3.4. Non-violence
- 3.4.1. Non-violence within the CS arena
- 3.4.2. CS actions to promote non-violence and peace

3.5. Gender equity
- 3.5.1. Gender equity within the CS arena
- 3.5.2. Gender equitable practices within CSOs
- 3.5.3. CS actions to promote gender equity

3.6. Poverty eradication
- 3.6.1. CS actions to eradicate poverty

3.7. Environmental Sustainability
- 3.7.1. CS actions to sustain the environment

3.8. Equity in Diversity
- 3.8.1. Equity in diversity within CS
- 3.8.2. Actions for diversity within CS
- 3.8.3. CS actions for diversity

4. **Impact**

3.3. Values

On the whole, the score for values shows that civil society in Mozambique has invested very little in promoting and practicing values, other than the eradication of poverty that has a score way above average (2). The sub-dimensions of tolerance and non-violence also have an average or satisfactory score.

However, the transparency, gender equity and equity in diversity variables have a score of less than 1.0, that is, quite low. The democracy and environmental sustainability indicators are also low, with a score of 1.0 each.

Figure 3.3.1: Scores of Sub-dimensions of the Values Dimension in the Civil Society Index, Mozambique 2007

Sub-dimension	Score
3.1 Democracy	1.0
3.2 Transparency	0.7
3.3 Tolerance	1.5
3.4 Non-violence	1.5
3.5 Gender Equity	0.7
3.6 Poverty Eradication	2.0
3.7 Environmental Sustainability	1.0
3.8 Equity in Diversity	0.8

Values: 1.1
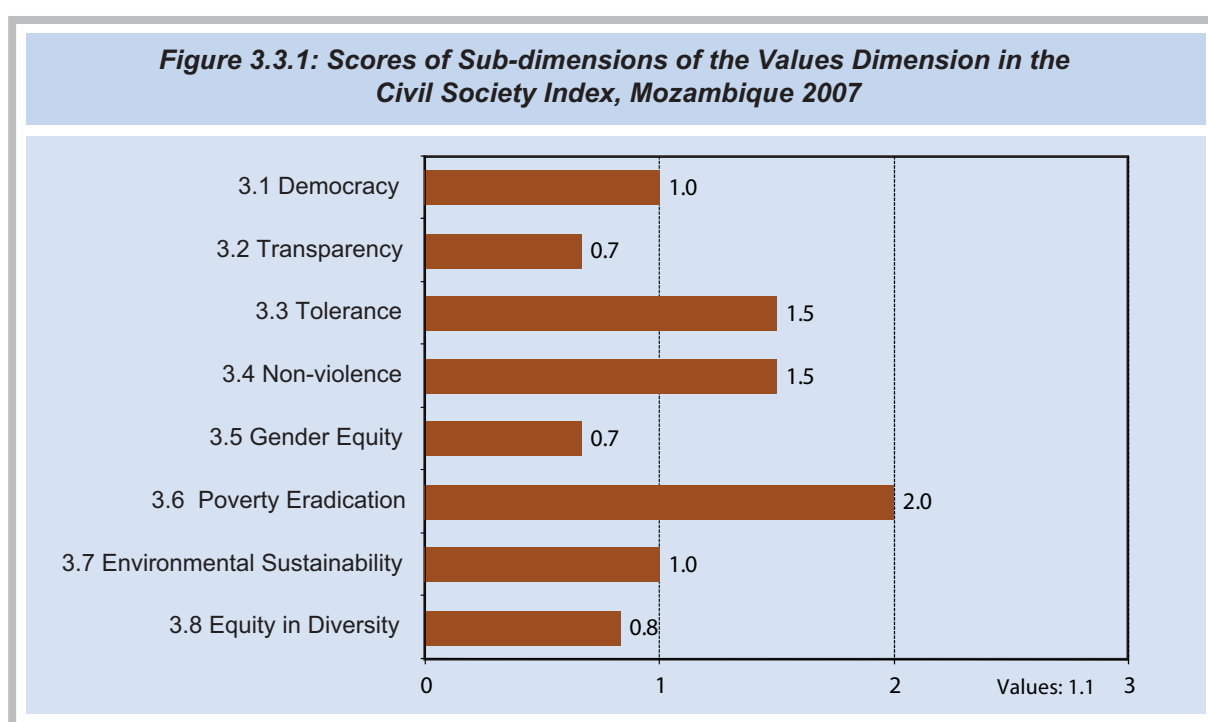
3.3.1 Democracy

This sub-dimension examines how Mozambican civil society actors practice and promote democracy.

Tabela 3.3.1: Indicators for evaluating democracy

Ref. #	Indicators	Score
3.1.1	Democratic practices within CSOs	1.0
3.1.2	CS actions to promote democracy	1.0

3.3.1.1 Democratic Practices Within CSOs

CIVICUS suggests that the degree of democracy within CSOs can be assessed by considering how their leaders are selected and how much influence members have in the decision-making process.

As regards methods for selecting leaders, INOS07 data shows that 72% of organizations select their leaders through elections among members, while 21% of leaders are appointed and 6% are chosen by self-selection.

As regards the influence of partners or ordinary members in decision-making, about 63% of the organizations consulted are of the opinion that it is substantial while 28% classified it as moderate.

This evidence of some internal democracy needs to be qualified better. INOSC07 has other indications of fragile internal democracy. For example, over 80% of the CSOs surveyed revealed that they have no collective code of conduct or other form of self regulation.

3.3.1.2 Civil Society Actions to Promote Democracy

When asked about examples of campaigns, actions or programs dedicated to promoting democracy the previous year, most of the CSOs surveyed (38%) said they could not recall any concrete example; 34% could recall one or two examples, 23% various examples and only 4% many examples.

Figure 3.3.2: Role of CS and Examples of Promoting Democracy, Mozambique 2007
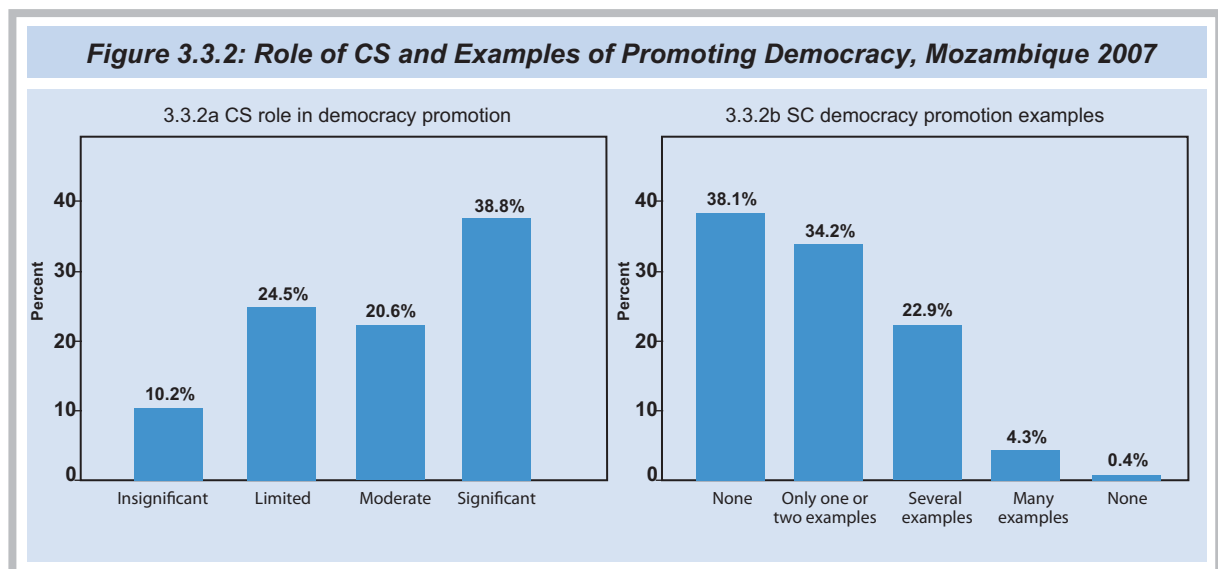
To some extent this perception contradicts the reply of the CSOs studied when they were asked how they evaluate the current role of civil society in promoting democracy in Mozambican society. About 39% answered that it has a significant role, 27% a moderate role, 25% limited and 10% an insignificant role.

As it was impossible to study this subject in more detail in the stakeholder survey, doubts remain about the participation issue. Specific studies have shown that satisfaction or otherwise with the level of participation, and actions for democracy, are blurred. It depends very much on assumptions, individual expectations and points of reference. (Francisco & Matter, 2007; Oya, 2005; Afrobarometer, 2003, 2005).

3.3.2 Transparency

This sub-dimension examines to what extent Mozambican civil society actors practice and promote transparency and it obtained a score of 0.7. Table 3.3.2 summarizes the score for each indicator.

Ref. #	Indicators	Score
	TABLE 3.3.2: Indicators for Evaluating Transparency	
3.2.1	Corruption within civil society	1.0
3.2.2	Financial transparency of CSOs	0.5
3.2.3	CS actions to promote transparency	0.5

3.3.2.1 Corruption within Civil Society

It is not easy to evaluate the degree of transparency in civil society in general, as a wide variety of organizations are covered by the definition of civil society used here.

However, most of the CSOs surveyed feel that corruption is very frequent within civil society organizations (33%), or frequent (27%), while 27% thought it was occasional and 13% very rare.[20]

Various participants in the NAG emphasized the feeling that corruption has become a culture. Indeed, one of the dominant themes in the written press, especially the independent press, has been to denounce what an editorial in the *Semanário Magazine* called "the culture of stealing everything!" (29.08.2007, p.7).

[20] It should be recognized that the perception of widespread corruption is in fact more a public opinion perception than specifically based on concrete facts and evidence. Moreover, the issue of whether the citizen sees corruption within civil society in the same way as he/she sees it in the public sector, was not studied in depth. Probably not, as the issue of corruption in the public sector usually involves management of "the public thing" that requires special treatment. Nevertheless, it must be acknowledged that the indicator on corruption in this CSI study needs clarity and precision.

Figure 3.3.3: Corruption Within CS, Mozambique 2007
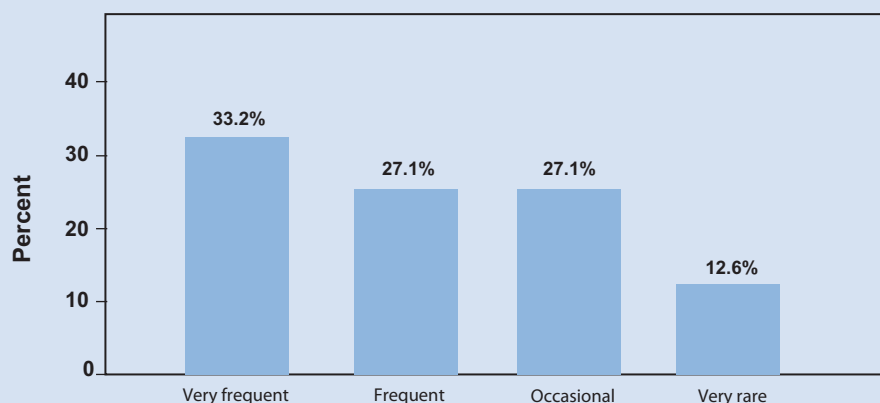
3.3.2.2   Financial Transparency of CSOs

This indicator was used to assess the percentage of CSOs that publish their financial situation. A third of the organizations stated that they make their accounts publicly available. This means that a least two-thirds make no effort to comply with public financial transparency practices.

3.3.2.3   Civil Society Actions to Promote State and

Corporate Transparency

The INOSC07 provided revealing data on CSO perceptions of civil society's efforts to promote transparency in the public sector, namely the government.

Roughly 50% of respondents could not recall any example of public campaigns, actions or programs organized the previous year by civil society and dedicated to promoting transparency in government.

As regards the assessment of the current role of civil society in promoting transparency, opinions were divided between 22% who said that it is insignificant, and 25% who said that it is significant; 32% stated that it is limited compared to 22% who felt it was moderate. In general, the prevailing opinion (about one-third) is that campaigns on transparency are insignificant.

Figure 3.3.4: CSO Campaigns for Government Transparency, Mozambique 2007
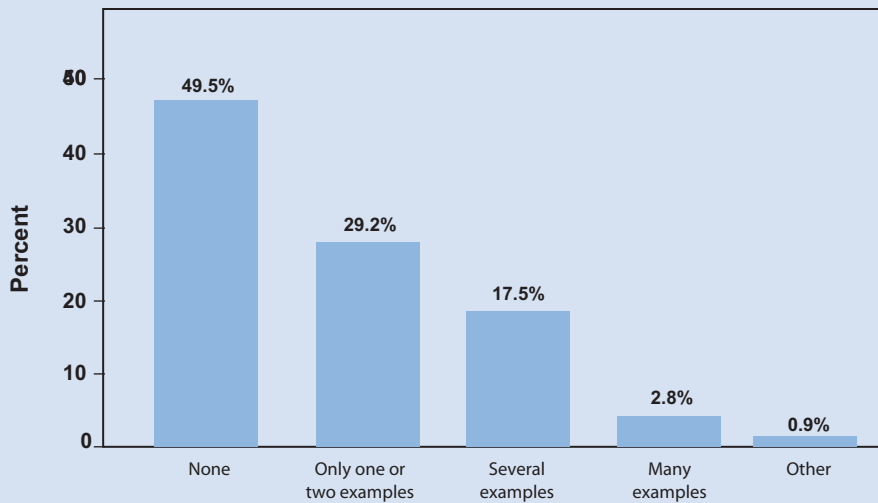
Figure 3.3.5: CSO Role In Promoting Transparency in Government, Mozambique 2007
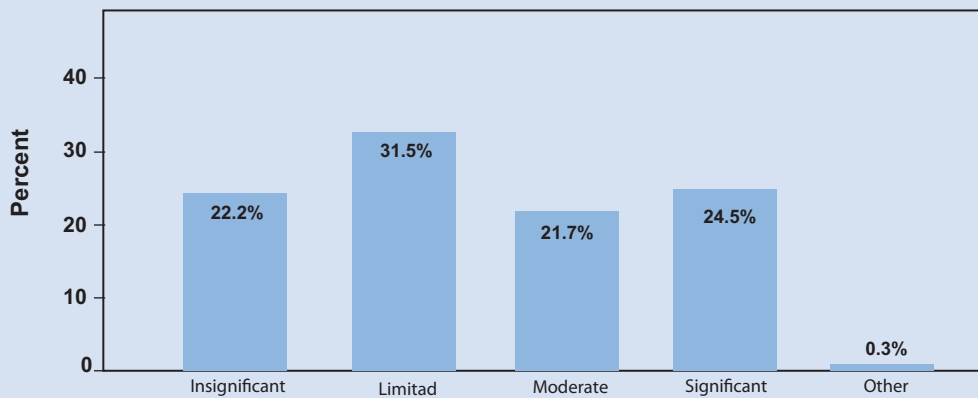
The issue of transparency is even more irrelevant in the case of private companies. Over 70% of respondents could not to recall any example of campaigns and programs aimed at corporate transparency, and the majority (36%) considers that the role of civil society in promoting corporate transparency is insignificant.

3.3.3 Tolerance

This sub-dimension examines the degree of tolerance practiced by Mozambican civil society actors and organizations and the extent to which they are engaged in promoting tolerance. Table 3.3.3 summarizes the score for each indicator.

Ref. #	Indicators	Score
TABLE 3.3.3: Indicators for evaluating tolerance		
3.3.1	Tolerance within the CS arena	2.0
3.3.2	CS actions to promote tolerance	1.0

3.3.3.1   Tolerance within Civil Society

Some 47% of respondents feel that the role of intolerant forces (racist, discriminatory or any other kind of intolerance) is insignificant. However, the proportion of people who feel there are many examples of intolerance (21%), or various types (21%), or one or two examples (21%) can in no way be ignored.

Most respondents (34%) feel that intolerant forces are completely isolated and strongly denounced within civil society or that they are marginalized actors in civil society (19%). But a significant number of people think that these forces are dominant (26%) or are important actors (21%).

Figure 3.3.6: Importance of Intolerant Forces in Civil Society, Mozambique 2007
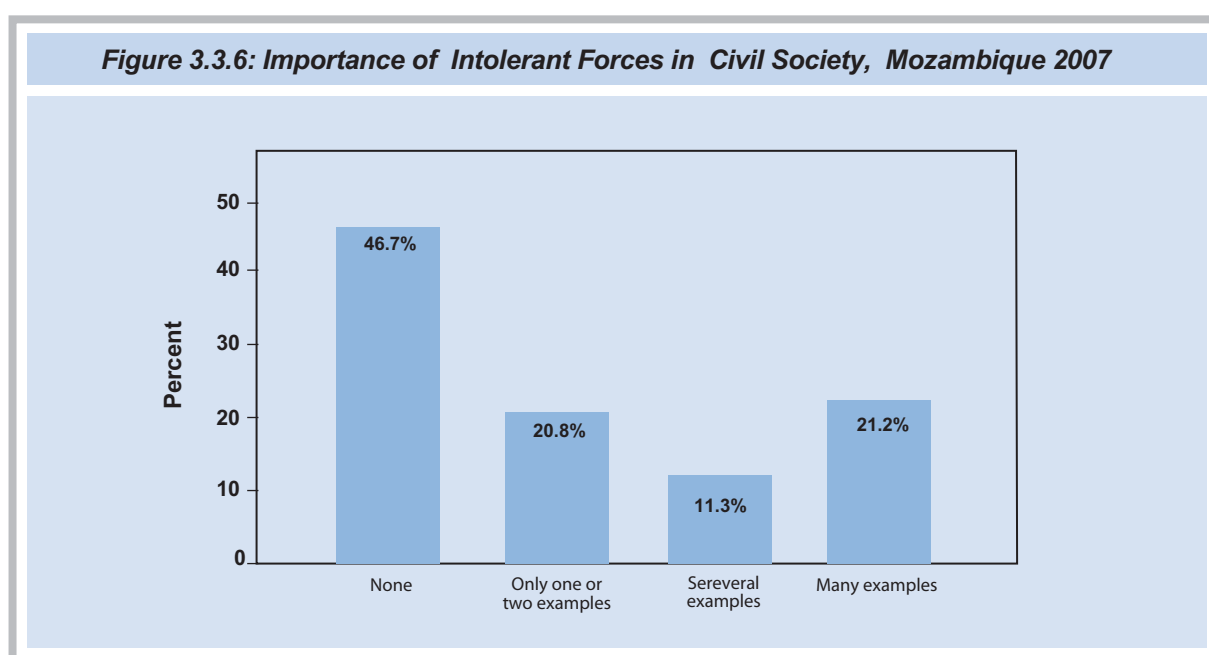
Figure 3.3.7: Role of Intolerant Forces in Civil Society, Mozambique 2007
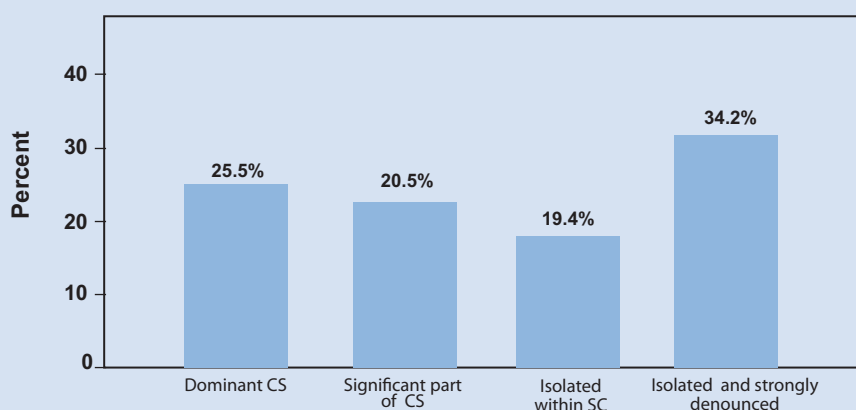
3.3.3.2   CS Actions to Promote Tolerance

As regards actions to promote tolerance, 63% of respondents were unable to recall any example of campaigns, actions or concrete programs the previous year. However, in the more subjective assessment of the current role of civil society in promoting tolerance within society, respondents acknowledged more action than the previous question suggests. Nevertheless, the multiple cross references of the two questions clearly suggests a perception that CSO action has a weak role in tolerance.

3.3.4   Non-Violence

This sub-dimension describes the practice and actions of Mozambican civil society actors to promote non-violence. Table 3.3.4 summarizes the score of the respective indicators.

	TABLE 3.3.4: Indicators for evaluating non-violence	
Ref. #	**Indicators**	**Score**
3.4.1	Non-violence within CS	2.0
3.4.2	Actions by CS to promote non-violence and peace	1.0

3.3.4.1 Non-Violence within Civil Society

How widespread is the use of violence, including damage to property and personal violence, within civil society?

Most CSOs that replied to the survey stated that the use of violence by certain groups is extremely rare (49%), while 27% of respondents felt that violence is used in isolated cases, and 18% felt that some isolated groups regularly use violence.

Figure 3.3.8: Examples of Violence within Civil Society in Mozambique 2007
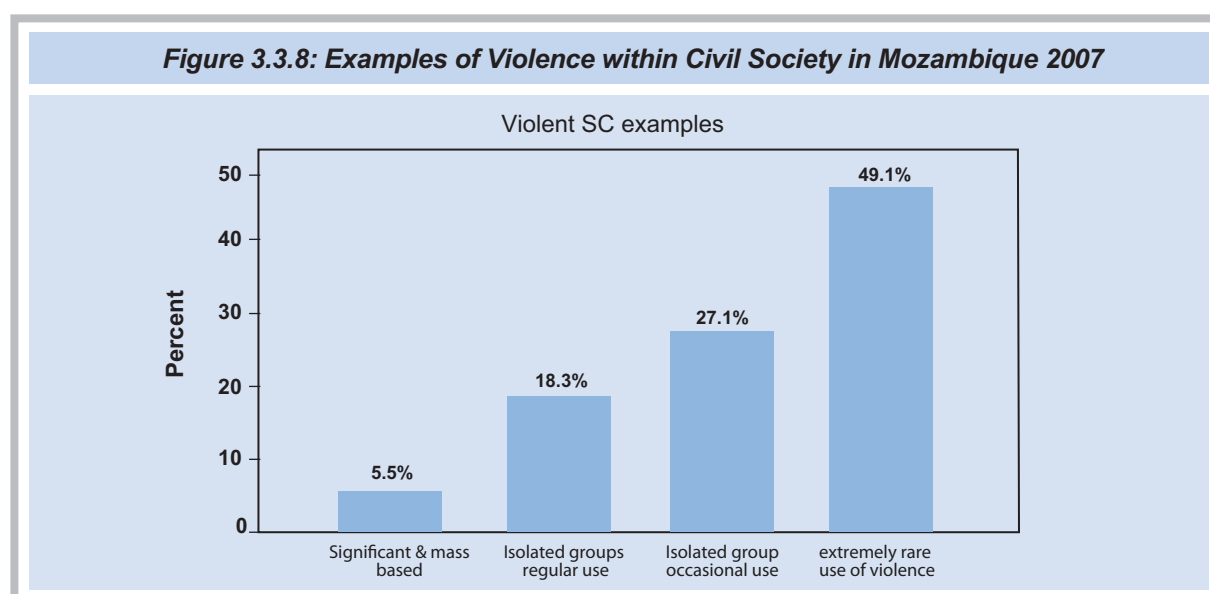
3.3.4.2   CS Actions to Promote Non-Violence and Peace

There is every indication that violence as a way of resolving problems is no longer common in Mozambique. This is a good sign in a country where up to a decade and a half ago it lived through the tragic experience of 16 years of resorting to or support for armed violence by parties or civil society citizens (supported by military forces from neighbouring countries) as a way of imposing a different ideology or policies to those that, no less arrogantly and stubbornly, were imposed on Mozambican society.

The CSOs surveyed are divided over concrete examples of recent civil society campaigns, actions or programs dedicated to promoting non-violence and/or peaceful solutions. A third of respondents said they could recall one or two examples, 29% could not recall any and 27% stated that they could recall various examples.

As regards the current role of civil society in promoting non-violence and/or the search for solutions to conflicts within society, about 46% of the CSOs surveyed said that it is important, 20% moderate, 19% limited and 15% insignificant.

Based on this information it can be concluded that a number of civil society activities can be identified in this area. However, it seems that these activities are not sufficiently visible or do not have a sufficiently broad support base.

3.3.5 Gender Equity

This sub-dimension describes the practice and level of activity to promote gender equity in Mozambican society and received a score of 0.7. Table 3.3.5 summarizes the scores of the respective indicators.

Ref. #	Indicators	Score
TABLE 3.3.5: Indicators for evaluating gender equity		
3.3.1	Gender equity within CSOs	2.0
3.3.2	Gender equity practices within CSOs	1.0
3.3.3	CS actions to promote gender equity	1.0

3.3.5.1 Gender Equity

One of the CIVICUS reference criteria for evaluating gender equity in CSOs is the proportion of women on their paid staff. Figure 3.3.9 shows that the gender imbalance in CSOs is substantial. The INE census of non-profit organizations (2006:61) found that human resources in CSOs are mainly men (63%), but the proportion is very different for different kinds of human resources. Men are much more common among paid workers (76%) and the clergy (77%) and relatively less so among volunteers. These statistics are corroborated by the perceptions of respondents in the INOSC07. Suffice it to say that only a quarter of respondents were women, compared to almost 75% men

Figura 3.3.9: Equity Practice in OSC's, Mozambique ISC2007

Source: INE, CINSFLU, 2006: 61.   ■ Men   ■ Women   INE , 2006
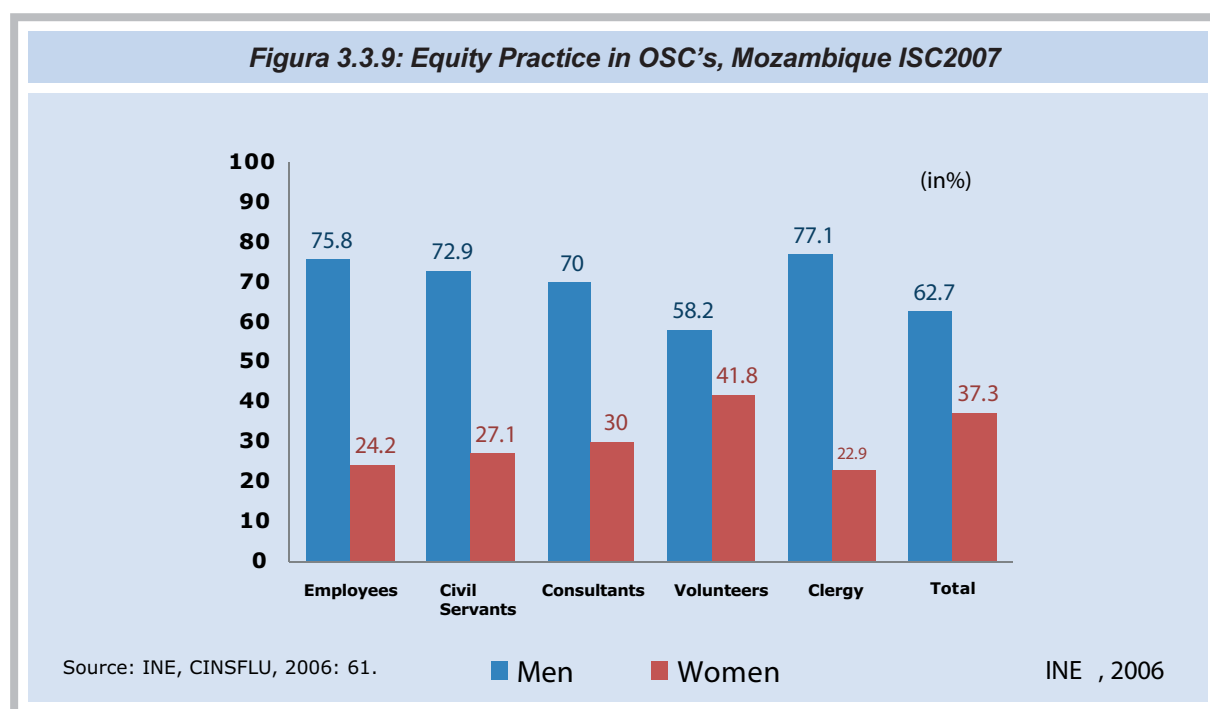
3.3.5.2 Gender Equity Practices within Civil Society

According to the replies to INOSC07, over 65% of the organizations have no written policy on equality of opportunity and/or equity in salary or work between men and women. Consequently, only a third of the organizations seem to have an internal gender equity policy on work opportunities.

As the following figure shows, there have also been no denunciations of sexist practices in civil society.

Figure 3.3.10: Frequency of Denunciation of Sexist Practices in Civil Society, Mozambique 2007
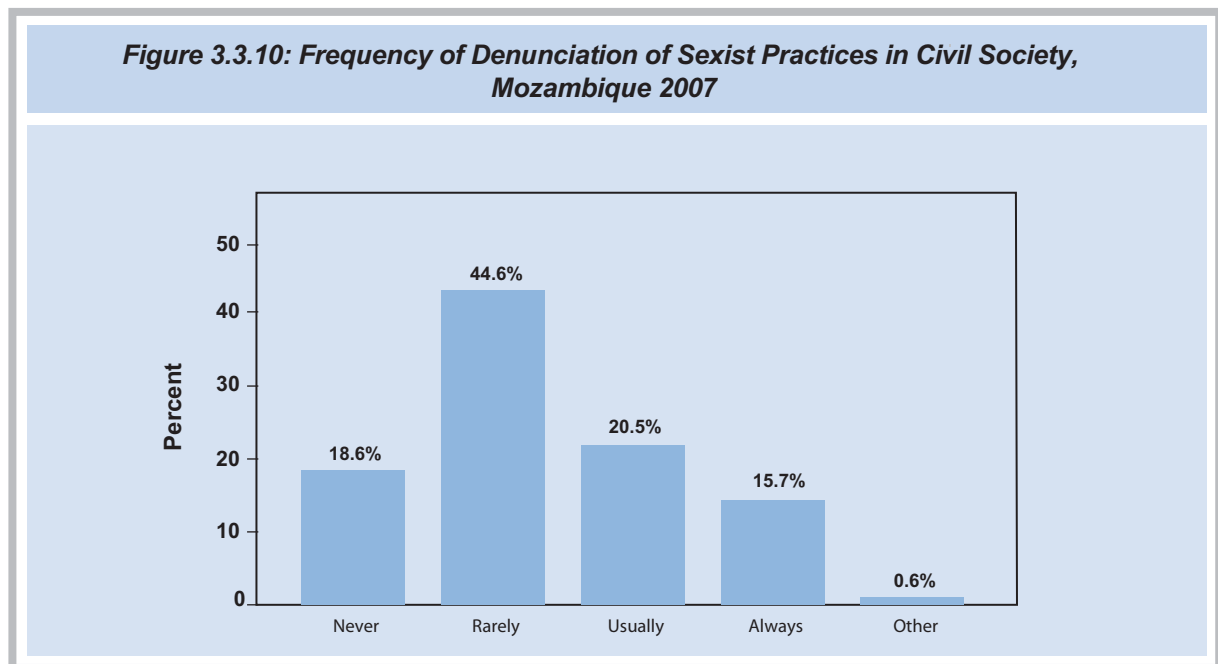
3.3.5.3 CS Actions to Promote Gender Equity

About 26% of respondents could not recall any example of public campaigns, actions or programs by civil society to promote gender equity during the previous year. Over 50% of the CSOs evaluate positively the current role of civil society in promoting gender equity in society as a whole.

3.3.6 Eradicating Poverty

This sub-dimension describes the engagement of Mozambican actors and CSOs in promoting poverty reduction, and received a score of 2.0, a moderate level. Table 3.3.6 presents the score of the only indicator.

Tabela 3.3.6: Indicadores de avaliação da redução da pobreza		
Ref. #	**Indicators**	**Score**
3.6.1	CS actions to eradicate poverty	2.0

3.3.6.1   CS Actions to Promote the Eradication of Poverty

Interest in reducing poverty - in the broad sense of better living conditions, advocacy and improving well being - is one of the main factors in actions by Mozambican CSOs.

Almost 60% of IOSC07 respondents could recall one, two or various examples of civil society public campaigns, actions or programmes dedicated to eradicating poverty during the previous year. However, it should be noted that 18% of respondents felt that civil society had "significant" action in reducing poverty, while a slightly higher percentage (22%) felt there was no example of visible action.

This relative dissatisfaction can perhaps be explained by the widespread destitution in Mozambican society. The ordinary citizen has a clear idea of the hierarchy of his/her main problems. The main problems are economic, such as employment, poverty, hunger, wages and access to water (see figure 3.3.11).

Figure 3.3.11 Hierarchy of the Country's Main Problems by area

Source: de Brito et al., 2005: 7
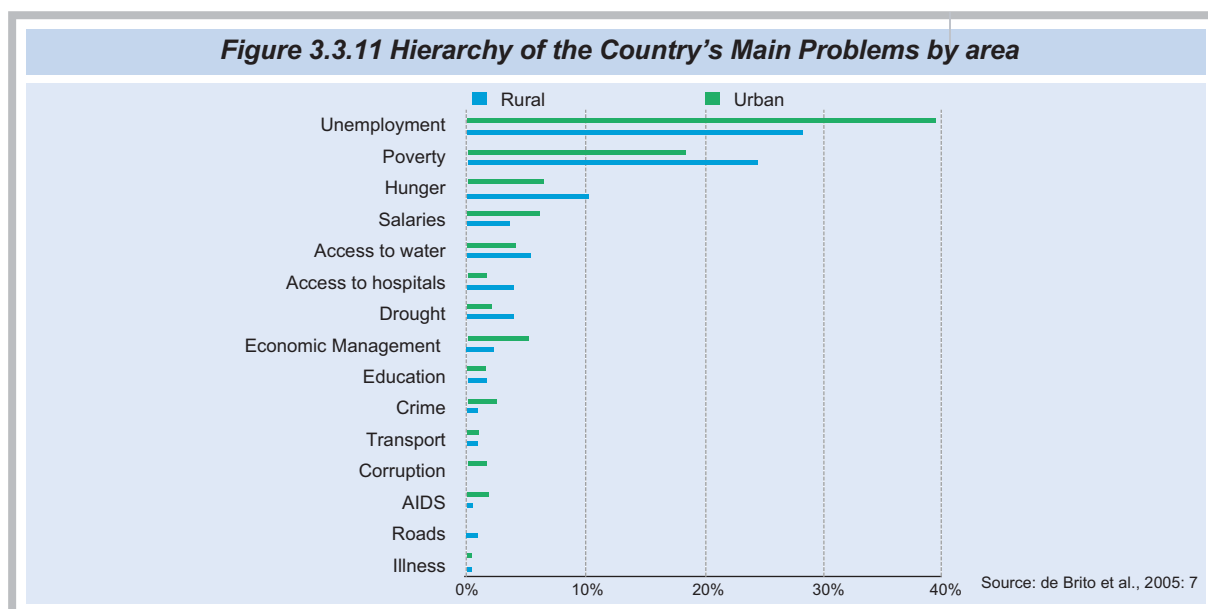
So even if CSOs tried or would like to do more to address people's daily needs the fact that they think that not enough is being done, comes as no surprise.

Given this assessment of the indicator under analysis, a score of 1.0 can be chosen, not so

much because motivation for fighting poverty is minimal, as suggested by the CIVICUS methodology, but more because of its relatively limited effectiveness.

3.3.7   Environmental Sustainability

This sub-dimension analyses the activities of Mozambican civil society actors in the field of environmental sustainability and received a score of 1.0, meaning that only some activities are carried out by CSOs. Table 3.3.7 presents the score for the only indicator.

Ref. #	Indicators	Score
TABLE 3.3.7: Indicator for evaluating environmental sustainability		
3.7.1	CS actions to sustain the environment	1.0

3.3.7.1   CS Actions to Sustain the Environment

There are various organizations and activists in Mozambique promoting environmental conservation and sustainability. On some occasions these organizations express publicly their concern about the management of natural resources, as happened recently with the controversy over the uncontrolled felling of forests.

The opinion of INC07 respondents on environmental action by CSOs is on the whole positive with over 70% saying that they could recall " only one or two examples" (42%) and "various examples" (30%) of actions dedicated to protecting the environment. Equally, the assessment of the current "important" role of civil society in protecting the environment was also strong (42%) compared to 15% who said it was insignificant.

Given this assessment of the environmental indicator, as in the case of the poverty indicator on poverty, the decision to give a score of 1.0 is related to relatively limited effectiveness rather than the motivation behind environmentalist actions.

3.3.8   Equity in Diversity

The technical team thought it would be useful to add a new sub-dimension not foreseen in the initial CIVICUS model[21] to describe the action and promotion of equity in the diversity of Mozambican society, similar to the kind of equity considered and decided between men and women. In this case, the issue of equity in diversity includes aspects of ethnic, regional, racial issues and cultural or moral preferences. The average score was 0.8. Table 3.3.2 summarizes the score of the respective indicators.

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[21] Igual opção foi seguida pela equipa do relatório da Holanda (2006).

Ref. #	Indicators	Score
*TABLE 3.3.8: Indicators for Evaluating Diversity*		
3.7.1	Equity in diversity (ethnic, regional, racial, religious)	1.5
3.7.1	CSO equity in diversity practices	1.0
3.7.1	SC actions to promote equity in diversity	0.0

3.3.8.1 Equity in Diversity in CS

The issue of diversity can refer to innumerable aspects, such as minority ethnic, racial, homosexual or religious groups among others. In daily life there are various manifestations and references distinguishing the "Other", some more inoffensive than others, but all expressing specific attitudes towards the difference.

For example, the term "xingondo" refers to the "stranger/outsider", the "other one". As Mia Couto says in his comments in the book by Daniel da Costa (2003) entitled "Xingongo",[22] Mozambique is a nation that is the result of successive cultural mixes and exchange dynamics such that the "xingondo" of today is incorporated and becomes something that tomorrow will become part of our mozambicanicity.

Whether or not Mozambique is "a country where we are all xingondos" (Couto, 2003) only time will tell. For the time being, the perception that emerges from both the civil society surveys and the debates during this research is that minorities are absent or very marginalised in the thinking of CSOs.

3.3.8.2 CS Equity in Diversity Practices

Based on the available sources and debates the research team estimates that only a minority of CSOs have any kind of clear and explicit policy on the subject of equity in diversity.

3.3.8.3 CS Actions to Promote Diversity

The research team feels that a small number of actions of a cultural and social nature are directed towards promoting equity in diversity within society, a subject that should receive more attention in future analyses and reflections.

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[22] Costa, Daniel da . 2003. *Xingondo: Crónicas.* Maputo: Sociedade Editorial Ndjira, Lda.

3.3.9   Conclusion on Values

In general, the score of 1.1 obtained in this study suggests that Mozambican civil society neither practices nor promotes effectively positive and high quality values. The biggest weaknesses identified among the eight sub-dimensions lie in the issues of transparency, gender equity and equity in diversity.

In the national workshop the group that studied the Values dimension of Mozambican society tried to do a survey of the causes of weak democracy and identified the following: 1) manipulation by political parties especially in pre-election periods, 2) weak coordination among social actors; 3) Widespread poverty; 4) absence of regular assembly meetings or other deliberative meetings.

The following reasons for weak transparency were highlighted: 1) no culture of accountability; 2) poor communication; 3) limited knowledge of statutes and legislation in general. The low level of transparency seen in CSOs is particularly important as the notion of transparency is strongly associated with the norms and values in society.

The organizational development of CSOs based on real transparency criteria could contribute to the establishment of solid and dynamic values. In general, there is no systematic and comprehensive work to promote values that resist corruption and the absence of responsibility and accountability.

Expressions of weak tolerance in Mozambican society or even some expressions of violence seem to be due to lack of trust between on the one hand public authorities or the leadership of organizations, and on the other hand citizens or the associative mass. There are also conflicts of interest and personalities.

Despite many declarations on their commitment to fighting poverty, the doubt persists as to whether civil society organizations and other actors in society are really creating the institutional foundations for sustainable poverty reduction. Up to now CSO involvement in strategies to fight poverty has been mainly as observers, opinion givers and circumstantial allies, as in the case of the debt relief campaign. But it is not realistic to conclude from this participation that CSOs are real partners of the government and its allies and international donors. As Francisco and Matter argue (2007) partnership in the real sense of the concept only exists between the government and donors or other international actors.

Both the NAG and the national workshop felt that the eight sub-dimensions that make up the Values dimension need priority attention by Mozambican CSOs. There is a strong feeling that citizens are carrying out multiple poverty reduction actions. In fact, this sub-dimension has the best score; it is the only sub-dimension with a score of 2.0, that is, moderate high.

There is no clear idea about the prospects for the long-term sustainability of poverty reduction efforts nor was it properly studied in this project. However, based on the reading of data and qualitative information it seems reasonable to conclude that any improvement in the structure and environment in which CSOs exist needs to be accompanied by real progress in improving the values of a really participatory democracy, transparency, tolerance, non-violence, implementation of efficient and effective poverty reduction actions and environmental sustainability as well as building equity in gender and in ethical, cultural and social diversity.

3.4 IMPACT

Structure

1.1

Values 1.1 1.0 **Impact**

1.2

Environment
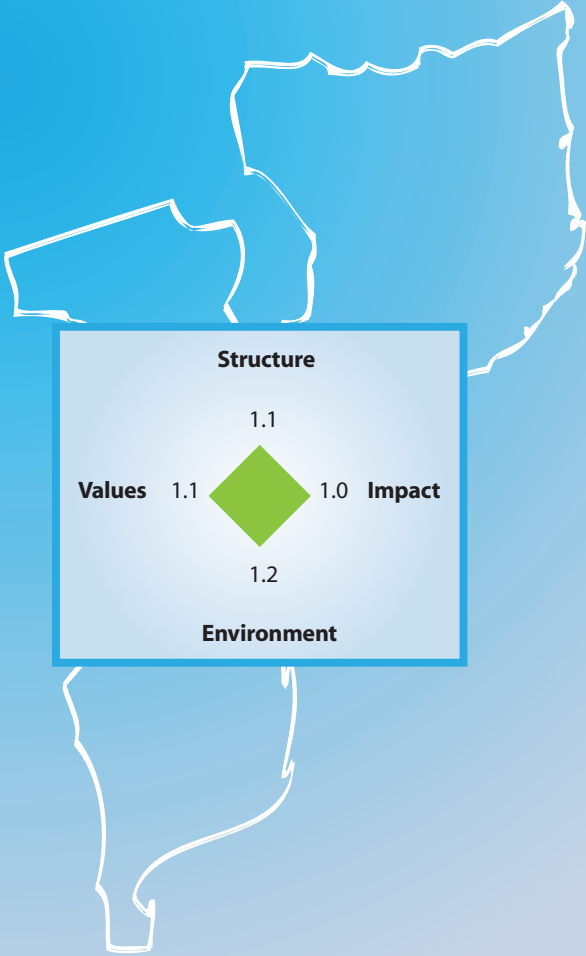
IMPACT

Figure 3.4: Sub-dimensions and Indicators of Impact in CSI

1. Structure

2. Environment

3. Values

4. Impact

The Civil Society Index

4.1. Influencing Public Policy
- 4.1.1. Impact on human rights
- 4.1.2. Impact on social policies
- 4.1.3. Impact on financial policies

4.2. Holding state and private corporations accountable
- 4.2.1. Holding state accountable
- 4.2.2. Holding private corporations accountable

4.3. Responding to social interests
- 4.3.1 Responsiveness
- 4.3.2 Public Trust

4.4. Empowering citizens
- 4.4.1. Informing/educating citizens
- 4.4.2. Building capacity for collective action
- 4.4.3. Empowering marginalised groups
- 4.4.4. Empowering women
- 4.4.5. Building social capital
- 4.4.6. Supporting livelihoods

4.5 Meeting societal needs
- 4.5.1 Lobbying for state service provision
- 4.5.2 Meeting pressing societal needs directly
- 4.5.3 Meeting needs of marginalised groups

3.4. IMPACT

This section describes and analyzes the effectiveness of civil society in its influence and effective impact on a variety of areas. The score obtained in the Impact dimension is 1.0. This corresponds to the border between weak and moderate in the function of citizen's control over the state (accountability) and private companies.

Figure 3.4.1 details the scores of the 5 sub-dimensions and the 16 indicators of the Impact dimension.

Because of the weak structure, limited environment and low values Mozambican civil society inevitably has a limited contribution and impact on governance and in general on the fundamental issues of the development of Mozambique.

Figure 3.4.1: Sub-dimensions of the Impact Dimension In the Civil Society Index, Mozambique 2007
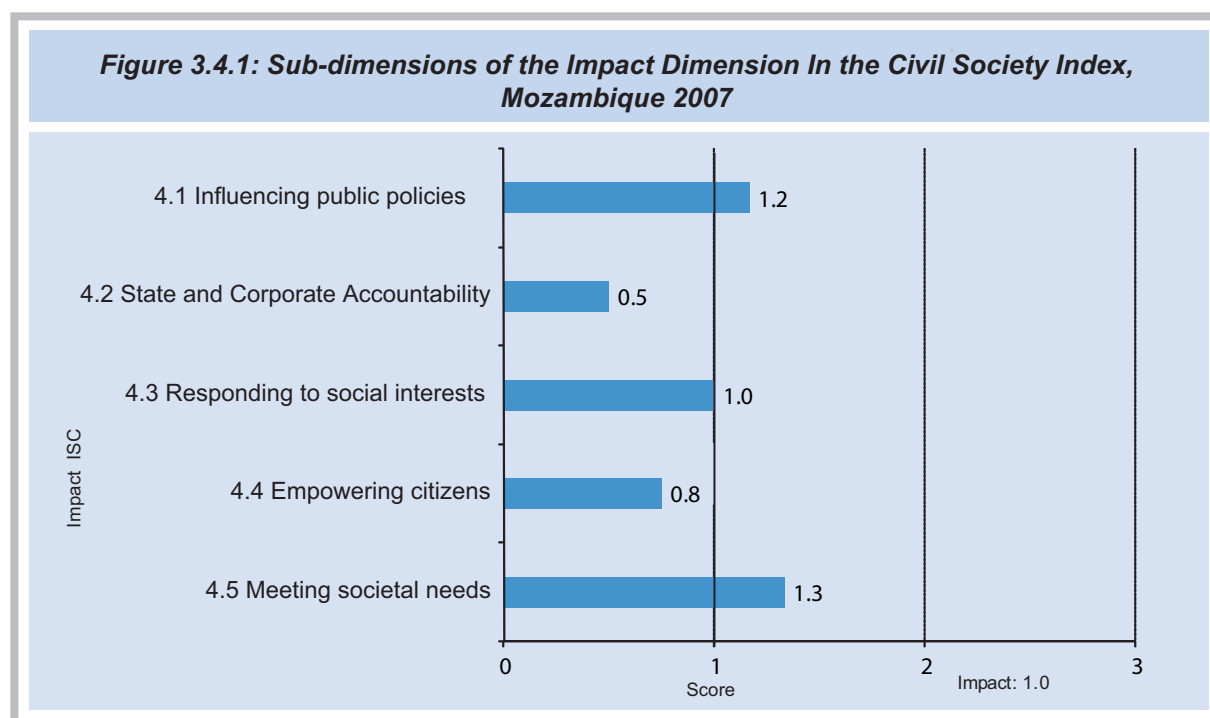
3.4.1 Influencing Public Policies

This sub-dimension describes the level of activity and success achieved by civil society in terms of its effective influence on public policies. It received a score of 1.2 meaning little influence.

The assessment of evidence on the involvement and effectiveness of civil society in the proposed areas was based on answers in the surveys and case studies identified in secondary literature that provide evidence of the impact of certain civil society initiatives or interventions. Table 3.4.1 summarizes the scores of the respective indicators.

	TABLE 3.4.1: Indicators for evaluating influence on public policies	
Ref. #	**Indicators**	**Score**
4.1.1	Impact on Human Rights policy	1.0
4.1.2	Impact on Social Policies	2.0
4.1.3	CS impact on National Budget process	0.5

The civil society influence over the main public policies has been a source of growing concern, at least in some CSOs and among some independent analysts. But the INOSC07 shows that dynamism and the perception of the successful effectiveness of CSOs depend on the arenas of action.

3.4.1.1   Civil Society Impact on influencing Human Rights arena

Most of the respondents interviewed for the INOSC07 feel that civil society has been moderately successful in the field of human rights (41%), or not very active (26%). About 23% think that there is a lot of active influence and only 10% consider it to be inactive.

As regards civil society's influence in the human rights field, the chart shows that 38% think there has been little success, 34% feel it has been satisfactory, 16% high and 12% no impact.

Figure 3.4.2: Perception of CS Activism and Success in Influencing the Human Rights Arena, Mozambique 2007
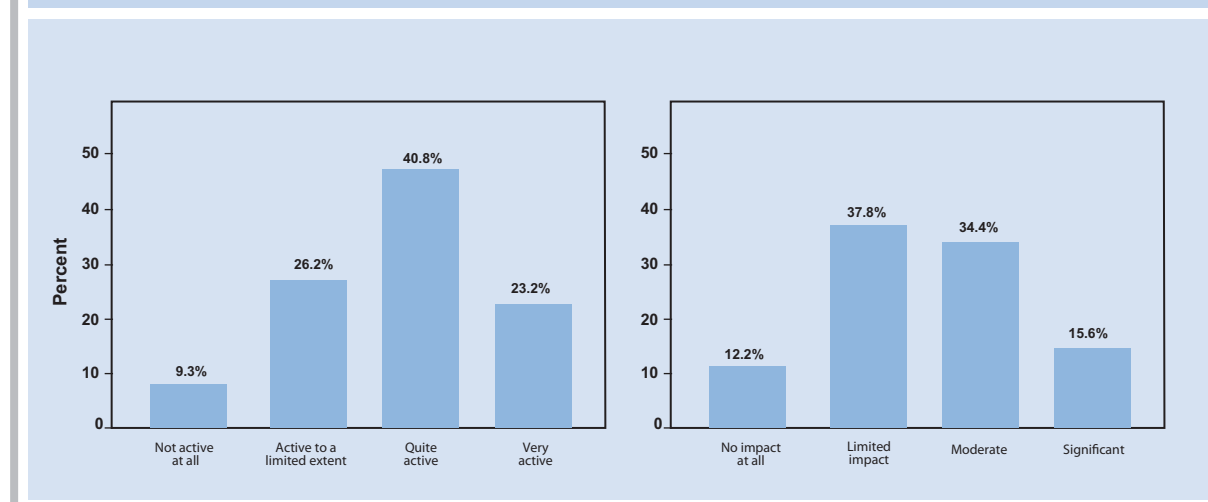
3.4.1.2   Civil Society Impact on Public Social Policies

Roughly two-thirds of the people interviewed during the INOSC07 feel that civil society has been slightly or moderately active in the social policy field, while 21% think it has been very active and 11% inactive.

As regards civil society's influence in the social policy field, the perception of most respondents oscillates between "slight success" (37%) and "satisfactory success" (38%). Both "very successful" and "no success" received an equal percentage, 12% each.

Figure 3.4.3: Perception of CS Activism and Success in Influencing the Social Policy Arena , 2007
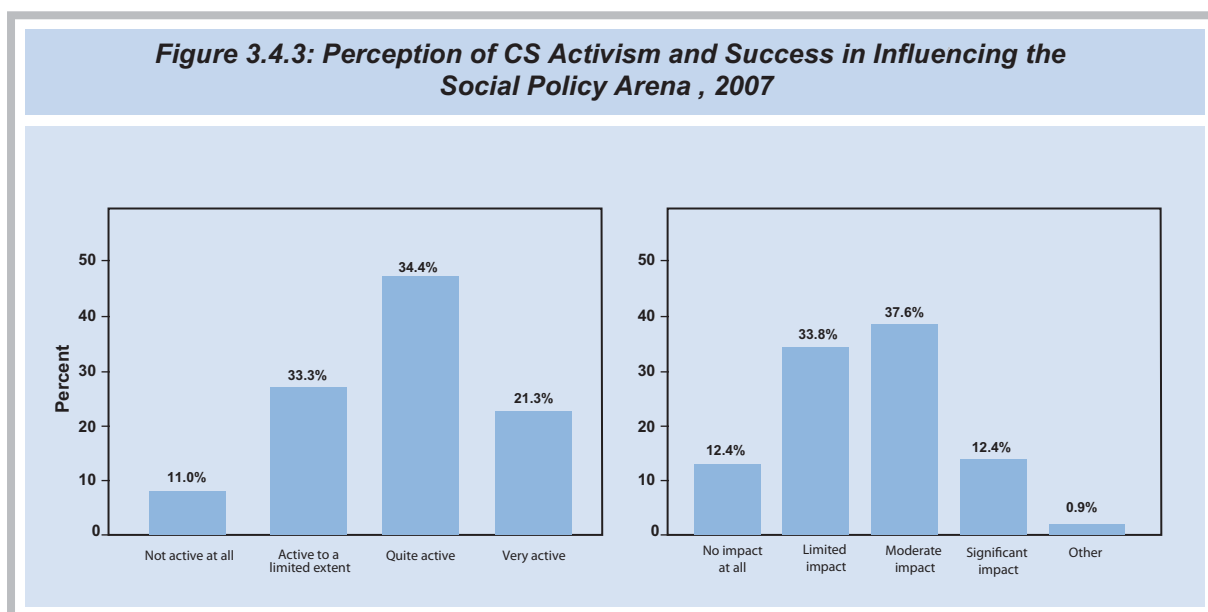
3.4.1.3   Civil Society Impact on Public Financial Policies

The financial policy field produces the biggest dissatisfaction with regard to both CSO activism and the degree of successful influence over decisions on public financial policies. Roughly 38% of the people interviewed feel that civil society has not been very active, 27% feel it has been moderately active and only 8% acknowledge strong activism, compared to 27% who think that CSOs are inactive.

As regards civil society influence in the field of financial policies the perception of most respondents is that it is weak, followed by "no success" (31%), 18% "moderate impact" and less than 10% "significant impact".

Figure 3.4.4: Perception of CS Activism and Success in Influencing the Financial Policy Arena, 2007
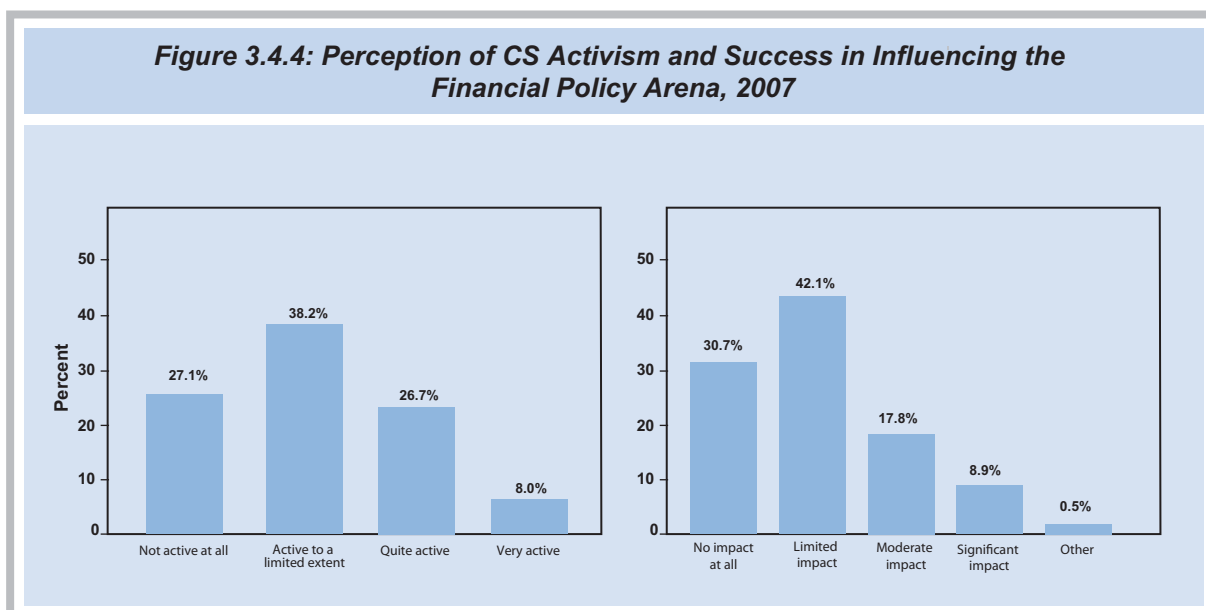
3.4.2   Holding State and Private Corporations Accountable

This sub-dimension analyses civil society's activity and success in holding the state and private corporations accountable. It received a score of 0.5, indicating limited capacity to achieve these objectives. Table 3.4.2 summarizes the scores of the respective indicators.

TABLE 3.4.2: Indicators for evaluating accountability		
Ref. #	**Indicators**	**Score**
4.2.1	Holding the State Accountable	1.0
4.2.2	Holding Private Corporations Accountable	0.0

3.4.2.1   Holding the State Accountable

Control over public expenditure saw no (24%) or little (36%) activism by civil society. There are isolated voices, of both CSOs and analysts or some independent media. But judging by the perceptions of most of the CSOs who responded to INOSC07 actions were unsuccessful (34%) or had limited success (47%).

In the NAG it was stressed that the state treats CSOs as an extension of itself or as an auxiliary, leading to psychological dependency that does not help effective monitoring and holding members of the public administration and the government accountable.

Figure 3.4.5: Perception of CS Activism and Successful Influence on State Accountability, 2007
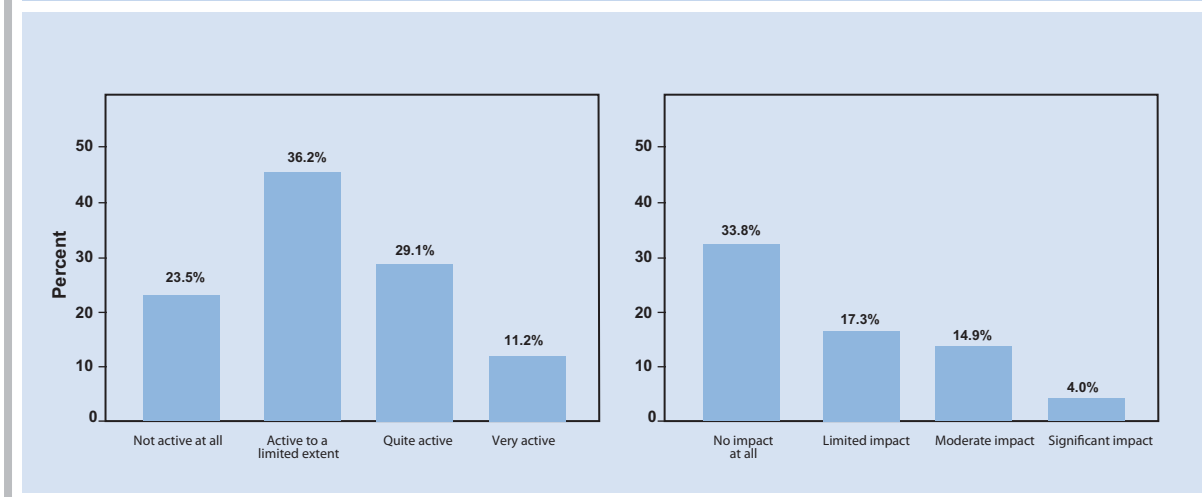
3.4.2.2   Holding Private Corporations Accountable

Perceptions on the accountability of private corporations are identical to the previous case. Corporate accountability has seen no (25%) or little (44%) activism by civil society. There has been some action, but CSO perception of the weak success of civil society influence is well illustrated in the following chart where 32% of respondents feel there has been no success, 50% limited impact, 12% satisfactory and only 6% good impact.

In this case CSO awareness about monitoring and holding private companies accountable is even weaker than in relation to the state. If there is fear of holding private companies accountable because of possible reprisals the request often does not strengthen discipline, support for the company's productivity and improvements in the quality of its products. There is no balance between what is demanded of companies so that they contribute to the economy and the support they receive in order to increase their production. One example of this is widespread theft at all levels (electric cables, copper, company materials etc.). CSOs show little interest in this kind of issue, related to the quality, morals and functioning of society in general.

Figure 3.4.6: Perception of CS Activism and Successful Influence on the Accountability of Corporations, 2007
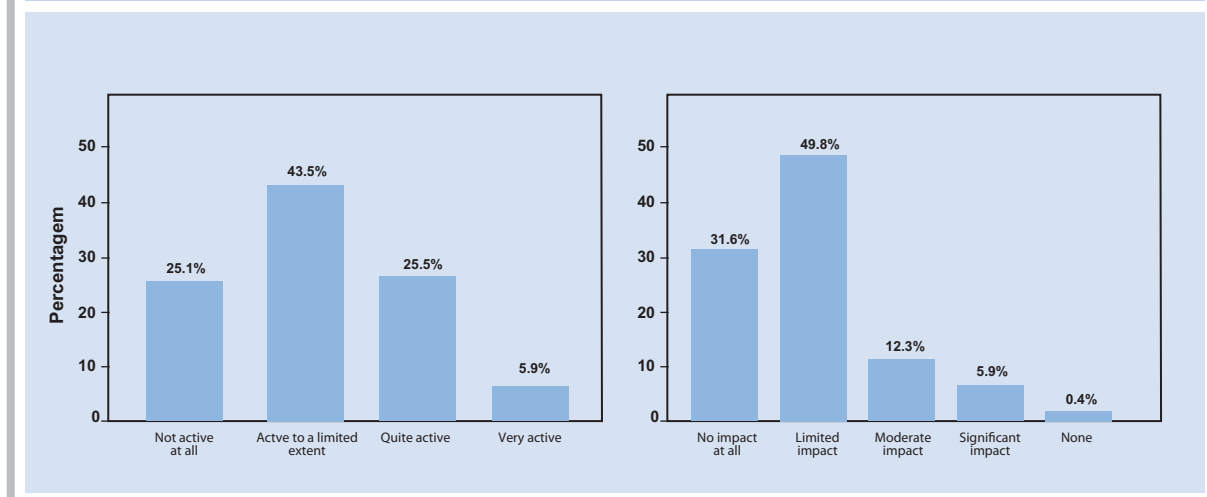
3.4.3 Responding to Social Interests

This sub-dimension analyses the responsiveness of civil society to social concerns. It received a score of 1.0, indicating capacity well below average and for this reason a satisfactory response to the emerging demand in society. Table 3.4.3 summarizes the scores of the respective indicators.

Ref. #	Indicators	Score
*TABLE 3.4.3: Indicators for evaluating responsiveness to social concerns*		
4.3.1	Responsiveness	1.0
4.3.2	Public Trust	1.0

3.4.3.1   Responsiveness

This indicator measures the effectiveness of civil society actors' response to social problems that the population feel are a priority. Surveys such as that by Luis de Brito et al. (2005) show that the population has a well-established sense of priorities.

Unemployment, poverty, hunger and wages have much much higher priority than the issues that receive the attention of public discourse, such as corruption, AIDS and infrastructure.

How is this sense of priority reflected in the CSO respondents' perceptions of their responsiveness?

Roughly 57% of respondents said they could not recall examples of civil society lobbying the government in order to obtain public services for the population.

In cases where there was action, 62% of respondents said that lobbying the government had been "unsuccessful" (7%) or had some success (55%), compared to 25% "successful" and 13% "extremely successful".

Figure 3.4.7: Hierarchy of the Country's Main Problems by Sex, Mozambique 2004-05

Source: de Brito et al., 2005: 7
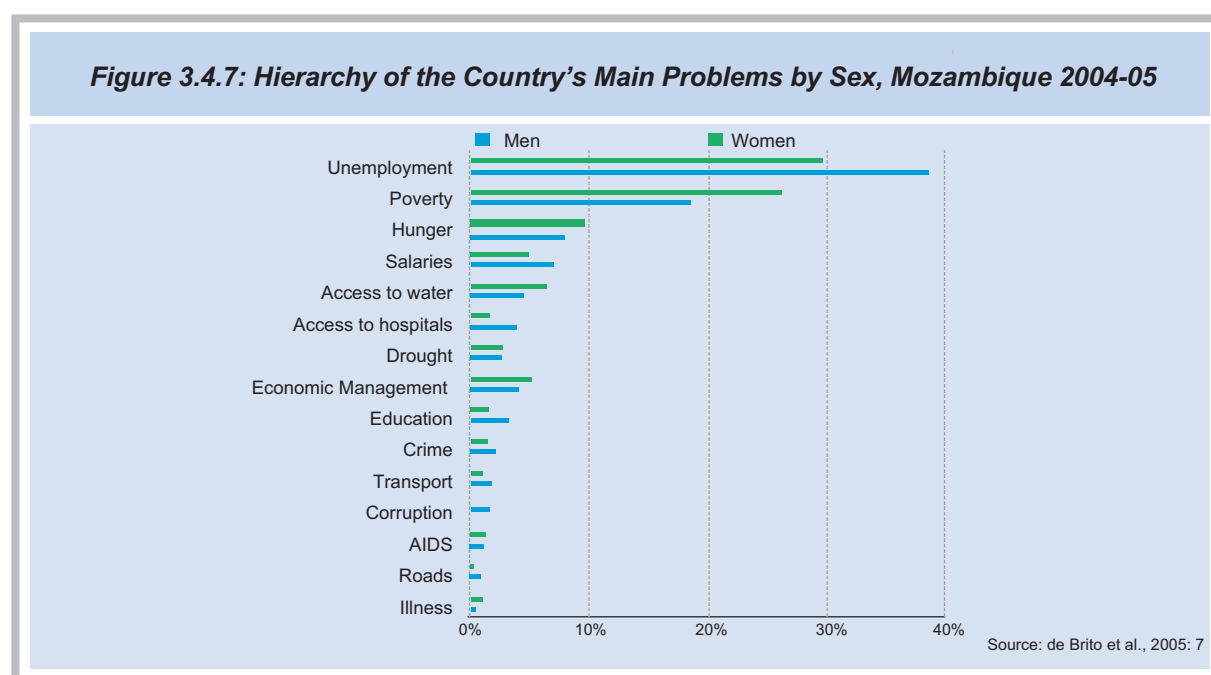
3.4.3.2   Public Trust

Public trust in institutions and political leaders as expressed, for example, in the electoral vote has fallen from election to election between 1994 and 2004.

Figure 3.4.8: Evolution of Electoral Abstention as a Proxy for Political Trust, Mozambique 1994-2004

Source: de Brito, 2006   Source: de Brito et al., 2005: 7
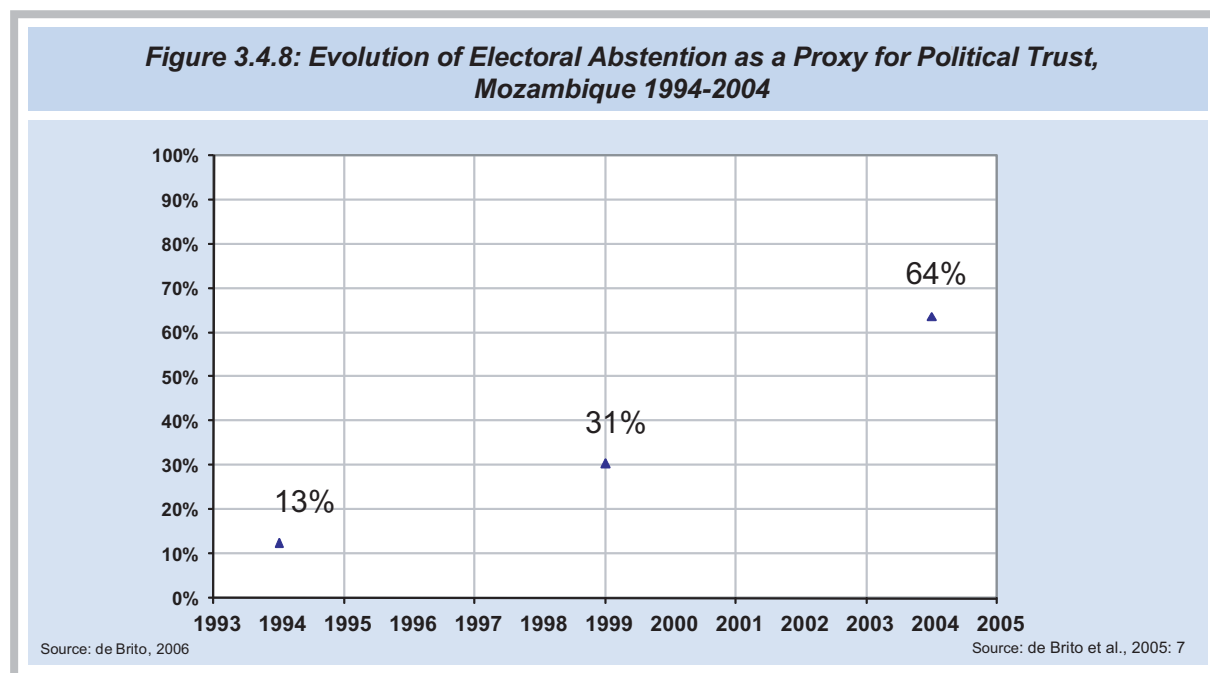
The recent electoral registration process did not show any improvement in the ordinary citizen's enthusiasm and confidence in electoral bodies.

The predominance of informality in society can be seen as an expression of the state's difficulty in involving the ordinary citizen in formal mechanisms through services and forms of useful engagement.

The UTRESP study on governance and corruption also gathered concrete evidence about the specific entities in which people have little confidence; they included the justice system and the police.

Some NAG members expressed their concern over examples of rigidity, growing confusion between the state and the party in power, comments on forms of intimidation and the use of psychological pressure for election registration or, in the districts, for certain party actions.

3.4.4   Empowering Citizens

This sub-dimension analyses civil society's capacity to strengthen the capabilities of citizens. It received a score of 0.8, indicating weak empowerment capacity. Table 3.4.4 summarizes the score for the respective indicators.

Ref. #	Indicators	Score
4.4.1	Informing and Educating Citizens	0.5
4.4.4	Building Capacity for Collective Action	1.0
4.4.4	Empowering Marginalised Groups	0.0
4.4.4	Empowering Women	1.0
4.5.4	Building Social Capital	1.0
4.6.4	Supporting Livelihoods	1.0

TABLE 3.4.4: Indicators for evaluating empowering citizens

3.4.4.1   Informing and Educating Citizens

The people interviewed during the INOSC07 see CSOs as active (43%) in promoting citizen information and education and acknowledge satisfactory (39%) or even good success (23%). The NAG members, however, maintained that a more critical analysis of information and education for the citizen was needed.

It was argued that educational activities are limited, with a weak impact and weak quality criteria. Continuous information on citizenship barely exists, at least substantive and useful information for the citizen. There is a greater but sporadic effort during election campaigns, but this effort is influenced by the specific interests of politicians rather than a genuine concern to respond to the population's concerns.

Based on these critical considerations the NAG decided to give a score of 0.5. As suggested by the basic score matrix, this means that the consequences of civil society activities in this field are either not felt or only minimally so.

3.4.4.2   Building Capacity for Collective Action

The INOSC07 respondents also felt that civil society activism to develop the capacity of local communities was satisfactory (38%), good (26%) and limited (31%). Perceptions of the success of this action are also positive (42%), although weak success or no success totalled 35%.

As in the case of the previous indicator, despite receiving a higher score (1.0) the NAG felt that CSO activism to build the capacity of local communities might appear positive but in practice it has had little effect and minimal impact.

As an example, it emphasized the fact that CSOs have been unable to take political advantage of election registration to conduct campaigns, or even to lobby, so that the voting card can serve for something other than just voting during elections. Such an expensive effort as the distribution of voting cards was never done for the Identity Card that, in practical terms and in terms of citizenship, can be much more useful for the citizen. Unfortunately, the CSOs did not know how to take advantage of this opportunity to try and create a capacity building instrument for collective actions that benefit the citizen.[23]

3.4.4.3 Empowering Marginalised Groups

The majority (57%) of respondents said they could recall a least one specific example of civil society providing services to the population in general.

But this is not the case for specific marginal groups, especially minorities, who continue to be barely visible in CSO priorities. Although the respondents recognized satisfactory success in the services provided, the NAG gave a score of 0.0 for this indicator because of the weak empowerment of marginal and underprivileged groups in Mozambican society.

Figure 3.4.9: Target groups for Services Provided by Civil Society, Mozambique 2007
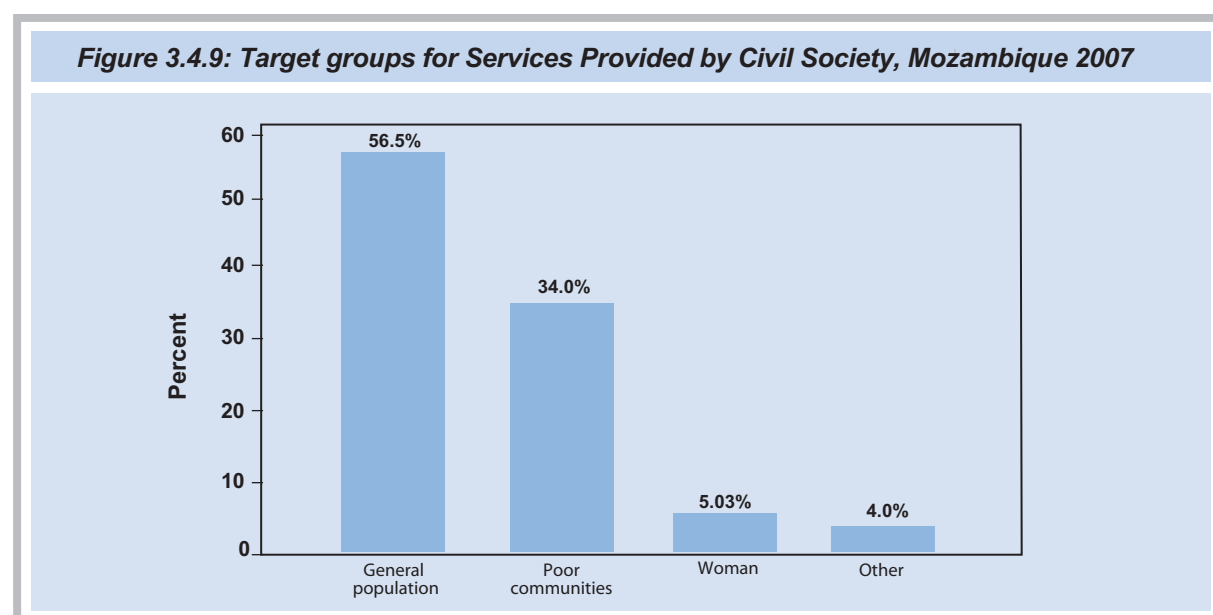
3.4.4.4   Empowering Women

This indicator seeks to measure how civil society has been able to empower women in terms of autonomy and capacity to materialize and control their choices. The respondents feel that women are increasingly active in formal and especially informal ways. However, as the above data reveal, there is a major gender imbalance in access to CSOs. In some meetings examples were given of innumerable cases where, instead of protection, widowhood has placed them in a very precarious situation caused by their late husband's family.

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[23] Curiously, the Gungu theatre group in a play to be presented in Maputo, entitled "the firing of the Minister" has a passage where the characters comment critically on the discrepancy between the attention and expense of the voting card compared to the enormous disorganisation and lack of consideration for the citizen's Identity Card.

Mechanisms whereby civil society can monitor and influence observance of the innumerable resolutions and programs aimed at empowering women are minimal. Women continue to have fewer job opportunities.

3.4.4.5   Building Social Capital

This indicator observes how civil society helps improve mutual trust. There is still little qualitative or statistical data. The NAG gave a score of 1.0. It corresponds to the CIVICUS matrix criterion that civil society still does not make an effective contribution to building the social capital of Mozambican society.

3.4.4.6   Supporting Livelihoods

This indicator measures the dynamism of civil society in creating and supporting the creation of employment and income generation opportunities, especially for young people and women.

Based on the INE census and evidence gathered during the research, it was found that the CSOs have minimal effective capacity to promote income generation activities. Indeed, most CSOs concentrate on non- productive services, imitating state bodies or responding to the priorities of donors and international organizations that are mainly directed at the social assistance sector and non-productive services.

For this reason, the NAG decided to give a score of 1.0 that, according to the classification matrix, corresponds to a situation where civil society activity in this area is very limited and there is no discernable impact.

3.4.5   Meeting Societal Needs

This sub-dimension examines civil society activity and success in meeting the urgent needs of the population. It received a score of 1.3, corresponding to weak response capacity. Table 3.4.5 summarizes the respective indicator scores.

TABLE 3.4.5: Indicators for evaluating meeting societal needs		
Ref. #	**Indicators**	**Score**
4.1.1	*Lobbying for state service provision*	2.0
4.1.2	Meeting pressing societal needs directly	2.0
4.1.3	Meeting needs of marginalised groups	0.0

3.4.5.1   Lobbying for State Service Provision

There is still a strong, centralized state culture in Mozambique that, directly or indirectly, impedes people's participation and active initiatives to resolve emerging social needs.

The option of liberal policies to promote a market economy has been used as a subterfuge and justification for the state to shed many of the social functions that it should carry out, maintain or even reinforce. Privatisation options for public services are also used as an excuse for the state not getting involved.

Various NAG members emphasized that, in practice, the privatization of state services only results in transferring the state's monopoly power to one or another private entity. Nevertheless, the NAG also recognized the state's effort to find effective ways of guaranteeing stability, both political and financial. In this case, the government's efforts to achieve budget stability, creating good articulation with international partners, was explicitly recognised by the NAG. Precisely because of this positive effort, the NAG decided to increase the initial classification from 1.0 to 2.0.

3.4.5.2   Meeting Pressing Societal Needs Directly

The evidence available in this report shows that the most urgent needs of Mozambicans gravitate around the lack of sources of income and their standard of living. However, as already noted, the NAG emphasized yet again that the fact that most CSOs do not deal with employment promotion makes their relevance questionable.

Moreover, the GAN felt that it was essential that CSOs play a more active role and make every effort to make public administration improve its performance and service for the citizen. Once again, the example mentioned above of the relevance of CSOs lobbying parties with parliamentary seats about a voting card that is more useful for the citizen, that could be used for many different purposes not just the electoral act, was also mentioned here.

However, the GAN also recognized that on some occasions in the past CSOs were able to have an impact on the international community, in particular with regard to debt forgiveness. According to some analysts, their monitoring of how the resources saved were being used seems to have been less effective (Hodges and Tibana; Administrative Court, 2005, 2006, 2007). For these somewhat contradictory but not consistent reasons, the NAG has given a score of 2.0. In other words, in this area civil society exists but its impact is limited, occasional or sporadic.

3.4.5.3   Response to the needs of marginalised groups

This indicator tries to evaluate whether CSOs are more or less effective in providing services to marginalised groups, compared to the state. At first glance it seems unreasonable to compare the effectiveness of CSOs with that of the state, as CSOs have much fewer resources than

those that the state can mobilize from society as such and also overseas. Indeed, one could even say that civil society entrusts resources to the state (direct and indirect taxes) so that the state can provide assistance to marginal and more vulnerable groups.

However, effectiveness does not depend only on available resources. The option for criteria of excellence, discipline and commitment are indicators of effectiveness that do not just depend on material and financial resources. And in this respect the available evidence suggests that CSOs are less effective than the state, thereby justifying a score of zero.

3.4.6 Conclusion on Impact

As emphasized at the beginning of this section, the weaknesses in Structure, Environment and Values dimensions inevitably mean that Mozambican civil society has a limited impact on governance and in general on fundamental issues for the development of Mozambique.

The main obstacles to more efficient and effective action by CSOs can be seen in the sub-dimensions on holding the state and corporations accountable, weak empowerment of the citizen and weak CSO advocacy and lobbying capacity.

As public confidence is weak CSOs end up having an extremely limited role in promoting the growth of social capital at grassroots, community and district level. In practice CSOs contribute little to promoting the social capital of the Mozambican population.

Despite the similarity in the scores of the four dimensions, it must be emphasised that the Impact dimension has the lowest score. It would be strange and suspect if this were not the case. Directly or indirectly, the impact of civil society depends on the state of the other dimensions.

In past decades civil society in Mozambique passed through various phases until it conquered the space that it has today. Secondary sources differ as to its successful influence and real impact.

Some analysts, Negrao (2003) for example, argue that CSO influence in public policies has been substantial, as representatives of civil society have been called to participate in events such as the election of the Chair of the National Election Commission, or in for a such as the Poverty Observatory, or in national campaigns (for example, the debt campaign).

But other authors argue that CSO participation and involvement is insufficient, at times merely a convenience to legitimise circumstantial policies; it does not involve the real empowerment of civil society. According to this latter argument, the space provided to civil society needs to give way to effective partnerships, to the real empowerment of society, transferring state accountability to donors to state accountability to society through a pro-active, efficient, effective and competent Parliament. (Francisco & Matte, 2007; Hodges & Tibana, 2005; Macamo 2006;Mosse, 2007).

CONCLUSIONS AND RECOMMENDATIONS

Structure

1.1

Values   1.1   1.0   Impact

1.2

Environment
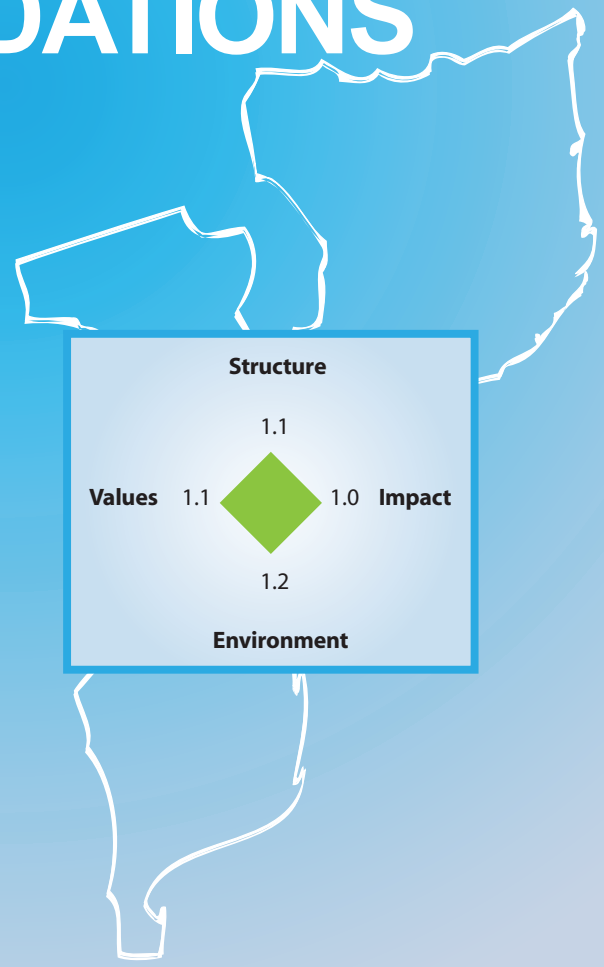
Figure 3.5: Mozambican Civil Society Index 2007
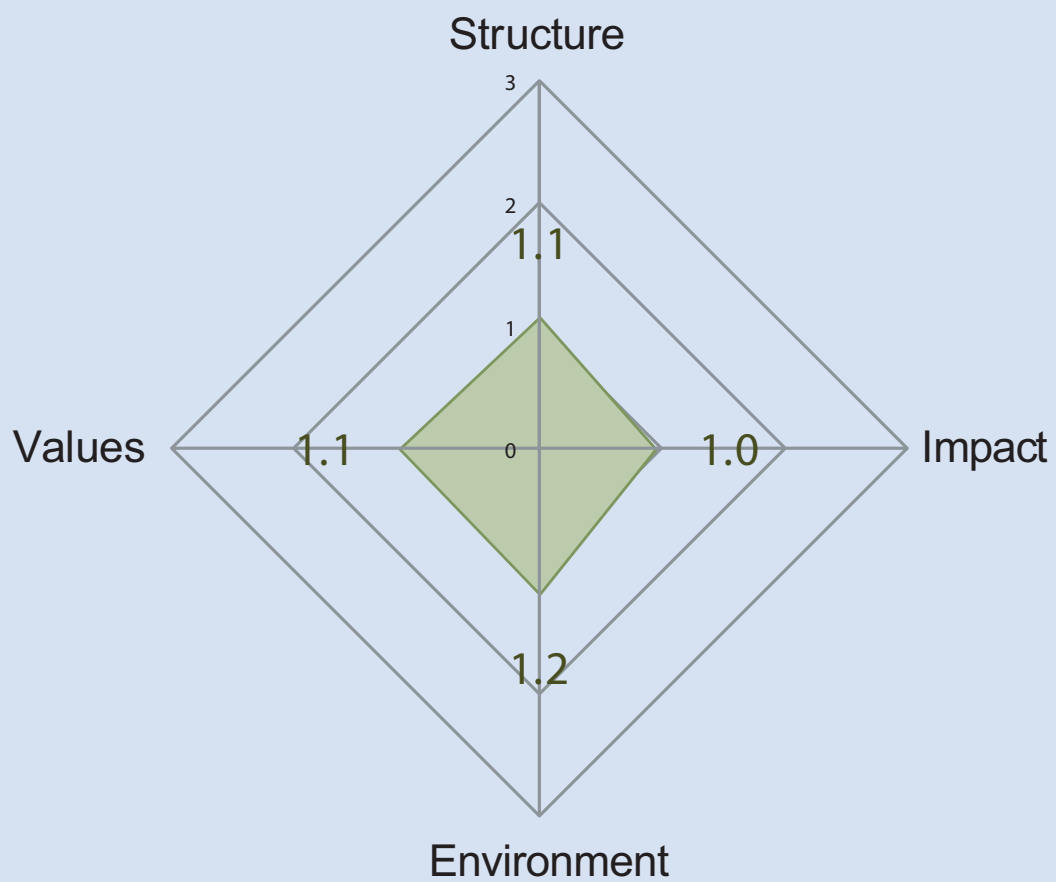
4.1 STRENGTHS AND WEAKNESSES OF THE MOZAMBICAN CIVIL SOCIETY, 2007

4.1.1. GENERAL CONCLUSIONS

Based on extensive analysis combined with the multiple results, the CSI Project 2007 in Mozambique concluded that overall, the four dimensions of Mozambican civil society are weak: Structure, Environment, Values and Impact. As shown in Figure 5.3 the CSI score is around 1.0. In qualitative terms this is a score way below average on the classification scale of 0 to 3.

This classification is the result of the arithmetic average of the scores assigned to 80 indicators organized in 27 sub-dimensions and finally synthesized in the four dimensions of Structure (1.1), Values (1.1), Environment (1.2) and Impact (1.0).

Figure 3.5.1 provides a more detailed breakdown of the weakness of civil society. It shows that 15% of the 80 indicators received a score of 0, 59% were between 0 and 1.5, and 26% had a score equal to or over 1.5.
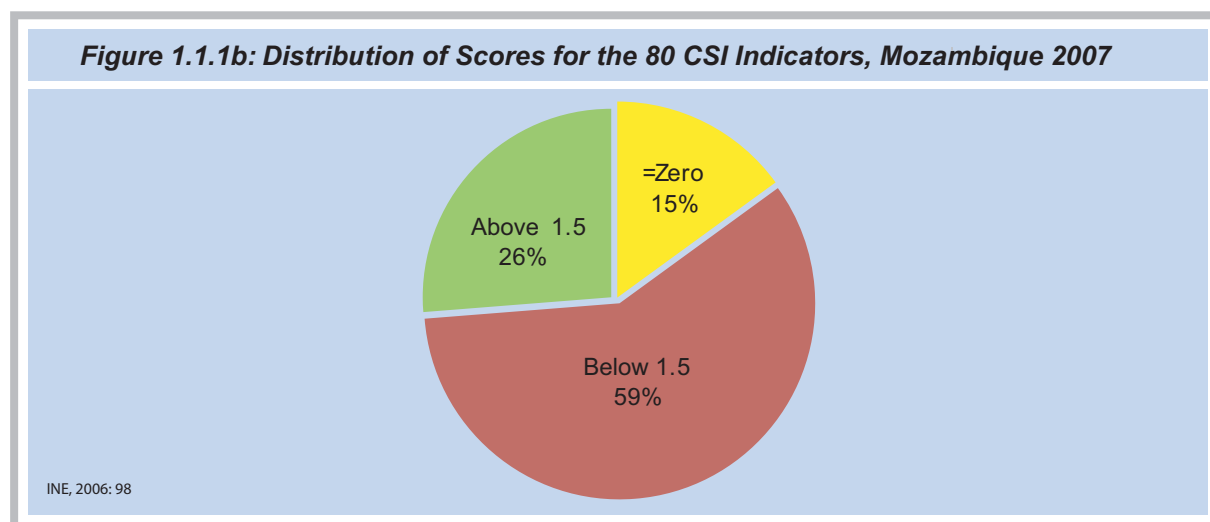
Figure 1.1.1b: Distribution of Scores for the 80 CSI Indicators, Mozambique 2007

=Zero
15%

Above 1.5
26%

Below 1.5
59%

INE, 2006: 98

In other words, about 74% of the variables are below average, while only 26% had a classification equal to or above average

It should be emphasized once again that the scoring should be considered indicative of the state of the arenas considered rather than hard and fast figures. It was not always easy to assign a score. The technical team is conscious of the high degree of subjectivity of many variables. But the effort and opportunity of numerical classification are useful for a process of precise, rigorous and clear evaluation and for preparing future plans to improve the state of Mozambican civil society.

4.1.2   Main Strengths of the Mozambican Civil Society, 2007

According to Annex 4 that contains the detailed scores assigned to the 80 indicators, 21 areas have a score equal to or above the average of 1.5.

In the Structure dimension of the CSI five areas are the strongest, or show the most merit: charitable giving and volunteering, geographical distribution of CSOs, effectiveness of management bodies of CSO federations or networks and communication among CSOs.

In the civil society Environment dimension, the level of political competition, the right to information, press freedom, tolerance, public awareness and dialogue with donors received a score of 2.0. The Values dimension had an above-average classification in four areas: tolerance within civil society, non-violence in civil society, actions against poverty and equity in diversity within civil society.

As regards Impact, the variables with above-average scores were those related with social policies, lobbying for better state services and meeting societal needs. Other variables also have a satisfactory level, with a score around the average between zero and three, to be found in the matrix in Annex 4

4.1.3   Main Weaknesses of the Mozambican

Civil Society, 2007

Annex 4 also contains the scores for frail or even very weak areas. Of the 21 variables for Structure, 5 received a score of zero: 1.1.3) Percentage of people belonging to CSOs; 1.2.3) percentage of people belonging to more than one CSO; 1.4.1) Percentage of CSOs in federations or networks; 1.4.4) Level of support infrastructure for civil society; 1.4.5) Proportion of CSOs with international linkages.

As regards the Environment, 2 of the 26 variables had a score of zero, meaning very serious: 2.1.4) corruption in the public sector; 2.6.3) state support in the form of resources for civil society. As regards Values, two of the 17 variables had a zero score: 3.5.2) Effective gender equity practices in civil society; 3.8.3) actions to promote diversity in civil society. As regards Impact, 2 of the 16 variables had a zero score: 4.2.2) CSO capacity to hold corporations accountable; 4.5.3) Effective response to the immediate needs of marginalised groups.

Obviously, some scores might not be readily comprehensible without reading the explanation for the scores. Some appear counter intuitive and surprising. The explanations will have to be read and the methodology's criteria matrix taken into account. As regards the other areas with scores above zero but below the average, Annex 4 contains numerical details and explanation.

In order to use the CSI evaluation to produce guidelines and future actions, between 4 and 6 December 2007 there was a national workshop attended by almost two dozen participants. In addition, in January and February the technical team had some smaller technical meetings to analyse the results of the study and identify the main recommendations.

4.2 RECOMMENDATIONS

The CSO study's general recommendations arising from group discussions during the national workshop can be summarized in five main points:

4.2.1 General Recommendations

The general recommendations of the CSI study arising from group discussions during the national workshop can be summarized in five main points:

1. The representatives of Mozambican civil society present in the workshop recognized the need to establish a <u>code of conduct</u> for civil society that enables it to promote democracy and transparency in its actions;

2. They recommended consolidation of the existing <u>spaces and mechanisms for coordinating and financing</u> the interventions of CSOs at all levels of society;

3. They recommended building CSO <u>technical and knowledge capacity</u> to improve their use of policies and laws and the spaces already provided by the state, the private sector and the international community and to improve their actions with communities;

4. They recommended improving CSO knowledge, promoting continuous research that could influence and better inform their actions, based on evidence;

5. They recommended that a periodic Civil Society Index study be carried out.

4.2.2 Specific Recommendations for Each Dimension

Given the limited time available the workshop participants agreed that concrete recommendations should be prepared later by the technical group and other interested parties. Consequently, the CSI Coordination Team and the workshop facilitators met to draft relevant and more opportune recommendations.

The recommendations were organized by study dimension in order to visualize how to improve the index of each one. The set of recommendations makes it possible to contribute to improving the participation and involvement of civil society in the country's social and economic change processes.

4.2.2.1   Recommendations on the Structure Dimension

The structure of civil society measured the citizen's involvement in the country's social and political affairs, and also how CSOs are organized. As the final score was 1.1, a relatively weak structure, the following is recommended:

- Civil society organisations should try to encourage and challenge citizens to exercise their citizenship more by getting involved in social and political affairs such as, for example, supporting poor and/or vulnerable communities, exercising their constitutional and human rights but also by fulfilling their civic duties;

- Organizations that are large in terms of financial and human capacity as well as geographical coverage should seek ways of providing funds, resources and assistance to less able ones. This could be done in two complementary ways: i) establishing a coordination mechanism for building capacity in specific areas that improve their social and political interventions: ii) using the same mechanism to coordinate the deconcentration of funds, human resources and knowledge among the organizations.

- Established CSO fora and networks should try to implement their mission of coordinating actions, actively and effectively sharing information relevant to interventions and also space for peer review within civil society;

- Civil Society Organisations should become increasingly political (in the sense of getting involved in promoting the citizen's political participation) and at the same time less "partisan" (they should avoid being exposed to political manipulation by political parties);

- Organisations that manage big grants should demystify and simplify the rules for grantees that acquire and manage their funds. The system and regulations for grants for small organisations should be improved using the experience of micro-credit grants;

- There is an urgent need for organisations with large programmes and large geographical spread to specialise in specific subjects in order to maximise the use of human and financial resources, but in particular to guarantee that interventions are efficient and effective;

4.2.2.2 Recommendations on the Environment Dimension

The environment dimension measured the political, social, economic, cultural and legal environment in which civil society and its members act and function as well as attitudes and behaviour. The score for this dimension was 1.2 showing that civil society exists in a relatively weak environment but with the prospect of becoming moderate. The following is thus recommended:

- Improve civil society's ability to influence compliance with the major international agreements and national laws that protect the citizen's human and civic rights and that guarantee the establishment and maintenance of a favourable environment for exercising citizenship. The big challenge for civil society is to find a balance between the influence of development oriented organizations and of those working on rights issues. For example, in other African countries it has been seen that organizations working on social development and service delivery have more influence and support than organizations working on the promotion of human rights and democracy;

- Given other successful efforts by civil society (e.g. Law on Foundations, Family Law, among others) society has the power and capacity to propose legislation on the legalization of non-profit organizations in Mozambique. Not only is the process extremely bureaucratic (lengthy and expensive) but it also classifies all non-profit organizations in the same way, thereby compromising the diversity of civil society organizations;

- Gradually reduce dependence on international organizations for funds and capacity building. Recognizing that international organizations that donate funds to civil society tend to change their programme priorities to the detriment of the priorities of the communities with which national civil society works, there is an urgent need to i) challenge the conditional allocation of funds to civil society, ii) increasingly diversify sources of funding, making maximum use of the growing business class in Mozambique;

- Given not only the diversification of funds but also the creation of greater corporate accountability for the positive and negative effects of their actions in the areas where they are located, it is recommended that civil society should get actively involved in: i) demanding corporate social responsibility and challenging state policies on tax exemptions and the allocation of spaces for large corporations; ii) making use of the Patronage Law to encourage responsible philanthropy by the private sector.

4.2.2.3 Recommendations on the Values Dimension

The Values dimension measured the values practised and promoted by Mozambican civil society received a score of 1.1. Once again this score shows a weak situation and justifies the following recommendations:

- The establishment of a code of ethics and quality standards for the actions and intervention of civil society organisations. The lack of transparency and democracy on the part of some leaderships and organizations in society nullifies their efforts to gain legitimacy among their constituents, the state and their funding partners;

- In order to promote democracy in Mozambique civil society must challenge the current makeup of the State. Albeit gradually, it is important that deputies and members of the government be appointed in a democratic manner, where the citizen has the power to choose the individual that can best represent him/her in Parliament.

4.2.2.4   Recommendations on the Impact Dimension

The Impact dimension measured the influence of civil society in political and private sector decision making and its effect on the communities with whom it intends to work. According to the evaluation this CSI dimension received the lowest score, reflecting weak action and also the weakness of its structure, environment and values. Consequently, in order to change this situation the following is proposed:

- Civil society in general must make its presence felt in processes that identify issues requiring change or the formulation of social, human rights and financial policies;

- Specifically, civil society should use the spaces provided by itself and by the state not just to question but also to propose improvements in the state's implementation of policies and its delivery of services;

- Propose effective ways of making access to state social, legal and economic services more efficient and effective, for example, making the voting card the identification document for all services, given the speed with which it is produced;

- The conscious and knowledgeable involvement of civil society organizations in designing, implementing and evaluating the general state budget at all levels. Civil society recognizes that the main way to hold the state accountable is through the state's financial execution.

- In order to improve its impact civil society should: i) clarify its role as an agent of change that at no time substitutes the state; ii) improve the standard of its service delivery to communities while always respecting the human rights of the people with whom it works.

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Structure

1.1

Values   1.1   1.0   Impact

1.2

Environment
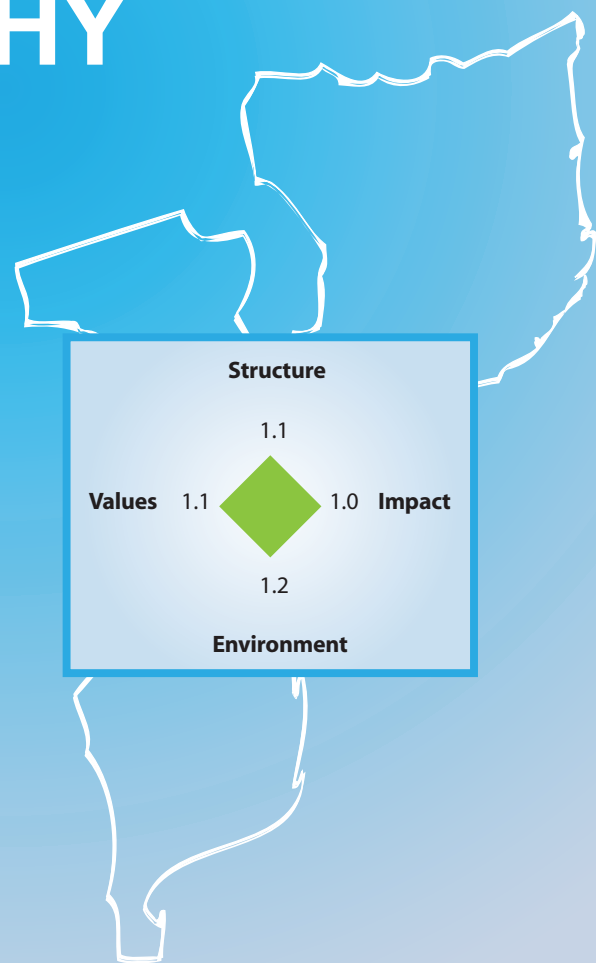
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ANNEXES

Structure

1.1

Values   1.1   1.0 Impact

1.2

Environment

Annex 1: Research Chronogram

Impementation Methodology

1
Training the National Index Team

March 2007

2
1st Meeting of NAG

Abril 2007

3
2nd Meeting of NAG. Discussion on secondary data and panorama of primary research

June 2007

4
Primary Research,

Regional Consultations and Community Survey

July / September 2007

Country Report

Recommen-dations/ Action plan

7
National Workshop

December 2007

6
3rd Meeting of NAG/ CIVICUS Results

November 2007

5
Data Analysis

August November 2007

Annex 2: Sample for National Surveys: Community and CSOs
Survey of Civil Society Organisations (CSO), September 2007

Domain	Non-Profit Instiutions Base	Proportion of Base (%)	Sample of Non-Profit Institutions	Sample of Informal CSOs (mutual assistance networks)	Sample of \ CSO respondents	Database	Difference from target	
1	2	3	4	5	6	8	11=(8-6)	%
Niassa	129	2.48	42	6	48	40	-8	83%
CDelgado	131	2.52	42	6	48	42	-6	88%
Nampula	975	18.75	50	8	58	50	-8	86%
Zambézia	235	4.52	44	7	51	51	0	100%
Tete	176	3.39	42	6	48	24	-24	50%
Manica	172	3.31	42	6	48	36	-12	75%
Sofala	273	5.25	50	8	58	53	-5	91%
Inhambane	711	13.68	42	6	48	35	-13	73%
Gaza	799	15.37	42	6	48	41	-7	85%
Map. Prov	490	9.42	48	8	56	78	22	139%
Map. Cidade	1,108	21.31	52	8	60	27	-33	45%
Moçambique	5,199	100.0	496	75	571	477	-94	84%

Community Sample Research on CSI in Mozambique, 2007
Table on Allocation, Distribution and Implementation of Household Sample

Domain	Census 97 Households In the sample	Persons eligible	Household (HH),	HH weight in Enumeration	Areas chosen	Nº	%
Niassa	189,925	336	336	14	24	343	102%
CDelgado	336,497	364	364	14	26	367	101%
Nampula	794,431	392	392	14	28	391	100%
Zambézia	726,298	392	392	14	28	395	101%
Tete	268,010	364	364	14	26	363	100%
Manica	202,203	336	336	14	24	331	99%
Sofala	275,792	364	364	14	26	345	95%
Inhambane	259,444	364	364	14	26	349	96%
Gaza	228,297	364	364	14	26	364	100%
Map. Prov	174,887	392	392	14	28	376	96%
Map. Cidade	178,802	392	392	14	28	391	100%
Moçambique	3,634,586	4,060	4060	----	290	4015	98.9%

Probability Sample
Three stage sample
Stratified Sample
Confidence Interval
Precision   95%
Design Effect   0,000-0,040
Domains: National, National Urban, National Rural, Provincial   0,800-1,900

Annex 3: Categorisation of CSOs by group and Sub-Group

Comparison of the International Classification of Groups and Sub-groups of Non-Profit Institutions (ICNPO) and the CIVICUS Classification

INE Census Categories

INE Census Categories	CIVICUS Categories
1 Culture and recreation 101 culture and arts 102 sport 103 Other recreation and social clubs	15 Culture and Arts CSO 16 Social, recreation, sporting club CSO
2 Education and Research 04 Primary and secondary education 05 Higher Education 06 Other education 07 Research	4 Education services 6 Non-Profit media 5 CSO active in education and research 4 education service CSO 5 CSO activities in education and research
3 Health 08 Hospitals and Rehabilitation 09 Support Centres 10 Mental Health and crisis intervention 11 Other health services	
4 Serviços Sociais 12 Social Services 13 Emergency and Relief 14 Livelihoods	20. Social Movements (landless, peace movements etc.)
5 . Environment 15 Environment 16 Animal protection	14. Environmental Organisations 3. Advocacy CSO
6 . Development and Housing 17 Economic, Social and Community Development 18 housing 19 Employment and training	11. Community organisations / associations 9. Associations of marginalised groups (e.g. homeless, landless, migrants and refugees) 12. Economic interest CSO (cooperatives, savings associations, mutual assistance associations)
7 Law, Advocacy and Politics 20 Civic and advocacy organisations 21 Law and legal services 22 Political organisations	3. Advocacy CSO 18. Political parties 17 Philanthropic Foundations and fund raising organisations 19 CS networks and federations and support organisations
8 Philanthropic and volunteering promotion intermediaries 23 Grant making foundations 24 Other philanthropic intermediaries	
9 International Cooperation International activities	
10 religion Religious congregations and associations	1. Faith based organisations
11 Commercial and professional associations, unions 27 Commercial associations 28 Professional Associations 29 Workers' Unions	10 Professional and corporative organisations 2. Trade Unions
	7. Women's Organisations 8. Youth and Student Associations 13. Ethnic, traditional and indigenous organisations 21. Others

Source: INE, 2006; CIVICUS Toolkit-2004

Annex 4: Score Matrix for CSI Indicators

Estimate of the Mozambican Civil Society Index (MCSI 2007)

1. Structure

	MOZISC 2007
1. Structure	**1.1**
1.1. Breadth of citizen participation	**1.2**
1.1.1. Non-partisan action (%)	1.0
1.1.2. Charitable giving (%)	2.0
1.1.3. CSO membership (%)	0.0
1.1.4. Volunteering (%)	2.0
1.1.5. Collective community action (%)	1.0
1.2. Depth of citizen participation	**1.2**
1.2.1. Charitable giving (%)	1.0
1.2.2. Volunteering (No. hours)	2.5
1.2.3. CSO membership (%)	0.0
1.3. Diversity of CS participants	**1.3**
1.3.1. CSO membership	1.0
1.3.2. CSO leadership	1.0
1.3.3. Distribution of CSOs	2.0
1.4. Level of Organisation	**0.6**
1.4.1. Membership of CSO umbrella bodies	0.0
1.4.2. Effectiveness of CSO umbrella bodies	2.0
1.4.3. Self-regulation by CSO	1.0
1.4.4. Support in infrastructure for CSO	0.0
1.4.5. International linkages of CSO	0.0
1.5. Inter-relations among CSOs	**1.5**
1.5.1. Communications among CSOs	2.0
1.5.2. Cooperation among CSOs	1.0
1.6. Resources	**0.7**
1.6.1. Financial resources	0.5
1.6.2. Human resources	0.5
1.6.3. Technological and infrastructure resources	1.0
Sub-dimensões	**6**
Indicadores	**21**

2. Environment

	MOZISC 2007
Environment	**1.2**
2.1. Political Context	**1.0**
2.1.1. Political rights	1.0
2.1.2. Political competition	2.0
2.1.3. Rule of law/Respect for the law	1.0
2.1.4. Corruption	0.0
2.1.5. State effectiveness	1.0
2.1.6. Decentralisation	1.0
2.2. Basic Freedoms and Rights	**1.7**
2.2.1. Civil liberties	1.0
2.2.2. Information rights	2.0
2.2.3. Press freedom	2.0
2.3. Socio-economic context	**1.0**
2.3.1. Obstacles to effective functioning of CS	1.0
2.4. Socio-cultural context	**2.0**
2.4.1. Trust in society	2.0
2.4.2. Tolerance in society	2.0
2.4.3. Public Spiritedness	2.0
2.5. Legal environment	**1.0**
2.5.1. CSO registration facility	0.0
2.5.2. Allowable advocacy activities	0.0
2.5.3. Tax laws favourable to CSOs	1.5
2.5.4. Tax benefits for philanthropy	2.0
2.6. State-civil society relations	**0.7**
2.6.1. CS Autonomy	1.5
2.6.2. CS Dialogue	1.0
2.6.3. State cooperation/support for SC	0.0
2.7. Private sector-civil society relations	**0.8**
2.7.1. Private sector attitude	1.0
2.7.2. Corporate social responsibility	0.5
2.7.3. Corporate philanthropy	1.0
2.8. Donor-civil society relations	**1.3**
2.8.1. Foreign aid/dependence	0.5
2.8.2. Dialogue /cooperation with donors	2.0
Sub-dimensões	**8**
Indicadores	**26**

3. Values

	MOZISC 2007
Values	**1.1**
3.1. Democracy	**1.0**
3.1.1. Democratic practices within CSOs	1.0
3.1.2. CS actions to promote democracy	2.0
3.2. Transparency	**0.7**
3.2.1. Corruption within civil society	0.0
3.2.2. Financial transparency of CSOs	1.0
3.2.3. CS actions to promote transparency	1.0
3.3. Tolerance	**1.5**
3.3.1. Tolerance within CS arena	2.0
3.3.2. CS actions to promote tolerance	1.0
3.4. Non-violence	**1.5**
3.4.1. Non-violence within the CS arena	2.0
3.4.2. CS actions to promote non-violence and peace	1.0
3.5. Gender equity	**0.7**
3.5.1. Gender equity within the CS arena	1.0
3.5.2. Gender equitable practices within CSOs	0.0
3.5.3. CS actions to promote gender equity	1.0
3.6. Poverty eradication	**1.0**
3.6.1. CS actions to eradicate poverty	1.0
3.7. Environmental Sustainability	**1.0**
3.7.1 CS actions to sustain the environment	1.0
3.8. Equity in Diversity	**0.8**
3.8.1 Equity in diversity within CS	1.5
3.8.2 Actions for diversity within CS	1.0
3.8.3 CS actions for diversity	0.0
Sub-dimensões	**8**
Indicadores	**17**

4. Impact

	MOZISC 2007
Impact	**1.0**
4.1 Influencing Public Policy	**1.2**
4.1.1 Impact on human rights	1.0
4.1.2 Impact on social policies	2.0
4.1.3 Impact on financial policies	0.5
4.2 Holding state and private corporations accountable	**0.5**
4.2.1 Holding state accountable	1.0
4.2.2 Holding private corporations accountable	0.0
4.3 Responding to social interests	**1.0**
4.3.1 Responsiveness	1.0
4.3.2 Public Trust	1.0
4.4 Empowering citizens	**0.8**
4.4.1 Informing/educating citizens	0.5
4.4.2 Building capacity for collective action	1.0
4.4.3 Empowering marginalised groups	0.0
4.4.4 Empowering women	1.0
4.4.5 Building social capital	1.0
4.4.6 Supporting livelihoods	1.0
4.5 Meeting societal needs	**1.3**
4.5.1 Lobbying for better state service provision	2.0
4.5.2 Meeting pressing societal needs directly	2.0
4.5.3 Meeting needs of marginalised groups	0.0
Sub-dimensões	**5**
Indicadores	**16**

TOTAL

	TOTAL
Sub-dimensões	**27**
Indicadores	**80**