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Community Capacity Development:

Formative Research on Identification of Mobilisers, Facilitators and Local Level Administrative Systems

Final Report

VOLUME I

Summary of Contents

ANNEXES

VOLUME I

VOLUME II

Abbreviations / Lista de Abreviaturas

ABC	Programme for vulnerable children
	Atendimento Básico na Comunidade
AMASI	Association of water consumer educators of Nampula
	Associação de Educadores dos Consumidores de Água de Nampula
CCD/ DCC	Community Capacity Development
	Capacitação da Comunidade para Desenvolvimento
CCM	Christian Council of Mozambique
	Conselho Cristão de Moçambique
CFA	Centre for Agrarian Training
	Centro de Formação Agrária
CFPAS	Centre for Professional Training in Water and Sanitation
	Centro de Formação Profissional de Água e Saneamento
CFPP	Centre for Training of Primary Teachers
	Centro de Formação de Professores Primários
CFQEA	Centre for Training of Adult Educators
	Centro de Formação de Quadros da Educação de Adultos
CISM	Health Research Centre of Manhiça
	Centro de Investigação de Saúde de Manhiça
(C)LEC	(Commission) of Community–School Links
	(Comissão) de Ligação Escola Comunidade
CLUSA	Co-operative League of USA
	Associação Americana das Cooperativas Agrícolas
CMCM	Municipal Council of Mocuba
	Concelho Municipal de Mocuba
CMCQ	Municipal Council of Quelimane
	Concelho Municipal de Quelimane
COCAMO	Canada – Mozambique Co-operation
	Cooperação Canadá-Moçambique
CONCERN	Irish Development NGO
	Organização Irlandesa Para o Desenvolvimento
CRC	Convention on the Rights of the Child
	Convenção dos Direitos da Criança
CRMP	Child Rights Mobilisation and Protection Programme
	Programa de Mobilização para os Direitos da Criança e a sua Protecção

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DAS	Water and Sanitation Department
	Departamento de Água e Saneamento
DDADR	District Directorate of Agricuture and Rural Development
	Direcção Distrital de Agricultura e Desenvolvimento Rural
DDE	District Directorate of Education
	Direcção Distrital de Educação
DDS	District Directorate of Health
	Direcção Distrital de Saúde
DED	German Technical Co-operation
	Serviço Alemão de Cooperação Técnica e Social
DNA	National Directorate of Water Affairs
	Direcção Nacional de Águas
DNAL	National Directorate for Local Administration
	Direcção Nacional de Administração Local
DNDER (replacing INDER)	National Directorate for Rural Development
	Direcção Nacional de Desenvolvimento Rural
DPADR	Provincial Directorate of Agriculture and Rural Development
	Direcção Provincial de Agricultura e Desenvolvimento Rural
DPE	Provincial Directorate of Education
	Direcção Provincial da Educação
DPMCAS	Provincial Directorate for Women and Co-ordination of Social Action
	Direcção Provincial da Mulher e para Coordenação da Acção Social
DPOPH	Provincial Directorate of Public Works and Housing
	Direcção Provincial de Obras Públicas e Habitação
DPS	Provincial Directorate of Health
	Direcção Provincial da Saúde
EPAR	Provincial Rural Water Station
	Estaleiro Provincial de Água Rural
FONGZA	Forum for NGOs in Zambézia
	Fórum de ONGs de Zambézia
GPNSBC	Office for the National Low Cost Sanitation Programme
	Gabinete do Programa Nacional de Saneamento a Baixo Custo
GTZ	German Technical Co-operation
	Serviço Alemão Para a Cooperação
HIV	Human Immunodeficiency Virus
	Vírus Humana de Imunodeficiência

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HPI	Heifer Project International
	Projecto de Repovoamento Animal
ICS	Social Communication Institute
	Instituto de Comunicação Social
INPF	National Physical Planning Institute
	Instituto Nacional de Planeamento Físico
ITN	Insecticide Treated bed Nets
	Rede Mosquiteira Tratada com Insecticida
KAPB	Knowledge Attitudes Practices and Behaviour
	Conhecimentos Atitudes Práticas e Comportamentos
MAE	Ministry of State Administration
	Ministério de Administração Estatal
MICAS (MIMCAS)	Ministry for Women and Co-ordination of Social Action
	Ministério da (Mulher e) para Coordenação de Acção Social
MINED	Ministry of Education
	Ministério da Educação
MISAU	Ministry of Health
	Ministério de Saúde
MONASO	Mozambique AIDS Support Organisation
	Organização Moçambicana Nacional para Apoio de SIDA
OBC (CBO)	Community Based Organization
	Organização Baseada na Comunidade
OJUPADEC	Youth Organisation for Community Development
	Organização da Juventude Para o Desenvolvimento Comunitário
ORAM	Rural Association for Mutual Assistance
	Organização Rural de Ajuda Mútua
OSUWELA	In-service Teacher Training Programme
	Programa de Formação Inicial e em Serviço dos Professores
PACT	Private Agencies Co-operating Together (do Inglês)
PAID	Programme for Identification of District Projects
	Programa de Identificação de Projectos nos Distritos
PEC	Participation and Community Education
	Participação e Educação Comunitária
PLM	Improved Latrines Project
	Projecto de Latrinas Melhoradas
PRA	Participatory Rural Appraisal

	Diagnóstico Participativo Rural
PROAGRI	National Agriculture Programme
	Programa Nacional Agrícola
PRONES	'Our schools' Project
	Projecto 'A Nossa Escola'
PRRZ	Rural Rehabilitation Project of Zambézia
	Projecto de Reabilitação Rural de Zambézia
PSI	Population Services International
	Serviço Internacional para a População
RCL	Licungo Community Radio
	Radio Comunitária do Licungo
RECRINA	Children's Rehabilitation of Nampula
	Reabilitação da Criança de Nampula
SIDA	Acquired Immunodeficiency Syndrome
	Síndroma de Imunodeficiência Adquirida
SARA	A social communication initiative
	Iniciativa de comunicação social
SCF-UK	Save the Children UK
SNV	Dutch Development Co-operation
	Organização Holandesa Para a Cooperação
UDEBA	Unit for Development of Basic Education
	Unidade Para o Desenvolvimento do Ensino Básico
UNCDF	United Nations Capital Development Fund
	Fundo das Nações Unidas de Desenvolvimento Capital
UNICEF	United Nations Children's Fund
	Fundo das Nações Unidas para a Infância
USAID	United States Agency for International Development
	Agência do Governo dos Estados Unidos da América Para o Desenvolvimento Internacional
WASHE	Water, Sanitation and Hygiene Education
	Agua, Saneamento e Educação Sanitária
WVI	World Vision International
	Visão Mundial Internacional
ZIP	Zones of Pedagogic Influence
	Zonas de Influência Pedagógica

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1 Executive summary

In the social sectors to which UNICEF actively contributes to government programmes, operational reach at community level is limited. UNICEF's new programme has taken on board current Government reforms aimed gradually to withdraw from direct implementation and instead focus on a facilitating and programme management role. As part of UNICEF's Country Programme Support programme a number of cross-cutting strategies were identified and their operational bases explored and refined during 1999. Included among these issues are HIV/AIDS, Community Capacity Development (CCD), Gender, NGO management issues, as well as Monitoring and Evaluation. Sub-projects were created out of these, and among these, a CCD strategy was developed with key counterparts and agreement reached concerning its use as a process for programming for children's rights. During 1999 UNICEF together with Government and NGO partners worked to develop a strategy reflecting new Government policy contexts to guide operational programming aimed at supporting communities' capacities to assess, analyse, and act upon development challenges in general and problems affecting children in particular. In preparation for operationalisation of the CCD strategy, the research constituting this consultancy is expected to contribute to refining operational issues directly related to the implementation of key projects in all UNICEF's programme areas as they are carried out in direct partnership with Government and NGOs.

Sustém Consultores was recruited to carry out formative research that would result in information to be used by UNICEF and partners in the development and design of CCD interventions in the Health and Nutrition Programme, Child Rights Mobilisation and Protection Programme (CRMP), the Water, Sanitation and Hygiene Education (WASHE) and Basic Education Programmes. Specifically, the study should provide guidance on:

- the identity of potential *mobilisers*, *facilitators* and facilitating institutions; their roles and capacities for supporting CCD;
- the best channels and mechanisms to reach these partners;
- strategies for creating and maintaining the motivation and action of both *mobilisers* and *facilitators*;
- obstacles to successful communication and collaboration between *mobilisers*, *facilitators* and district administrations and ways to overcome them.

The Terms of Reference identified locations for implementation of the research in Zambézia, Manica, and Nampula provinces where UNICEF supported activities incorporating CCD are either in preparation or underway. An inception report was produced at a preliminary stage of this consultancy in which a number of issues were raised in relation to the Terms of Reference. Specifically, the effects of a significant reduction of budget for the assignment cutting the time spent carrying it out by approximately one third, and the reduction in the locations for research to Sussundenga District in Manica Province, Mocuba District and Quelimane city in Zambézia Province, and Nampula city.

The main findings of the study identified:

The most sustainable operating conditions for mobilisers:
- Use of trusted local leaders to permit legitimised entry or contact with communities.
- Incorporation of these leaders in community organisations created to receive more intensive capacity building.
- Promotion of communication links between the community based organisations and external networks of similar organisations, local authorities and sector service providers (exchanges of experiences through visits for example).

- Capacity building of community members so that they can not only use Triple A processes to assess and analyse their problems, but so that they can develop capacities to gain and maintain access to support networks of NGOs and local government.
- Promotion of transparency in resource allocation so that communities are aware of the broader criteria and pressures of top-down accountability, and resulting plans and expectations take these into account.
- Capacity building of local authorities to improve their capacity 'to listen' to communities' requests and enter into Triple A types of follow-up activities that focus on the use of local resources to resolve immediate problems.
- Promotion of communication between NGOs and local authorities to promote trust and further legitimise local authorities as means of channelling required resources to communities.
- Promotion of more effective facilitator supervision and support.
- In the cases where facilitators that work with organised groups of 'semi-professionalised' mobilisers (hygiene, environmental sanitation, nutrition, health etc.) the promotion of projects with income activities or incentives associated with social marketing (cloths, t-shirts, bonus).

Entry points for facilitating CCD: almost all initial contacts by facilitating organisations, both government and non-government, are made through local Administration structures. Gaining 'local leaders' trust and support are essential to start and maintain an external agency's activity.

Links to administrative structures: There appears to be little interaction between communities and administrative structures. Similarly, the relationship between NGOs and local administrative structures rarely goes beyond the 'obligatory' supply of information about activities planned, underway and concluded.

Motivation issues: Government officers' motivation is severely limited by poor working conditions, low wages and lack of opportunities for professional and self improvement. This low motivation can be a hindrance in achieving collaboration with and between government partners at District and sub-District levels. For NGOs such collaboration is also difficult to achieve when government views CCD generated activities as beyond their priorities.

Capacity of organisations to support CCD facilitation: Capacity to carry out CCD support activities may be divided initially on the basis of the assumption, that international NGOs are temporary means to assisting the longer term national organisations (government and private profit and not-for-profit) until they have the capacity to stimulate rural development themselves. Thus it is not surprising that those organisations most apt and capable of assisting CCD in all the study areas are the international NGOs. Their experience and resources generally meet the needs of their projects. In this sense it can be said of the whole study area that the development of national NGO capacities will depend on strategic partnerships with international NGOs.

Weaknesses and strengths of CCD strategies currently in use:

- A key weakness in current CCD approaches in Mocuba and Manica is that there are no generalist CCD oriented projects to provide communities with the institutional basis and relationship with local government which support community development activities according to mutually agreed agendas.

- Good communication and availability of resources when needed are two prerequisites of adequate support for CCD activities. In practice these are the two weakest elements constantly cited in all provinces in the vertically managed sectoral

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programmes to develop community capacities. All sectors suffer from this problem, and NGO facilitators have variously alleviated or exacerbated the situation.

- Intersectoral collaboration has been an element fostered by UNICEF in the initiation of its CCD approach to the different sectoral projects (malaria, sanitation and social action). Intersectoral groupings are endorsed in the three sector policies but many NGOs do not practise them.

Sustainability of current CCD support and expected results: Facilitators recognised that an intersectoral approach is required at community level if community capacity is to develop. Additionally, CCD support activities should not be aimed above the capacity of the community to accompany and develop sustainably. NGO efforts to formalise the groups as rural associations in order to strengthen their bargaining power, and inclusion of income generating activities in project activities were examples studied.

Potential roles and links for greater effectiveness: the difference in the resource base between NGOs and government agencies should somehow be reduced. Since the actual implementation of activities is often in the same neighbourhoods, this could be a useful basis for making support more coherent. There are difficulties in such an approach, especially for the government, however, amongst NGOs there are examples of informal and formal collaborations and partnerships

The study concludes with practical recommendations for consideration in UNICEF's own programmes and projects.

2   Background

2.1   The CCD implementation strategy

A seven step analytical process for CCD is envisaged by UNICEF. This proceeds in a logical manner from the underlying concepts of the Convention on the Rights of the Child (CRC); through identifying the problems and their causes; establishing a joint goal (or goals); identifying the actors, their roles, capabilities and the resources available; to the final framework for action.

This should be carried out at all levels, from national strategy development, through provincial and district planning, to community participatory development. The process will lead back to assessment of progress and re-analysis, thereby continue the cycle.

Within the overall programme UNICEF has with the Government of Mozambique, the process of CCD and its application is directed towards mitigating six specific threats to the realisation of children's rights, i.e. **priorities for action** at community and family levels:

- prevention & management of common illnesses: esp. malaria, diarrhoea, ART, immunisable diseases - promotion of good growth and nutrition - promotion of safe motherhood - getting/keeping children in school (especially girls) - preventing HIV infection among young people - caring for orphans and children affected by HIV/AIDS

These thematic areas constitute the principal interventions through which to develop the CCD process at community level. UNICEF perceives as foremost among them the ABC programme, with its focus on orphans and other vulnerable children in particular need of care and which can, and should, encompass all of the priority areas.

The CCD strategy aims to work with and through existing institutions, acknowledging the key role of Government at all levels, while at the same time further developing partnerships with NGOs and Civil Society. Ideally the process starts with support to strengthening the capacities of these partner institutions to programme for children's rights and who in turn, will provide support to the community capacity development process in a cascade through Provincial and District structures to the community.

The process does not set out to create new structures of leadership nor to replace tools and methodologies for community participation that partner organisations may be already using. Recognising that community decision making and leadership patterns in Mozambique are varied and multi-faceted, the process aims to build on existing leadership, supporting communities through flexible partnerships to decide how best to manage identified solutions.

2.2 The CCD Reference Group

The CCD strategy is to be implemented in all four of UNICEF's Programme sectors. Among the key partner agencies for its implementation are the Centre for Agrarian Training (CFA) and the Centre for Professional Training in Water and Sanitation (CFPAS) providing training, tools and materials and for implementation and monitoring of activities. Four institutions have also been identified as key to facilitating the operationalisation of CCD strategies across the sectors and have been formally brought together as Reference Group members. These are the National Directorate for Rural Development (DNDER replacing INDER), the Ministry of State Administration (MAE) through its National Directorate for Local Administration (DNAL), the Ministry for Women and Co-ordination of Social Action (MIMCAS) and the CFA. The Reference Group is intended to operate as a guiding and facilitating body that will be able to assist in operationalising the CCD strategy across UNICEF's programmes.

2.3 UNICEF's Sector projects and Programmes

The Terms of Reference for this assignment indicated key projects to be focused on during the field research in each one of the principal programme areas constituting UNICEF's country programme. The CCD strategy is one means of implementing UNICEF's Country Programme objective "to strengthen family and community capacities to protect, nurture and care for children." Thus the CCD strategy is seen as a cross-cutting mechanism to support community development in each of the sector programmes. Summarised below is the programmatic basis on which the projects studied in this assignment are integrated into the broader programmes.

2.3.1 Community orphan care as part of Social Action Programme

The ABC programme implemented by the MIMCAS through its provincial directorate and district representations is identified as a leading instrument for implementing the CCD strategy. The 'ABC' programme is conceptually based on the more widely used notion of Community Based Rehabilitation (CBR). CBR or ABC is seen as a community development strategy to effect rehabilitation, equalise opportunities and the social integration of all handicapped children. It is to be implemented through the combined effort of disabled people, their families and their communities through sanitary/health and vocational education, as well as social services. Programmes tend to be relatively small scale, their reach being limited by the need for community workers to act as facilitators and mobilisers in the longer term, particularly when the community development aspect is taken seriously.

At provincial and district levels the DPMCAS appear to simultaneously have the roles of facilitators and implementers of the sub-components of the ABC programme. This has brought about considerable difficulties in responding to vulnerable children in their communities. In the majority of cases, at

District level the sector only has one implementing agent – the District Director, who aside from responding to demands from the District Government, actually carries out the sector's programmes. There may be local variations of this structure, but they are not institutionalised. This leaves the Social Action sector at district level as the policy implementor.

Facing this situation, in 1999 the strategy of UNICEF and its partner was to involve local leaders at district and sub-district (Locality) levels. These were targeted for capacity building to find community care solutions for vulnerable children. Local leaders were to be involved via the formation of Núcleos or Committees at district and locality levels which would include state and community representatives at each level. These Committees would have the double function of being facilitators/mobilisers of community involvement in the care of vulnerable children, thereby permitting the withdrawal of district Social Action Agents from implementing the ABC programme.

In order to implement this plan the districts of Sussundenga in Manica Province, and Mocuba in Zambézia were identified. In June/July of 1999, two seminars were carried out at province and district levels in both provinces with the aim of creating these Committees. At provincial level District Directors of Social Action were included in the training, and at district level local Authorities and political community influence leaders were included. Specifically:
- Government leaders at various levels – District, Administrative Posts, Locations (Presidents) and Bairros (secretaries);
- Representatives of Organisations/Associations (including the members of the OJM, OMM, OTM, OCM);
- Community leaders (régulos and their representatives, religious leaders, other influential community members);
- Volunteers and community workers;
- Community members.

As a result of these two seminars, Social Action in Manica promoted the creation of two Locality Committees in Machaze and Guro, and in Sussundenga District a district level committee was to be created.

UNICEF's objective for the next two years is documented as the increase of activities that promote human and children's rights (HRAP and CRMP) through the ABC programme. This will include increasing the ABC programme via DPMCAS and other facilitators and local mobilisers, community committees and/or NGOs to cover 50% of the provinces of Manica and Zambézia. It will involve training government and communities as the programme grows, and the initiation of concrete projects with the Social Action sector. In Manica this will include vocational training of handicapped youth and orphans, and development of a plan for the care of the orphan child with AIDS that includes civil society and NGOs working in this area.

Simultaneously it is also planned that formative research with the production of profiles produced of community practices in relation to orphans' needs in difficult situations, the mechanisms and actors most relevant to these contexts at various levels.

2.3.2   Malaria prevention as part of the Health and Nutrition Programme

As part of Mozambique's effort in joining the 'Roll-Back Malaria' campaign, during 1999 UNICEF carried out consultation meetings and designed a community based project to help prevent malaria and encourage home-based case management. The recruitment of a malaria specialist and assignment of a UN volunteer to this activity permitted the constitution of an integrated team and consultations that characterised the initial phase of implementation. The project is being implemented in Zambézia

Province with the formal collaboration of the Ministry of Health, Population Services International (PSI) a company specialising in the social marketing of health products, and the Health Research Centre of Manhiça (CISM) responsible for project monitoring and evaluation. Local level collaborative relationships are being formed in Zambézia through intersectoral consultative meetings promoted by UNICEF, and as PSI begins implementation of the social marketing campaign that aims to sell insecticide treated bed nets (ITN) and first level drugs for treatment of malaria.

The implementation strategy will use the CCD methodology identified by UNICEF to promote home-based care of malaria and to assist communities to be able to deal with their malaria-related problems to a greater extent and with greater effectiveness at home. It is expected that this is to be carried out through a tiered training from district through locality to community level so that families in communities with trained members that can count on the following support levels: the local health units for organisation and resource management, local NGOs/CBOs as facilitators and trainers. Based on an administrative format, the Locality is intended to be the lowest unit for organisation of coalitions of active interventionists in the area that can contribute to malaria prevention and treatment activities. This group will have the task of planning and co-ordinating implementation, identifying potential drug outlets and local solutions for evacuating people to the nearest health facility, as well as acting as a forum for community development issues.

2.3.3   Informal education as part of the Basic Education Programme

The education sector's new national strategic plan provided the basis for UNICEF's most recent programme of co-operation in basic education (1999 – 2001). Access, quality and relevance, with gender equity are key components for reaching universal primary education. Since it is clear that formal education in Mozambique will not be universally available in the short and medium term due to poverty, gender discrimination, demands for child labour, socio-political and cultural disadvantages, UNICEF has explored ways of supporting non-formal education initiatives. Among these is the NGO agreement negotiated with the Islamic Community in Nampula Province for implementation of an initiative to provide non-formal basic education at EP1 and EP2 levels and Islamic education. This initiative constitutes a focus of this research.

Although the idea for a programme Education without Frontiers through UNESCO and MINED was never taken up for implementation, the project supported by UNICEF in Nampula could be considered as falling under this general concept. UNICEF's work with the Islamic Community in Nampula through the Wissomiha Project aims to develop innovative approaches for reaching children and adolescents whose educational needs are not met through the formal education system. Open Resource Centres for Integrated Learning will be set up to meet these needs. The project also expects to support methods and alliances that expand learning opportunities and life skills education (including HIV prevention) for out-of-school children and adolescents through supporting NGOs, CBOs, religious organisations, associations and others to promote community based initiatives to provide basic education. UNICEF's SARA communication initiative was developed within this general ambit.

2.3.4   Hygiene education as a Municipal Services support activity and as part of the Rural Water and Sanitation Programme

UNICEF's Water, Sanitation and Hygiene Promotion programme supports sub-sector development through national strategy development, water and sanitation staff training and the national low cost sanitation programme. UNICEF's efforts to promote integrated programming, and to follow through new policy developments at provincial level sees its continued support for the Water and Sanitation Departments (DAS) of the Provincial Directorates of Public Works and Housing (DPOPH) in Zambézia

and Nampula provinces. The provincial rural water supply and sanitation programmes are managed through these departments, and UNICEF's support has been to institution development and reforms such as installation and operationalisation of sanitation programme capacity in the DAS-DPOPH, as well as to promote changes in programme emphases towards demand based rural water supply strategies. UNICEF's support to the low cost peri-urban sanitation programme of the Municipal Councils constitutes part of the overall reform process aiming to decentralise public social service management and its various forms of delivery.

The approval of funding for an integrated rural water supply and sanitation programme for Zambézia province will help mobilise resources for UNICEF support to provincial activities. In 1999, following the creation of an intersectoral co-ordination and management group at provincial level, an intersectoral team was trained and participatory sanitation and hygiene profiling exercises were undertaken in Nampula and Zambézia. These resulted in development of a participatory learning tool kit and trained teams to act as resources for further support to participatory learning activities.

It is expected that water, sanitation and hygiene education activities continue to be implemented through strategies to meet policy expectations during a transition period. These will include the establishment of management and monitoring capabilities at provincial level to implement a demand-based sub-sector service provision strategy. Facets of this include a CCD orientation in the creation of demand for water supply and sanitation facilities through awareness-raising activities about the reasons for many health and socio-economic related conditions frequently expressed as the realities of peri-urban and rural families. In the effort to encourage sustainable behaviour change, the aim is to equip communities and individual families with skills enabling them to resolve their problems in these areas.

2.4 Project status encountered in Zambézia, Manica and Nampula

2.4.1 Zambézia

Malaria project

A KAPB survey carried out by the CISM in November / December 1999 identifies possible price ranges for the sale of ITNs in the rural and urban areas targeted by the project. In Zambézia integrated teams comprising of the Provincial Directorate of Health (DPS) and representatives of the preliminary 'coalition groups' formed at district level (Mocuba District and Quelimane City in the first phase) have already been involved in supporting and creating awareness about the project in various sectors and among the NGO community.

PSI has initiated consultation with key focus groups of those considered most vulnerable to malaria including pregnant women and women with children under five years old as well as those with purchasing control, the men, to identify preferred means of purchase of ITNs. This has resulted in identification of specific entry points into rural communities. Different approaches to be attempted include:

i)   Through small committees such as those created by World Vision in conjunction with the District Directorate of Health (DDS) in Mocuba, assisting these with training, and sustainable management guidance. It is hoped that the committees will purchase the products through members' subscriptions, and then these will be sold to community members through a system of down payment and instalments prior to receipt of the product.

ii)   Via NGOs working in the project area that can finance the hand-over of the first 10 bed nets, following the payment by community members of these, financing will be directly carried out

through and by communities. It is hoped to initiate this approach through contact groups in rural areas that are already working with NGOs, such as those involved in the commercialisation of their crops together with CLUSA.

iii)   Via churches and religious communities that agree to use the ten percent of income contribution (tithe) paid by members to the church, to integrate the sale of nets into the religious communities.

Together with community leaders acceptable prices have been established through consultation meetings, and following further training of field staff (PSI community agents) it is expected that the project will be ready to launch the social marketing campaign.

At provincial and district levels, doubts have been expressed about the capacity required to ensure broad and effective implementation of a social marketing campaign throughout the rural areas of Mocuba and Quelimane. Both PSI and health sector counterparts are concerned that they do not have adequate logistic, staff and management resources to support the project's planned development. The intensive consultation, training and organisation of and with project partners that is characterising the first steps of project implementation, is revealing the difficulties of reaching rural communities, supporting facilitators and mobilisers and supervising community agents' activities with only one vehicle, and two community agents per district.

Orphan programming - CRMP Programme

UNICEF's CRMP programme has in the past year undergone significant vision and institutional in-house changes so that now HIV/AIDS, orphan, and child rights programming is all managed through the same department. This breadth of scope is not reflected in the programmatic management and co-ordination alliance that UNICEF has with MIMCAS and its provincial and district representation in Zambézia. Previous support by UNICEF to the ABC programme has been shifted to 'scaling-up' and focusing on care and protection of orphans and vulnerable children, and HIV prevention programming as the basis of a broader community development approach. The internal logic of this does not appear to have been easily transmitted to Zambézia via UNICEF, or within the province itself. There is an apparent lack of 'buy-in' signalled by the doubts expressed about the scope of the 'new philosophy of ABC' as it is frequently called, as well as the discontinuity of programming experienced. That is, major consultative actions only occurring when UNICEF visits from Maputo.

Questions being asked include: Will the basic support to rehabilitation and integration of disabled people continue? How can an agency such as DPMCAS with very limited capacity, undertake to lead the new programme in a broadly facilitative co-ordination role at provincial and district levels, while at the same time operating within a control-oriented relationship with UNICEF signified by the latter's micro-management tendencies? These are operationally oriented questions that require clarification and a demonstration of commitment to guaranteeing a more positive working environment.

Thus in Zambézia the ABC programme is still being implemented by community volunteers in the same format as described in the ABC programme evaluation carried out in March 1999 by Pamela Zinkin et. al. At the same time, community agents have been involved in the broader scope awareness raising and planning meetings of the 'new philosophy of ABC'. The conflicts between the findings of the ABC programme evaluation and UNICEF's initiative have not been worked through at any level, and queries as to how the programme can scale up, when recommendations were made to the contrary early last year have not been discussed, nor apparently openly recognised.

Provincial and community agents were tasked early on in the iniciative to make contacts with potential facilitators and mobilisers through whom the programme should be implemented. However, this has not

been followed through systematically since there has been some doubt among leadership cadres about how to implement the CCD strategy in reality. The few contacts with NGOs that have been made did not have clear objectives expressed, nor has there been a useful understanding developed in any case. Details of implementation strategies and the implications of certain actions and in-actions have not been examined, and as a result no-one has a clear idea of what is involved.

The activities carried out by Social Action in Zambézia with UNICEF funding in the past have been characterised by difficulties in management and accountability. Although UNICEF's control-oriented reaction today is aimed to minimise such problems, there continue significant difficulties in ensuring effective communication flows vertically within Social Action, as well as between Social Action and UNICEF. This situation is not conducive towards effective management of community based programming.

Participatory sanitation profiling

The action-oriented sanitation profiling exercises organised through the WASHE section of UNICEF were to be incorporated into the provincial integrated rural water supply and sanitation programme, Quelimane Municipal Council's WASHE programme and UNICEF's support to the Education sector from 2000 onwards.

As part of the Country Programme 1999-2001, UNICEF switched its support to the provincial rural water and hygiene education programme from the implementing agency, the Provincial Rural Water Station (EPAR), to the programme management agency DAS-DPOPH. During this period UNICEF has assisted the DAS to make the institutional and programmatic changes that are required by the Rural Water Transition Plan, and overall by the National Water Policy. While designing the larger integrated rural water and sanitation programme during 1999, UNICEF's principal direct support in the past year has been towards the development of the capacity to manage and monitor sanitation activities from within DAS-DPOPH. Changes included:

- nomination and training of the person responsible for management of sanitation activities in DAS in qualitative sanitation profiling;

- promotion of negotiation of the transfer of two sanitation animators from the Improved Latrines Project (PLM) / the Institute of Physical Planning (INPF) to DAS-DPOPH;

- the training of an intersectoral team to carry out participatory sanitation profiling.

Following on from the training and realisation of the sanitation profiles (being the first two stages of the CCD cycle), the DAS-DPOPH requested funding from UNICEF for carrying out monitoring in the two target districts. No funding for sanitation activities aside from profiling has been received by the DAS-DPOPH from UNICEF. No communication or support has been received from the Low Cost Sanitation unit (GPNSBC) in the National Directorate of Water Affairs (DNA) to which the DAS is accountable. Indeed the impression at provincial level is that the GPNSBC does not have funds for awareness-raising or policy dissemination about the sanitation strategy and the institutional establishment of sanitation in DAS-DPOPH. Thus to date this institutional innovation has no government support – no job descriptions for the people to be assigned to DAS, no competency guidelines, nor a capacity building plan or short term activity plan. This apparent institutional support vacuum has slowed down the transfer of animators from INPF and no sanitation capacity building (required to co-ordinate, monitor and provide quality control of NGOs and other collaborators) has been carried out. The lack of support for DAS' sanitation component has emphasised the lack of clarity of the role of DAS-DPOPH with regard to sanitation and

hygiene education in relation to the Health and Education sectors. The DAS-DPOPH is not recognised by these two sectors as having competencies in the area.

The sanitation strategy recommends that the DAS-DPOPH should be identifying NGOs to assist with programme implementation. Although contacted NGOs have shown a general interest in becoming involved, without DAS having trained and recognised sanitation specialists, the NGOs have not shown any continued confidence in agreeing to provincial monitoring.

The Municipal Council of Quelimane (CMCQ) has participated in the sanitation profiling, training of animators (though none has yet occurred for the supervisors and managers) and has taken responsibility for the PLM. The dynamic leadership of the CMCQ has facilitated the transfer of sanitation animators to the CMCQ to continue to operate in much the same way as they did under the old PLM, though applying their services to the Municipal Council's sanitation and water supply programme rather than an independent programme.

Non-formal education

Although the Terms of Reference did not specifically recommend attention to any non-formal education projects in Zambézia, it should be noted that UNICEF is supporting the 'Our School Project' (PRONES) in Quelimane and Mocuba, that the gender initiative is being incorporated into PRONES, and that the SARA learning initiative is being promoted through Licungo Community Radio in Mocuba. Thus UNICEF is assisting to encourage more girls to enrol and stay in school longer, is encouraging the hygiene and sanitation profiling to be taken up as a school based activity with the children, is promoting the institutional establishment and effective use of the Community–School Links (LEC) in promoting a performance monitoring dialogue between parents and teachers.

Within the formal sphere UNICEF's support targeted to pilot zones of pedagogic influence (ZIPs) is soon to be complemented by large scale capacity building investment from Danida and the European Union starting in 2000 / 2001 respectively. Most non-formal education activities are being carried out through NGOs in Zambézia including ActionAid (Reflect adult learning method and Stepping Stones life-skills learning method), Save the Children UK (SCF-UK) and Oxfam UK. UNICEF is currently considering use of the Stepping Stones method as part of the CCD life-skills capacity building intervention with DPMCAS.

2.4.2   Manica

'A Nossa Escola' Project - PRONES

UNICEF has supported the PRONES initiative implemented by the DPE since 1992. Of the two initial components, participatory school construction, and strengthening teaching quality, only the latter is still continuing. The CCD component of PRONES is the Community-School Link (LEC) organised into Commissions or CLECs. The other components of the project include supply of transport to the District Directorate, ZIPs and schools, teacher and director training, funding of supervision, school equipment and basic materials. PRONES works with 148 primary schools and 34 ZIPs in the province with 1,152 teachers and 73,325 children. In the year 2000, this will be expanded to two more districts, Manica and Barué. In Sussundenga District the seven ZIPs covered to date will expand to 17 in 2000.

In Sussundenga District where research was focused, it appears that there have been positive experiences with the CLECs. The CLECs take an important active role in school construction, and it is interesting that it is usually through these that communities pressure the Education sector to expand the number of schools. Within PRONES there does not appear to be any specific programme directed at the CLECs.

Overall the impact of PRONES is felt to be positive and has permitted improvements in supervision, and school capacity with free distribution of relevant equipment and materials in the targeted ZIPs. However the DDE does not have exact knowledge of the PRONES plan of action, time commitments and resources available which limits planning at local level - the district technicians and ZIPs. Through this study potential areas of project development were identified, and some are noted below:

- Introduction of a district level planning process for PRONES which will permit the District to apply approved detailed plans and resource allocations.
- Consolidation and dissemination of positive experiences of the CLECs by their training in CCD and exchanges of experiences between one another within and outside of a given district.
- Increase coverage with transport and school equipment (especially mobile blackboards and sports equipment).
- Distribution of sustainable school materials (such as writing slates since there are no pencils available in the local market).

Community involvement in orphan child care and vulnerable children: Creation of Community Committees at District and Locality levels

UNICEF has supported this activity within the context of the DPMCAS ABC programme through seminars to promote the formation of Community Committees to facilitate /mobilise community care of children in vulnerable situations. In Sussundenga it was planned to create the Committee after the ABC seminar, however following the transfer of the District Director for Social Action the substitute has had difficulties following through this plan. In all districts, the election period that followed the seminars will have weakened the Committees created, or require the creation of new ones. In general the members of these Committees appeared to be unclear about their functions and activities as members, particularly at Locality level.

At the level of DPMCAS the current priority is to support the consolidation of formed Committees, while in Sussundenga the District Director is working with a seminar participant list to identify Committee members at the district level.   He is also trying to adapt the seminar documents to the local realities in order to facilitate the creation of Committees at Dombe and Rotanda Administrative Posts.

Analysis of the seminar documents and interview results indicate that this activity has been instigated in a vertical form structured from top-down.   It is worth questioning whether the appearance and constitution of District and Locality Committees in this form is a CCD strategy, and if it would not be better to involve community leaders and communities themselves in their identification of solutions to the problems of the care of vulnerable children.

On the one hand it is important to design a strategy that takes into account current practices. The planned formative research promoted by UNICEF on the situation of orphans is a positive step towards the strategy of involving the community in care taking of orphan children. This research will permit the identification of generalised as well as specific situations in the field so that the strategy may be better informed by these realities.

It is worth analysing the experience of the health sector in the creation of Community Leader Committees at Health Posts[1].   These CLCs have accumulated experience, and should be seen as potential partners for activities with vulnerable children[2].

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[1] The CLC's in Manica Province were promoted by the health sector with support from IHA (International Health America). IHA has also carried out research on community leadership which could be a good reference source on the subject.

On the other hand, it is worth taking into account that various sectors and organisations also create community organisations that can guarantee community facilitation and mobilisation to participate in development activities. This is the case of the CLECs, the Community Leaders' Committees at Health Posts, the Community Development Commissions, and the Farmers' Associations. In the case of the ABC programme, the creation of a community committee in areas where there are already existing community structures in operation could duplicate tasks.

Cases where communities have themselves provided responses to this kind of problem do exist. Probably the most important factor is to consolidate existing community organisation in a given specific area in a way that responds to that particular situation. For example, the Rupisse Development Commission that appeared as a result of the Rupisse Development Project supported by the NGO ANDA which integrated the CLEC in that area, or the example of the Women's Training Centre in Manene in Manica District that integrates the second level primary school CLEC, the volunteers and model-mothers from the Nutrition Project promoted by Africare.

2.4.3   Nampula

The **Wissomiha Project** was proposed by the Muslim Community of Nampula as one of its various activities in the province in support of education in the *madrassas* and mosques. The leader of the association Chehe Ibrahimo Issufo is well known for his commitment to the development of the education sector, and is also a member of the board of Directors of the Basic Education Development Unit (UDEBA). The project was first conceived of as an initiative to bring together religious and non-religious education under one roof, but this original concept was broadened with the participation of various financing support agencies as ways were sought to integrate the initiative into the general 'Education without Frontiers' concept.

Wissomiha was the original idea of Chehe Ibrahimo Issufo, and he has pursued its maturation into a concrete project, albeit in its initial stages of implementation. His dominant character together with the cultural norms of the Islamic Community and Makhuwa culture have promoted his isolation as leader of ideas and almost solitary decision-maker within this project. The direct involvement of his extended family in the management of the project has permitted the continuation of his influence uninterrupted. The project will involve the construction of an Integrated Learning Resource Centre in Muahavire Bairro. It was found through community meetings in this and in Bairro Muhala where the project has its headquarters, that there was very little knowledge of its existence and development. The lack of awareness of these residents as well as Islamic Community members draws attention to the question of the potential sustainability of the project, given the lack of participation of the potential beneficiaries in whose name it was conceived, and presently in the formulation and implementation of these first stages of the project.

In terms of its strategy, the project aims to incorporate the most vulnerable groups among its beneficiaries, women and girls excluded from the formal education system. For cultural reasons these groups have been severely held back by their lack of participation in formal education in the northern parts of the country. This has limited women's participation in social and public life as a result. Thus even if the project benefits principally Islamic community members, it will certainly have a positive impact. Little co-ordination has occurred with similar institutions in Nampula, many of them having a remote knowledge (UDEBA, DPE) of the existence of the project or none at all (OSUWELA). The lack

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[2] The Community Health Section of the Manica DPS sees the CLC's as community structures and not belonging to health, as such they encourage other sectors to work with them.

In terms of non-formal education, the activities of animators from the Rural Water Programme (PEC section of the provincial Rural Water Station - EPAR) and from the Low Cost Sanitation Programme were also studied insofar as the CCD characteristics of the integrated training and implementation activities in Zambézia regarding sanitation profiling were also carried out in parallel in Nampula by UNICEF in 1999. It is expected to launch an integrated rural water and sanitation programme in Nampula in the pilot districts of Nacaroa and Mogincual where the demand-based approach will be tested and refined for application throughout the province.

2.5 Working Assumptions

At the beginning of the research it was found that although the concept of 'CCD' was not a new one, its manifestation in UNICEF programming as a cross-cutting theme with a special core position with regard to the new CRMP programme, was. This basic approach to community development using the participatory three stage cycle of assessment, analysis and action (the Triple A method) has been mainstreamed throughout development agencies over the past twenty years. Its application however, has been refined and developed in different sectors to serve different ends.

- By endorsing CCD as a cross-cutting sub-project, it is assumed that UNICEF is taking on board the responsibility for ensuring the implementation of participatory community development with the expectation that this will allow communities the best possible opportunities for developing sustainable interventions with UNICEF assistance.

- By promoting CCD application particularly in the CRMP programme it is assumed that the methodology will be used as a participatory programming tool at all levels, and that this, being taken up in a difficult implementation environment will at any time be subject to reflective scrutiny as the participants in the process presume useful.

- It is assumed by the consultant team that UNICEF intends to follow through all the 'A's of the Triple A process in the field, and will therefore ensure funding for the activities identified through the process and jointly with all participants considered appropriate for funding by UNICEF.

- It is also assumed that this assignment, constituting in itself a phase of CCD programming analysis, will be followed up by UNICEF in terms of the resulting recommendations.

3   Purpose and scope of work

The research undertaken was meant to fulfil practical, action-oriented information needs. It was designed to learn from, and provide the basis for further community capacity development programming for existing projects and programmes supported by UNICEF and other reference group members. The geographical focus of the study was therefore in locations where continuing activities would give relevance to the findings, and the actual districts identified as sites for investigation would comprise different case studies. The specific issues addressed by the different projects and programmes located in these areas were used to focus the research questions and line of inquiry. Thus the scope of work was delimited thematically by key issues regarding community orphan care, malaria prevention, informal education, and hygiene education.

of awareness about the project and its low profile in general is likely to partly be a result of the 'closed' attitude of its leadership, and to a certain degree local experience of competition for funds.

In the area of non-formal education the DPE is working in Mogovolas with the Mission Sisters to build capacity and literacy apparently with successful experiences. UNICEF's support for the Girls' Education project is taking place via the DPE and is likely to be expanded from the three districts where it is currently implemented (Nampula, Mogovolas and Mossuril) to Moma, Angoche and Mogincual with support from SNV. The gender unit in the DPE co-ordinates activities in the districts and ZIPs where each involved school has groups of parents formed known as 'Núcleos for Promotion of Girls' Education' that link with the rest of the parents to deal with aspects that hinder girls' participation in school. To its credit the project has achieved higher retention rates, and better pass marks for girls since its initiation.

Multi-activity capacity building of the DPE / DDE and ZIPs through PRONES is also implemented in the Districts of Muecate, Murrupula and Ilha de Moçambique and is in the process of expanding its coverage.

The research questions took as their starting point the need to analyse the roles and capabilities of the various actors who contribute to community capacity development in order to comment on their respective potential contribution to UNICEF's new programmatic stance. Thus the core questions addressed are the following:

- Who are the potential mobilisers in the community? According to topic to be addressed and primary community participants?
- What motivates individuals to become, and to remain mobilisers?
- What are the most efficient/productive ways to reach and support the various categories of mobilisers?
- What opportunities exist for supporting various categories of mobilisers to work together? What tensions might need to be resolved in order to accomplish this?
- How do mobilisers and local level facilitators interact with the district administration and its representatives?
- How do district administrations make use of local knowledge and human resources, including mobilisers, in planning and delivering social services? How could this be improved?
- Which institutions at provincial, district and sub-district level are in the best position to serve as facilitators to the community capacity development process? What role do they currently play and could they play in the future? What are their needs in terms of capacity building in order to play this role more effectively?

4   Methodology

4.1   General Description

The formative research undertaken in this assignment was initiated in Maputo with a desk review of available documentation and consultation with Reference Group members in order to obtain enough information to design preliminary guidelines for testing semi-structured interview and focus group discussion formats in Manica Province. An inception report providing a detailed workplan and the refined guidelines was presented at the end of this preliminary phase of the research. Participatory methods were used for facilitating the focus group discussions, although for lack of time and the breadth of issues to be discussed, these were limited to use of illustrative scenarios, and voting mechanisms. The semi-structured interviews were carried out in an iterative fashion that used information already gathered to build upon and compare opinions with different individuals and small groups. The results of all these have been compiled into matrices that can be found referring to facilitators and mobilisers in Annexes 2, 3, 4 and 5.

The second phase of research involved field research in three provinces, Zambézia, Manica and Nampula. Following ratification of sites based on budgetary limitations and priority interventions, in agreement with UNICEF case studies were made in three locations: Mocuba district in Zambézia, Sussundenga District in Manica, and in Nampula city. The consultants' field team for Nampula was changed due to unforeseeable circumstances, and the new team approved by UNICEF prior to the fieldwork.

The second phase involved approximately two and a half weeks of fieldwork in the provincial headquarters and the focus districts collecting information using the above-mentioned participatory methods. During this period partner institutions were met, government counterparts as well as NGOs and CBOs using relevant CCD approaches in the study locations.

Altogether twenty different organisations were interviewed in Zambézia, and different personnel from these followed up at provincial, district and national levels. Three community meetings were held, two in Mocuba district and one in Quelimane, and two meetings were held in Mocuba involving extension agents and trained mobilising teams in the agricultural, health and social action sectors. A list of contacts of these facilitators can be found in Annex 2, as well as a list of the locations where organised and trained community groups may be located in Mocuba District. In Nampula seventeen partner organisations including government were met, and four community meetings were held in Muahivire, Muhala and Namutequeliua *bairros*. In Manica nineteen different organisations were interviewed and eleven focus group discussions were held with communities from the headquarters District but at an Administrative Post some distance from the town, in the Administrative Post of Muhoa where the NGO ANDA was working, and in Manica District where the existing community work (a Women's Training Centre) justified inclusion in the research.

Round-table meetings were held in Mocuba and Sussundenga in February and early March respectively involving interested and potentially involved facilitators. A summary of the discussion and outputs of the Zambézia meeting is presented in Annex 6.

4.2   Implementation limitations

All efforts were made to ensure the high quality of information acquired and analysed despite the reduction in consultants' days. During work carried out in the field it was evident that the **scope of the**

consultancy although limited by the Terms of Reference, could not easily be contained within these terms. In analysing the potential roles and capacities of facilitators and mobilisers, their relationships with each other and the local administration, it was evident that the enabling environment that is a pre-requisite for CCD processes to be effective had vertical and horizontal conceptual and contextual links that needed to be understood in order to evaluate the usefulness of first appearances in the field.

Although objectives were achieved, **time** for the field work was very limited and the rains threatened the completion of work in Manica. As a result in all provinces less potential facilitators were contacted than originally planned, a selection had to be made prioritised in the three provinces according to the relevance perceived in terms of the core themes of study. The geographical scope was also reduced and movements of great distances on bad roads that were time consuming were avoided. The participatory methods used during focus group meetings were simplified as were interview schedules in order to guarantee coverage.

Preparation for the field work had to be adapted so that a visit to test research tools was only made to Manica Province. As a result the application of the guidelines produced in consultation with the Team Leader was relevant for Manica and Zambézia, but less so for Nampula where there was less clarity about the status of UNICEF supported activities, and future application of the CCD strategy. Results are therefore more consistent from the first two provinces than the last.

With hindsight it is possible to question the **relevance** of the geographical locations and the focal topics chosen for study of CCD implementation options. The Terms of Reference specified locations where particular projects chosen by UNICEF were to provide a point of reference for application of the results of the action-oriented research. UNICEF's support to the basic education programme in the three target provinces should have been a fundamental priority for investigation in all of these. However, it was understood prior to starting field work that the focus would be on the non-formal education component of this programme with one example for investigation –the initiative with the Muslim community in Nampula. The relatively small scope for potential application of CCD methodologies to the implementation of this latter project could have been balanced by more emphasis in researching the potential of the (C)LECs as community links, and the effectiveness of the ZIPs in supporting them, for example. However, as a result of the limited time available, the broader scope of UNICEF projects in some areas in relation to others, and the subsequent organisation of research priorities in relation to the Terms of Reference, the education sector did not benefit as it should have done from this research.

In addition, due to time restrictions the number of community groups visited and families contacted was a very small sample of capacities and opinions within the districts in focus. As a result of this, caution should be taken in generalising from the research results, and applying specific findings out of context.

The lack of time also restricted the possibility of discovering details and dynamics of the internal organisation of communities if they were not oriented towards making external links in the ambit of development.

4.3   *Presentation of results*

The research questions posed for the study appear to concentrate on the role of mobilisers rather than facilitators. As such, and for ease of reference against the research questions, the results of the research presented in Volume II initially discuss the role of mobilisers and then move on to discuss facilitators. However, it should be noted that the links between the two are very close, and indeed, in most cases the mobilisers could not have been identified if there was not a project or activities which had been facilitated externally. Additionally, UNICEF's major link will be with facilitators rather than mobilisers. For these reasons, the facilitators are the key focus of the research and therefore more emphasis is placed

on the facilitators than the mobilisers. The two sections each stand on their own, though reading of the results on mobilisers is very much informed by a reading of the results on facilitators.

5   Key Issues

5.1   Capacity and roles of facilitators and mobilisers

The **gap** between the capacity of NGO and government facilitators to support CCD in Mocuba, Sussundenga and Nampula is a major impediment to successful and sustainable interventions. Although the local government in principle has great potential to reach communities, facilitate communication and channel support through its various representatives, this is in practice restricted by lack of resources and the complex identity issues surrounding governance and political roles. When there are human resources, as in DDADR's rural extension network in Sussungenga, the lack of financial resources can limit the impact of the programme. NGOs cannot compensate for the lack of government reach, particularly of poorly funded social sector institutions. NGOs should be facilitating CCD with the aim of strengthening communities' roles in relation to access to public services and channels for continued dialogue with the government. This is not happening in Mocuba, nor apparently in Nampula. The integrated nature of CCD is currently differentiated into sectoral issues, and being responded to by NGOs and government in like form.

This situation is a reflection of the hierarchical nature of funding mechanisms and accountability chains. While local representations of government are more concerned with top-down accountability, sustainability of CCD activities carried out by NGOs among communities remains at risk. Conversely without adequate vertical communication channels and effective use of these, horizontal co-ordination activities between NGOs and local government can become isolated and of little practical use in terms of planning resource use unless alternative funding mechanisms are also identified. In the policy climate increasingly emphasising sector investment planning, it is difficult to reconcile the time it will take for these vertical mechanisms to be brought into operation, with the present needs for local CCD support. Agreement at local level about the realities in relation to the policies is necessary as a first line starting point for local planning.

This policy climate also poses questions about the role of NGOs in the future when it is expected that government will play a co-ordinating and facilitating role, with much greater involvement of the private sector in direct provision of services. Although the strong role of NGOs is considered transitional by local government, facilitating the country's passage towards a period when the government will be strong enough to take on its responsibilities for these activities, the implications of Sector Investment Programmes are, in the near future, a much stronger role for NGOs.

Development of capacity of mobilisers who are members of community organisations created by NGOs operating in different sectors is apparently progressing well. The principal difficulties, aside from scale of impact, are related to sustainability. Project designs variously take into account the lack of government capacity to respond to community needs beyond the service providing institution. Mobilisers thus run the risk of being cut-off from support at the end of project funding cycles. Their awareness of this makes the question of incentives and motivation sources a crucial focus that should be discussed by the NGOs in collaboration with the communities, government sectors and local Administration to arrive at realistic solutions.

In-province training resources in support of CCD already exist linked at various levels from the province through to the communities. The important roles of the CPFAZ, CPFAM, international NGOs and FONGZA (and FOCAMA) in building capacity among other NGO partners is well intentioned. The

effectiveness of these inputs appears to be monitored informally through unstructured feedback provided by CBOs for example. No systematic assessment of training needs has been carried out with reference to CBO and local NGO facilitators, nor outside of individual projects, of the effect this has on mobiliser training and effective operation. Government involvement in training for CCD has been limited to UNICEF's provincial intersectoral training teams for sanitation profiling, malaria prevention, and launching the new approach to orphan child care / ABC programming. In Mocuba IBIS's capacity building of government for CCD facilitation only focuses on the agriculture sector. None of these integrated interventions took full advantage of the provincial training services offered by CPFAZ.

As discussed above, NGOs tend to operate in a regime separate from government in terms of the day-to-day assignment of resources to meet community identified needs. Although all NGO projects are approved at national and provincial level, the justification for these in terms of coverage is often a primary concern of government at those levels. Local level CCD support requires a closer relationship between NGOs and government. There is at least verbal agreement about this concern in Mocuba, although for it to turn into a better founded reality much work would have to be done on by both sides.

5.2   Reaching facilitators and mobilizers

Despite the lack of a facilitation role (or an interest in one) by the District Administration of Mocuba, almost all initial contacts by facilitating organisations, both government and non-government, are made through local Administration structures. Communities expressed their preference for formal channels of initial contact. In order to gain and maintain their trust for further collaborative activities local influence leaders tended to be used. It was noted that 'local leaders' of influence varied greatly from location to location, and that it is necessary to discover the identity of such people in order to secure the trust of community members. These range from *bairro* or zone secretaries, to traditional authorities such as *mambos* and *régulos*, and include religious leaders and others who have simply demonstrated their trustworthiness as citizens through their lives in the community and earned the respect. In practice the older NGO projects in Mocuba have facilitated the entry of more recent projects into communities where interests have been of a similar nature.

In Sussundenga both government and non-government organisations refer to initial contacts made through the Administrative Post and Locality levels, as well as the District Administration. Communities also expressed their preference for formal channels of initial contact. Gaining 'local leaders' trust and support are essential to start and maintain an external agency's activity. 'Local leaders' of influence also varied from location to location but it may be said that in rural areas involvement of traditional authorities such as the *régulos* (or their representatives – *sabuko*) is essential to gain trust and support for initial contacts and further activities. In different areas, variously presidents of Localities, zone secretaries, religious leaders and others who have earned respect through their lives also demonstrate their importance in the communities.

In Nampula local administration representatives also maintain their role as unavoidable entry points. Their non-facilitative approach and their subsequent involvement in activities have created some difficulties locally. The value of community consultation prior to design of projects is in the process of being taken on board by various organisations, and through this, it has been possible for them to follow-up needs directly. Most influential in the peri-urban communities of Nampula are the religious leaders followed by some of the traditional leaders. However similarly to Zambézia their parallel roles as administration representatives often distorts their representativeness.

5.3   Motivation of facilitators and mobilisers

Motivation is a product of an environment that attributes value to activities carried out. In practice most facilitators are motivated by their conditions of employment and their supervisors' encouragement. The conditions of employment of NGOs requiring more rapid results such as CLUSA and PSI include systems whereby local level facilitators are rewarded for more effective intervention, and their benefits curtailed for poor performance. Such performance management requires systematic supervision and output monitoring, and can only be applied where outputs can be clearly identified. This kind of motivation is very effective, though in practice difficult to implement due to the higher level of management organisation required to support it.

Other NGOs tend to pay their field facilitators salaries equivalent or higher than government salaries for similar qualified staff, but the additional benefits of transport and materials with which to carry out their work effectively differentiate NGO from government operating conditions. Government facilitators have low salaries that do not reflect accumulated experience even if their qualifications are low. Despite reforms, the effects are not significant, and there is little incentive to carry out activities beyond those stipulated as core and essential to maintaining their positions. The lack of operational conditions for government staff due to poor budget levels and lack of access to locally generated income are usually cited as the reasons for not supporting CCD activities.

In Mocuba it was only possible to note difficulties in relation to selective incentive provision in relation to IBIS's institutional support to the DDADR, where past experience of 'topping up' of salaries has left high expectations of its continuation for all and not just a few people. In Sussundenga, late payment of salaries to extensionists and the lack of means of transport are real impediments to their work, difficult to accept when one looks at the priority given by the State to rural development.

Among community groups assessments of the 'benefits' brought by different CCD interventions in material terms is a key aspect of their attribution of relative value and basis for participation. In the absence of any material incentives, an intensive supervision regime such as that of the health groups is necessary. The issue of incentives for all, for none or for some is difficult where there are no specific performance related targets on which to base such 'rewards'. Indeed this underlines the need to consider carefully the design of CCD projects respecting the reality that communities are still in a rehabilitation phase, in transition towards a more developmental context. Support services from the government are not easily accessible, and communities operate, for the most part in conditions of absolute poverty. Risks of failure are high, and basic needs still have to be met. Informal community organisations legitimated with communities themselves undoubtedly exist in the study areas. However external facilitators or mobilisers mentioned none. As a result of the lack of time, it was not possible to investigate the existence of any more permanent organisation other than the open working groups for collective activities in the *machambas* or *chitique* savings groups in the peri-urban areas.

The issue of incentive provision must recognise this, while also considering the need to integrate the receipt of incentives with activities in a format that does not create dependencies, but instead facilitates more effective performance. Thus supply of means of transport, of work materials and bonuses for effective work carried out are not only useful incentives for facilitators but can be applied to mobilisers too – where their participation is perceived as 'working' as part of a project. For mobilisers to idenitfy with the facilitating agency on a project basis is common in Mocuba and Sussundenga, and the idea of 'work' associated with educational activities is seen as both a benefit to the community and as a 'work' assignment from a project. When expectations of mobilisers and their time contributions are not

recognised by the project, is when many desist. This in itself may not be fatal to the project as long as demands on mobilisers for outputs are not high.

5.4 Relationships between administrative structures and service delivery systems

Local Administrative structures are expected to facilitate the governance of rural and peri-urban communities so that they can become involved in the development of their location and collectively contribute to the overall development of the country. Good governance as understood by the MAE / DNAL requires decentralisation of decision-making to the local level and a systematic dialogue between government representatives and the residents in their areas of jurisdiction. The expectation that in due course greater power and autonomous responsibility will become a reality at district level is the basis for support provided to district level authorities by higher level government as well as external organisations.

The responsibility of the local Administration in Mocuba and its structural reach into local communities are not matched by its operational reach. The difficulties in communication, staffing and financial resource constraints, and the complex political influences limit effective governance at local levels. The uneven feedback from the sector members of government at local level undoubtedly assist the District Administration to meet its responsibilities, but there are still gaps of information that cannot be easily overcome without greater collaboration at local level, as well as in relation to hierarchical superiors at provincial level.

The delivery of services by government in key social and economic sectors except water supply, sanitation and agriculture are institution based. Thus public funding prioritises the operation of health units and schools but cannot take into account the community context in which they operate. Sector funding in the agricultural, health, water and sanitation, and education sectors is in the process of being reorganised so that government, through sector specific development programmes may manage all donor and public funds. In Manica province in the health sector, the main donor is Finnida (together with HAI and Swiss Co-operation). It is probably that for this reason there is a relatively good supervision capacity in the sector. In other sectors (education and agriculture) the institutions and operation are only partially subsidised. The sector-wide strategy is far sighted. It will undoubtedly bring greater coherence to fund management in the sectors and hopefully greater efficiency in the use of funds, however it will take years for the effect to filter down to district level. In addition this will also demand a significant increase in the need for monitoring by government partners. Thus in reality, government service delivery at district level has high expectations but few actual resources to operate with in the meantime.

The lack of resources for the effective provision of services and effective local administration exacerbates their isolation. Instead their views are operationally divisive and competitive, and are only united with regard to their isolation from NGOs with apparently more resources to devote to local level activities. The effects of use of local or district development funds for district level management to encourage a multi-sectoral basis for planning and fund application have been positive with IBIS in Milange, UNCDF in Nampula, and to a certain degree by PRRZ-INDER in Zambézia. These positive experiences have been instructive and are likely to influence strongly the nature of support offered through the new EC funded Rural Development Programme and the World Bank's Rural Action Programme.

Thus while it is apparent that without capacity building targeted to the local Administration and service delivery organisations the implications for sustainability of interventions facilitated by NGOs is remote, the nature of the capacity requirements need to be carefully assessed. In support of CCD, at first sight it would appear that a multi-sectoral approach reinforcing integrated approaches might be sound. However, since government funding is strictly sectoral, unless district level initiatives are supported with funding and advocacy interventions at provincial and even national levels, the fragile motivation to

maintain intersectoral links will be lost. This is particularly reinforced by the evidence of difficulties in maintaining intersectoral and integrated programme planning initiated by UNICEF in the three provinces. Without external motivation there is no capacity or sufficient interest to ensure continuation.

6 Conclusions and Recommendations

6.1 Strategic

- The creation and maintenance of community organisations in rural areas to secure trusted access and broader impact within communities appears to be a relevant and effective strategy for CCD support.

  - These fill the gaps left by the shortfall of government reach into communities

  - They facilitate better communication at local community level, and provide opportunities for transmission to the outside via local facilitators

  - They do however require high level maintenance inputs where motivation is solely obtained by supervision and training inputs, and even if other incentives are used such as credit schemes

  - Gaps in support of community organisations result in a significant drop or complete withdrawal of mobilisers' support to communities where these have been solely legitimised by NGOs

  - Since community organisation and capacity development falls outside the specific direct implementation responsibility of almost all government sectors, there is no possibility of government funds for continuing support to community structures

  - The extreme poverty and low literacy levels encountered in rural communities make the formation of sustainable community development organisations a very difficult task.

- The complex issue of maintaining the continued inputs of local mobilisers in the medium and long term requires interventions at district, provincial and even policy levels.

  - Government policy explicitly advocates community involvement in social sector service provision.

  - In addition, most policies recognise the limitations of government capacity to take responsibility for direct implementation with communities.

  - However only in the rural water and sanitation sub-sector has an explicit strategy been developed that recognises the need to take specific steps through a transition phase towards achieving the final development outcomes.

  - The reality of poverty and low literacy levels as well as the expectation of the role of the practically non-existent private (social services) sector endorses the need for lobbying at policy as well as operational levels.

- Intermediary strategies that take into account the transition phase of community development should include consideration of:

- The role of NGOs and therefore the creation of exit strategies that promote sustainability of their interventions.

- The limitations of government effectiveness with limited resources.

- That in order to encourage an enabling environment for CCD, the accountability of government facilitators is focused on. Thus capacity building strategies should include support for transparent planning and management with particular attention to administration and finance departments of sectors and the local Administration. In addition government facilitators should be trained in participatory methodologies.

- The involvement of local associations and the private social sector is projected by most sector policies to be crucial to their implementation at local level. This suggests that strategies that build their capacity will go a long way towards assisting the required transformations in the districts.

- There are no private sector companies offering social development services in Zambézia and Manica. The parastatal Rural Water Enterprise is the only agency offering animators' services for hire. GESOM is the only example of an association providing services in the area of communication to various social sectors in Manica, as AMASI is mainly for the water sector in Nampula. Capacity building of the private (social) sector requires a more enabling legal environment and would require further lobbying in this respect to encourage the formation of effective sustainable agencies to contribute to execution of the government's programme.

- There are many CBOs in Zambézia and Manica but there is little systematic knowledge about their capacities, strengths, weaknesses and the opportunities for their realistic development. An institutional assessment of their organisation, and of capacity development needs together with a critical assessment of their operating environment would be a necessary starting point, since there is no information of this nature in the provinces.

- The negative impact of breaking the Triple A cycle by not following-up initiated activities, nor even supervising community development efforts is a lesson learned from the sanitation profiling activities. Other lessons learned from this scenario were:

  - A non-government organisation taking the responsibility for encouraging institutional changes in the name of public reform must be prepared to follow these through at local as well as policy / funding levels.

  - Promoting vanguard institutional and operational changes not directly instigated by the national level government tends to emphasise the communication (and funding) gaps between national and provincial levels, and undermines confidence and motivation to fulfil policy recommendations.

  - To promote programmes that demand the use of methods that provincial and district government facilitators are not completely familiar with, may turn into an ineffective strategy that cannot attain its expected results.

  - At least medium term funding should be available to follow up reforms so that the uncertainties generated by the changes can be adequately followed up.

- The great potential offered by the education sector as a facilitator with the means of access to creation and support of mobilisers should be further investigated.

  - The sector has dynamic leadership and is due to receive high funding inputs in Zambézia over the next five years from Danida and the EU aimed at capacity building.

  - In Manica the 'Nossa Escola' project has been supported by UNICEF and Redd Barna. It has had positive results which can be strengthened through decentralisation of planning to the district with external monitoring.

  - Most of the available documentation does not mention support to the (C)LECs, although they have amply demonstrated their existence and continued activities in support of the education of their children, and of the growth of the school network.

  - The theme of community 'quality control' is exemplified in the responsibilities of the (C)LECs (as in a smaller scale it is by the local radio programming groups and community judges) and could be a good example for application to other sectors and institutions.

  - The enormous scale of illiteracy in Mocuba district and Zambézia province, in Sussundenga and Manica province as well as Nampula on the whole begs greater attention to support non-formal education with reference to CCD (i.e. CLUSA's practical needs in rural association formation, and Chimanimani Eco-tourism Project).

- The variation of political, social and economic conditions in each different location should be taken into account so that any approach to CCD support is flexible. Notable is the difference in political undercurrents in meetings facilitated by the local Administration in relation to the flexible openness of meetings facilitated by NGOs.

  - The multiple roles of community leaders and members in reality confuses the distinction between political and administrative orientations issued by them.

  - Many local leaders are elderly and their attitude towards the potential of the youth, and their role in the community / society is very limited and authoritarian.

  - Few women, though there are some, participate in the public sphere, and therefore tend to be heard less in meetings.

- The demands made on local communities and mobilisers in the name of community participation is endorsed by all sectors but it is not clearly defined how it is related to service provision and public investments:

  - The roles of the community, the rules, structures and the degree of their participation, as well as time is not clearly defined. In some activities they act as supervisors, others mobilisers, yet others quality controllers and also judges – all in the name of participation in activities not initiated by them.

  - Communities and government lack clarity about government and project approaches, and as this research has shown there is a lack of consistency.

- Although the call for consistency is often made, this should not be allowed to become a rigid rule of operation, since as noted, CCD requires a flexible and open implementing environment. Where consistency is valid, is in terms of basically consistent rules about incentives for example.

6.2 Towards strengthening working relationships

- Relationships between the local Administration and NGOs are minimal and are certainly not mutually beneficial.

- The local Administration is not effective in its governance task as a result of being resource poor, it lacks an attitude of positive collaboration, and has a confused basis of operation because of the shifting identity of local representatives in terms of their governance and political roles.

  - The CMCQ is to take the initiative of creating an independent municipal representation in the city jurisdiction in order to avoid the misconceptions and representation problems currently experienced with administrative / party leaders being the same individuals.

  - The local Administration is very interested in capacity building to improve effectiveness. However, experiences show that this must be accompanied by direct facilitation and follow-up capacity locally available such as the major projects implemented by IBIS and UNCDF/DPPF Nampula, rather than the less direct support of the PRRZ-INDER programme for example.

  - The DNAL has been trying for some years to change some of the regulations for local Administration that provide structures for community representation but they have not yet been approved. One of DNAL's revisions which creates structures below the Administrative Post for community dialogue is currently waiting for approval.

- Support to district level sector institutions cannot create sustainable high performance institutions without also creating the appropriate operational ambience at provincial and even national levels. The experiences of the health and agricultural directorates in Mocuba are testimony to this.

  - Promoting co-ordination at district level may be desirable in view of the distance between NGOs, the local Administration and even some of the sector directorates.

  - This is a weak basis for operation without its own resources (a local development fund for example)

  - If district level funding is introduced, the capacity to manage it, to be accountable and still maintain or raise funding from provincial level would be essential

- The role of the religious communities as facilitators and mobilisers is an ambiguous opportunity for CCD promotion. Insofar as many local influence leaders are leaders of religious communities, approaches may be made. However it is important to remember that the churches appear not normally to engage in secular community development activities at a local level.

- The potential role of the CPFAZ in leading CCD training initiatives in Zambézia and CPFAM in Manica appears unchallenged.

  - They have good quality professional staff

- Income from courses sold cover the centres' operating costs. For longer term sustainability they need to increase their clients and/or prices

- They train many of the provinces' facilitators already

- The staff have been prepared to train CCD facilitators, they understand the concepts

- The centres have links established with a number of key institutions that facilitate support to CCD, and could promote this further through linking with:

  - the non-formal education section of the education sector,

  - the UNFPA gender project in Zambézia and the Chimanimani Eco-tourism Project and PDHL/UNOPS in Manica,

  - CCD facilitating institutions that practice performance management, in order to measure the impact of its inputs such as PSI and CLUSA, or those with the capacity to follow-up actions with mobilisers such as World Vision and IBIS.

  - CBO training activities in the provinces to build their capacity in CCD.

  - institutional capacity assessments of NGOs / CBOs in the provinces so that staff may become better aware of the implementation difficulties experienced by these.

- However, the lack of legal status of the centres is a concern that undermines their longer term sustainability.

- The centres' future potential could be significantly greater than at present in view of the recent incorporation of Rural Development into the Ministry of Agriculture, and the imminent implementation of the World Bank funded RAP intervention.

6.3   Implications for UNICEF's projects and programmes

Recognising the transition period in which CCD is being proposed means that UNICEF should not be overly ambitious in its expectations of achieving larger scale impact in a short period of time. Ambitious policies have been developed in most of the social sectors and few of these have yet identified operational plans through a transition period of institutional reform and economic recovery to the point at which there is active private sector participation and government takes a regulatory and supervisory role. UNICEF could assist in the establishment of mechanisms to facilitate CCD processes at local level by advocating for changes that will assist in sectoral support to CCD. Having an enabling policy with no clear path towards achieving it is a serious impediment to CCD in most sectors.

Vertical funding and communication channels are key areas requiring assistance. The creation of Public Sector Investment programmes generally works against local CCD initiatives: intersectoral links are not fostered and they do not promote local development management and integrated programming. The years it will take for the benefits of the sector wide approach to reach district level, in terms of fund availability, still calls for funding interventions during this transition period directly at provincial and district levels. However these should be made with shared awareness with the government as to their

transitional nature, and the premise that only when local government has the capacity to manage investment programmes locally will the funds be allocated.

UNICEF's management of programmes from Maputo tends to reinforce the vertical accountability process, looking upwards instead of downwards or horizontally. This approach will always work against the effectiveness of support to CCD, unless local facilitators take a management role of the initiatives. The Reference Group in Maputo could be effectively replicated at provincial level and district level where possible as a government support mechanism that could eventually take a lead management role in CCD programming.

The general strategy for CCD to support capacity development of government and NGOs / CBOs is sound. The large gap in effectiveness between the two facilitators is a key issue which acts against the sustainability of most CCD interventions. The focus on devising exit strategies becomes a priority at the start of all CCD programming interventions.

With reference to the specific focus issues identified in the Terms of Reference, UNICEF should consider the following operational conditions and recommendations:

- UNICEF's three projects with a CCD component in Zambézia Province are not intended to be institution based, but instead they are expected to be peri-urban and rural project that operate from community and home bases. In Mocuba the investigation made by PSI concerning entry points for their social marketing component of the malaria project resulted in three main community structures being prioritised, one of which was the community Health Councils and volunteer educators trained and organised by World Vision with occasional accompaniment by the DDS. These Health Councils and volunteer educators provide probably the best opportunity for this project to work through groups already sensitised to the general subject, however other issues are also important to take into account:

    - The health groups are ideal for CCD interventions since they have been well trained and their only motivation has been supervision and working materials. Many of the members are religiously motivated, their coverage is greater than all other community structures in the district.

    - World Vision's funding from USAID ceases at the end of June 2000. World Vision aims to look for alternative funding and is willing to use bridging funds for another six months to the end of 2000 to continue support for the groups.

    - The DDS cannot continue support for the groups after the end of the World Vision project.

    - If PSI uses some or all of the groups to assist in marketing this will provide the groups with a material interest / incentive they never had before. PSI will cease using the groups when the project moves on to new frontiers of marketing.

    - If UNICEF steps in to work with these groups this mixed experience of no incentives, and their involvement in ITN sales should be taken into account and discussed with each group depending on its experience, as to how they propose to continue with interventions that improve the home based care of malaria.

    - If the groups are also used for the identification of orphans and CRMP activities, it will be necessary to work directly with the health team, and ensure coherence of UNICEF's approach.
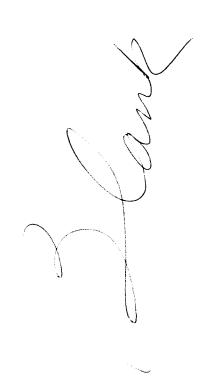
- A useful link between the two programmes might be through the only outreach oriented section of the DDS - the STD HIV/AIDS Section. The representative from this is dynamic and has experience of community outreach and education. He would certainly be a useful team member to include when defining CCD approaches and motivation differences between projects.

- The DDS will not have the capacity to be the lead or even an active partner in outreach initiatives. This underlines the need for UNICEF to lobby at the national policy and funding level and at provincial level to influence budget priorities if any CCD activities are ever to be supervised during and after the project ends. MISAU might usefully be included in the Reference Group.

- It would be ideal to have one experienced lead facilitator to assist UNICEF in project implementation, a professional NGO that uses CCD as a priority approach.

    - Initial candidacy would have fallen to World Vision despite the difficulties identified, and one of the foci for programming would have to be the formulation of 'exit strategies' together with the DDS and the communities. However the imminent end of World Vision's funding raises the question of continuity and the responsibility UNICEF should have in the future. Options include funding World Vision through an agreed low key, 'lower-cost-than-usual' contract with UNCEF and MISAU/DPS/DDS.

    - At the local NGO level, Monaso's project Esperança with ActionAid support could be invited to reinforce the DTS HIV/AIDS section of Mocuba DDS given its relevant experience in the area. UNICEF could support the activities with ActionAid, who could supervise activities to ensure effective management and accountability of resources at local level. Support from these two NGOs, one directly (for implementation) and the other indirectly (through direction, management and accountability support) would also be useful to support UNICEF's CRMP activity in the district.

    - ActionAid would need to be approached to assess its interest and capacity to provide programmatic and supervision support. If it agreed, one of the major benefits of working with ActionAid is its role in the promotion of the adult learning method known as Reflect. This has been officially adopted and included by the DPE into the provincial strategy. The needs for adult literacy in the rural communities has been identified by CLUSA and could be usefully taken up as a UNICEF funded CCD activity.

    - CCM is the only other NGO with relevant experience and capacity in the Province, it already has support from a technical advisor from IBIS in the gender and women's project, and this might prove to be a useful connection, if, as was expressed, CCM could expand its implementation area to include Mocuba.

    - The major problem with using NGOs not already operating in the district is the expectation of a longer term commitment from UNICEF, since they would not expand without some degree of surety of continuity. Indeed this question is fundamental to UNICEF's decision about scales of resources applied to the high cost and long term requirements of CCD implementation.

- UNICEF will have to make a decision concerning its level of commitment to implementing CCD. That is, rather than supporting funded projects in the short term, it would be more supportive of CCD to fund longer term programmes that can support UNICEF's projects as they appear.

- Social Action is not experienced in CCD in rural areas. It should not be put in a lead position in programme design at the start of interventions. It would be better to link it with an experienced operator, though with less resources than IBIS and World Vision, so that the initial phases are experienced with a knowledgeable facilitating partner. Again the role of ActionAid in support of MONASO seems a possibility.

- The local Administration should not be chosen as a facilitating lead or even support partner until investment has been made in capacity building; and until is it clearer how local administration can respond to communities. The local Administration's links with the community are complex and this issue should also be clarified before UNICEF can assume responsibility for supporting a system that is overtly political in many areas. The negative effects of such a system could be multiplied if UNICEF offered capacity building support to the local Administration without an appointed local capacity building manager to guide inputs and monitor effects in the district.

- Bearing in mind Social Action's lack of experience in implementation in rural areas, and the inconsistency of approach between UNICEF and Social Action to the ABC project, expanding CRMP activities and identifying Social Action's ABC programme to take the lead in CCD initiatives is fairly risky for UNICEF.

  - Further discussions with Social Action at national and provincial level are recommended before the strategy is applied at district level.

  - The recommendations of the ABC evaluation report (1999) for maintaining the small scale of activities together with pilot initiatives over a longer period should be reviewed together with national and provincial level representatives of Social Action in view of UNICEF's aims to 'scale-up'. UNICEF's own experiences in Niassa should probably be reviewed in the same process, so that realistic targets may be set.

  - The role and nature of technical assistance to be offered by UNICEF to DPMCAS Zambézia should be reviewed; Social Action's preference for recruiting a superior level Mozambican with UNICEF support for two years of salary and subsequent integration into MIMCAS should be considered. In addition, the role of this person in guiding CCD initiatives in the province and training sector staff should be tailored into their Terms of Reference. Recruitment should be a joint activity to guarantee acceptance of the candidate in the province.

  - A review of the strategy to create Community Committees to facilitate/mobilise community care of vulnerable children, substituting this for one that includes the identification of NGOs that can be UNICEF's and DPMCAS's partners as well as the establishment of collaborative relationships with operational CBOs that have a working knowledge of the communities.

  - UNICEF should consider providing capacity building assistance for planning and management to the Direction team and to the Department of Administration and

Finance of DPMCAS in order to ensure adequate accountability of disbursed resources.

- Funding for longer term commitments to CCD should be considered bearing in mind the pace of development likely within DPMCAS, its district representation and participating communities.

- The sanitation profiling activities appear to be well poised for implementation although it will require lobbying with the GPNSBC and DNA to ensure support for the provincial institutional changes and accompaniment of programme developments.

  - National level support may be approached with the MOPH through the internal regulations for DPOPHs that stipulate the role and institutional incorporation of sanitation into its scope of responsibilities.

  - Local level Municipal Council facilitators have a useful resource in the PLM animators that in Quelimane have already become involved in day-to-day activities. This should be promoted by UNICEF to ensure the skills of the animators are passed on to other relevant municipal council representatives.

  - The intersectoral group created to manage rural sanitation initiatives led by the DAS-DPOPH should be continued, and support mechanisms for these activities strengthened at national and provincial levels.

  - Implementation in the districts was initiated with CCM where it is operational, but provincial supervision by DAS was not seen as legitimate enough to be requested by the NGO. In view of this lesson it will be necessary to build sanitation technical capacity within provincial DAS.

  - CCM and ActionAid proposed their willingness to be facilitators of the programme at district level during the initial phase of this activity. It is recommended that this request be reviewed with a view to integrating it with other CCD activities, and focusing on the general experience of the two organisations as a basis for collaboration.

  - It would be useful to strengthen the relationship of the provincial and district health directorates, with the municipal councils and DAS-DPOPH in this programme while capacity is being built in DAS.

- The role of the education sector as a resource for community development is unquestionably significant. Its involvement with the sanitation interventions should be reinforced, and through a focus on strengthening the (C)LECs, issues such as expanding capacity for non-formal education should be considered. Many NGOs including ActionAid in Zambézia, and SNV, UDEBA, CLUSA and OSUWELA in Nampula work in the area of developing non-formal education capacity, and greater collaboration with these would be useful.

- The role of Women's Training and Promotion Centres, CLECs Development Commissions, Natural Resource Management Committees of the Chimanimani Eco-tourism Project and UCAMA in Manica should be explored and investigated to with a view to identification, design, administration and co-ordination of non-formal education initiatives.

- Capacity building of NGOs should be promoted through CPFAZ and FONGZA in Zambézia and CPFAM in Manica. The participation of FOCAMA should be better assessed. UNICEF could provide effective support to such capacity building by assisting CPFAZ and FONGZA in Zambézia and CPFAM and FOCAMA (depending on the assessment) together to make a detailed capacity and needs assessment of local NGOs and CBOs with a view to identifying potentially effective facilitators for longer term development support.

- For mobilising and promoting communication within communities the community radio initiative – RCL in Zambézia and Community Radio Sussundenga in Manica, are potentially useful facilitating partners. UNICEF could assist the programmers by integrating their work with the CCD activities in order not only to provide essential logistical support, but also by buying airtime so that key issues may be discussed through the local radio.

COMMUNITY CAPACITY DEVELOPMENT:

FORMATIVE RESEARCH ON IDENTIFICATION OF MOBILISERS, FACILITATORS AND LOCAL LEVEL ADMINISTRATIVE SYSTEMS

Final Report

SUMMARY OF VOLUMES I AND II

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Table of Contents

Summary of Volumes I and II

1   Background

UNICEF's Country Programme supports current Government reforms to withdraw gradually from direct implementation and instead focus on a facilitating role. During 1999 UNICEF and its partners developed a Community Capacity Development strategy. This reflects the reforms and is aimed at supporting and facilitating communities' capacities to assess, analyse, and act upon development challenges in general and problems affecting children in particular. The findings of the formative research reported here are expected to contribute to refining operational issues directly related to the implementation of the Community Capacity Development (CCD) strategy in all UNICEF's programme areas.

The research undertaken in this assignment was initiated in Maputo with a desk study followed by development of preliminary guidelines for semi-structured interviews and focus group discussions. These were tested in Manica Province, revised and the main period of fieldwork undertaken in Mocuba District, Zambezia, Sussendenga District in Manica and in Nampula City. The research attempts to answer a number of key questions regarding the identity, role and motivation of mobilisers of community capacity; to identify the institutions in the best position to facilitate community capacity development and the capacity building needs of these institutions; as well as the links and relationships between communities, mobilisers, facilitators and local Administration representatives.

The CCD strategy aims to work with and through existing institutions, acknowledging the key role of Government at all levels, while at the same time further developing partnerships with NGOs and Civil Society. Ideally the process starts with support to strengthening the capacities of these partner institutions to programme for children's rights in a particular thematic area and who in turn, will provide support to the community capacity development process in a cascade through Provincial and District structures to the community.

The CCD strategy is a cross-cutting mechanism to support community development in each of UNICEF's sector programmes. The research focused on four projects within the programmes: community orphan care as part of the Social Action Programme (the ABC programme); Malaria prevention as part of the Health and Nutrition Programme; Informal Education as part of the Basic Education Programme; and Hygiene Education as a Municipal Services support activity and as part of the Rural Water and Sanitation Programme. The study comments on the current status of these projects in each of the study provinces, and this highlights a number of the practical difficulties which face UNICEF and its partners in performing a facilitation role at a distance. Included in amongst these difficulties are underestimates of the logistical, staff and management requirements of CCD type activities at District level if rural communities are to be reached; the potential conflict caused by differing objectives between UNICEF and its partners in terms of scale, process and coverage of projects; the difficulties in establishing confidence in management of funds by partner organisations; and the problems created when the CCD process is started but, for bureaucratic reasons, cannot be maintained at community level.

2 Results

2.1 Mobilisers

Potential and actual mobilisers: Current community mobilisers in Mocuba District linked with rural development projects fall into two main categories – agricultural development and commercialisation groups and health promotion groups. Institution based actual and potential mobilisers are located in schools (LECs and children themselves) and churches (religious communities). Outside of these larger categories are dispersed small groups and individuals which include hand pump maintenance groups (two men and two women per pump), community radio programming committees, social action volunteers, traditional leaders and community representatives of the local authorities. At local level, none of the NGOs working with communities complained of lack of co-operation in their activities. However zonal or regional issues were on the other hand open to alternative interpretations. This is illustrated in the repeatedly mentioned (by the local Administration and Municipal Councils) difficulties in ensuring the representativeness of groups in public meetings, particularly in the case of the administrative role often assumed by the Frelimo Party Secretary, even in areas where Renamo is predominant.

In Sussundenga District and Manica (where experiences from a Women's Training Centre were considered important) it is also possible to distinguish these two groups – one linked to development of agricultural and animal production and commercialisation and a second one linked to health promotion. However it was also possible to identify a third category of groups liked with various development initiatives in a particular area such as Development Committees, Committees for Management of Natural Resources or Women's Training Centres. Also noted were current and potential mobilisers dispersed geographically working in small groups or in isolation – as is the case of the CLECs, Circles of Interest of the NGO American Friends, Red Cross activists, ex-animators from the water sector and church mobilisers for example. Traditional leaders (Régulos and their representatives) and 'Secretaries' may be generally considered in the double role of facilitators and community mobilisers. They being the ones that, in different areas facilitate (in collaboration or separately) the entry and/or contact of facilitators with the communities and mobilise the latter to participate in activities.

Mobilisers in Nampula were all linked with development projects and trained by these. Some NGOs complained of lack of co-operation and commitment from communities they worked with. The study focus on the Islamic community notes the emphasis on hierarchical organisation within the community and its conscious effort to maintain its identity, both of which tend to work against a facilitative form of mobilisation and genuine community participation in decision-making in development projects. Most educators in Nampula city were institution based and had few direct links with mobilisers within the communities.

Perceived motivation sources: In Mocuba and Sussundenga all communities and mobilisers encountered independently and together agreed that they could carry out community services for the good of the locality with no external assistance. This attitude was noted among most facilitators and others with CCD experience in all the provinces as being the typical first word of many communities and indeed volunteers themselves, until they become convinced that there really will be no financial remuneration. In communities visited in Mocuba living further from services, mobilisers demonstrated a better founded attitude of self-reliance based on their reality than those closer to services and urbanised areas. It is also possible that here that the perceived reach of the benefit of the development activity in which the mobiliser is involved becomes a relevant factor. If a mobilisers perceives that a benefit is direct, even if in the future, the person will expect less in terms of material

incentives. This is the case of contact farmers, producers' associations, the CLECs and development committees.

All of the volunteer groups spoken to, as well as the facilitating outreach workers met, mentioned that the levels of interest and participation of the community groups they work with are directly related to their perceived benefits. These benefits were reviewed by a health promotion group encountered in Mocuba and although they saw the merits of 'helping their communities' the issue of needing 'a little more' was usually raised. Examples from Mocuba, Sussundenga and Nampula included the reception of 'soap or cloths occasionally', 'remuneration or other extra things' and receipt of bicycles, boots or uniforms. Indeed many facilitators admitted privately that they supported the community's views, although they were not at liberty programmatically to provide anything. Where there is no financial or other remuneration, levels of volunteerism are directly related to levels of supervision, with limited supervision being associated with high drop-out rates. Another factor contributing to mobiliser uncertainty can be introduced when some external facilitators provide material benefits for a given group of mobilisers that are not benefited by other facilitators working with the same group.

Other factors related to motivation of mobilisers for voluntary work are related to the time involved and the scope of the activity undertaken. Thus demands for some form of compensation (bicycle, transport money, food or money to buy it) for voluntary work carried out rise as mobilisers' time and scope of work increase. When mobilisers work in rotas within a community there appear to be less appeals for material compensation for work carried out. This is more evident in health groups or isolated mobilisers (Red Cross activists for example). Perhaps the only exceptions are traditional leaders, 'Secretaries' and religious leaders and mobilisers ('payment will come in the next life'). Some organisations search for solutions to this problem via the promotion of income generating activities aimed at groups of mobilisers (such as the Circles of Interest of American Friends and the Women's Training Centres).

Most sustainable operating conditions for mobilisers: Support for community mobilisers within this context can be summarised as having the following key characteristics that enable their sustainable operation:

- Use of trusted local leaders to permit legitimised entry or contact with communities.

- Incorporation of these leaders in community organisations created to receive more intensive capacity building.

- Promotion of communication links between the community based organisations and external networks of similar organisations, local authorities and sector service providers (exchanges of experiences through visits for example).

- Capacity building of community members so that they can not only use Triple A processes to assess and analyse their problems, but so that they can develop capacities to gain and maintain access to support networks of NGOs and local government.

- Promotion of transparency in resource allocation so that communities are aware of the broader criteria and pressures of top-down accountability, and resulting plans and expectations take these into account.

- Capacity building of local authorities to improve their capacity 'to listen' to communities' requests and enter into Triple A types of follow-up activities that focus on the use of local resources to resolve immediate problems.

- Promotion of communication between NGOs and local authorities to promote trust and further legitimise local authorities as means of channelling required resources to communities.

- Promotion of more effective facilitator supervision and support.

- In the cases where facilitators that work with organised groups of 'semi-professionalised' mobilisers (hygiene, environmental sanitation, nutrition, health etc.) the promotion of projects with income activities or incentives associated with social marketing (cloths, t-shirts, bonus).

Opportunities and limitations for promotion of CCD activities: The channels of communication in rural areas of Mocuba, Sussundenga and Nampula are controlled by facilitators external to the communities in most cases. Within the community, contact with local leaders is relatively effective, but communication with Administrative Posts and Localities has no regular channel.   Sometimes the channels operate more effectively in a top-down fashion and there are great difficulties in operation from the bottom-up. A facilitator or external mobiliser intending to work in a community might contact the Administrative Post and/or the Locality which in turn will facilitate contact with the local leaders and communities. The other way around it is sometimes difficult for communities or their local leaders obtain support or responses from Localities or Administrative Posts.   In Zambézia two examples were given by different sectors of successful attempts to contact and get a response from Government, however these used extraordinary means of communication and short-cut all prescribed channels because they did not operate effectively in practice. This is an unfortunate confirmation of the powerlessness of ordinary community members in mobilising resources from outside of the community. The effective institutionalisation of this process provides an interesting window of opportunity for CCD support that would really have significant impact.

2.2 *Facilitators*

Potential facilitators: A number of potential facilitators were identified in Zambézia, both government and non-government, with different possible contributions to CCD in different sectors. Their potential is based on actual roles they fulfil at present. The results are summarised below:

Organisation	Potential facilitation role	Sector/ sub-sector	Capacity
FONGZA	Capacity Building for facilitation + co-ordination	NGO support, gender	Good but unsustainably donor funded.
ORAM	Direct facilitation	Land	Too over-stretched in Mocuba.
MONASO	Capacity building + direct	HIV/AIDS	Weak but good potential if supervised
CCM	Direct	Rural development	Excellent but not implementing in Mocuba
IBIS	Capacity Building + direct	Agriculture	Good in Mocuba, excellent in other districts
CLUSA	Capacity Building + direct	Agriculture	Good approach but narrowly focused
World Vision International	Direct + Capacity Building	Health	Good but terminates funding in 2000
Population Services International	Direct	Sexual and Reproductive Health, Malaria	Good but with restricted logistical capacity
DPMCAS	Direct + Capacity Building + Co-ordinating	ABC, gender	Limited capacity and no rural experience
DPS / DDS	Indirect	Health	Limited capacity, resource poor
DPADR / DDADR	Capacity Building + co-ordination	Agriculture	Good potential, low funding
CPFAZ	Capacity Building	Agriculture and CCD	Excellent potential
DPOPH/DAS	Direct and co-ordination	Water and Sanitation	Limited influence
ICS / Community radio	Support to CCD facilitation	Rural community radio	Good potential
DPE / DDE	Direct	Education	Good potential unverified capacity
CMCQ	Direct	Water and Sanitation	Good potential via PLM

The potential role of the Municipal Council of Mocuba and the Mocuba and Sussundenga District Administrations is limited in a number of areas: lack of resources and therefore a focus on revenue raising, lack of human resources and technicians that limited support for the participatory approaches which CCD would require, and the party politicisation of part of their work.

Potential and actual facilitators included in the study in Manica are listed below:

Organisation	Potential facilitation role	Experience in the sector / sub-sector	Capacity
ORAM	Direct facilitation	Land, Association creation and community institutional capacity building.	Excellent potential & capacity but restricted funding
CVM	Capacity building and direct facilitation	Assistance to vulnerable population, vulnerable child, HIV/AIDS, health, water / sanitation and mines.	Good potential & capacity but no resources
AMRU	Direct facilitation	Agriculture (Apiculture & mushrooms) women's promotion	Potential & capacity limited to technical assistance.
Chimanimani Eco-tourism Project	Capacity building and indirect facilitation	Agriculture, environment and CCD assistance	Good potential & capacity but limited funds to area of project.
UCAMA	Capacity building and direct facilitation	Land, Agriculture/commercialisation and association creation	Excellent potential & capacity with much rural experience.
OMM	Capacity building and direct facilitation	Adult education and promotion of women	Limited potential & capacity, limited resources.
ANDA	Capacity building and direct facilitation	Rural integrated development in isolated communities	Good potential, capacity & resources limited. Significant insertion in work locations.
FOCAMA	Capacity building for co-ordination and facilitation	Support to national NGOs	Some potential but little capacity & scarce resources
GESOM	Capacity building & facilitation, assistance to CCD capacity building and facilitation	Environment, health, culture, girls education and urban community radio	Excellent potential and capacity with many resources.
ICS –Sussundenga Community Radio	Assistance to CCD capacity building and facilitation	Rural community radio	Unverified potential and capacity
Franciscan Sisters Hospitaleiras da Imaculada Conceição	Capacity building and direct facilitation	Health, water and sanitation, formal and informal education, promotion of women.	Excellent potential & capacity with significant rural experience in locations where work.

American Friends	Capacity building and direct facilitation	Formal & informal education and promotion of women	Good potential but limited capacity to promote sustainable use of resources
AFRICARE	Capacity building and direct facilitation	Health, nutrition & agriculture	Good potential & capacity. Difficulties in working with other facilitators.
RED BARNA	Capacity building & direct CCD facilitation	Education, child rights protection.	Excellent potential & capacity, but within restricted geographic areas.
UNOPS	Capacity building & direct facilitation, & assistance to CCD facilitation	Integrated rural development & State institutional capacity building at various levels.	Excellent potential & capacity but within restricted geographic zones.
CPFA	Capacity building based on demand	Training in areas of agriculture, association formation, gender & development, environment & sustainability, planning and participatory management	Good potential & capacity with some resources.
Health Training Centre (CFSaúde)	Capacity building	Training in health (basic courses of health system)	Potential capacity limited to formal health training.
HEALTH	Capacity building & co-ordination	Community health programmes, HIV/AIDS & institutional support to CLC's	Good potential and capacity (good supervision of CLCs) & resources depend on donors.
EDUCATION	Capacity building & co-ordination	Education – A Nossa Escola project	Good technical potential & capacity, but limited CCD experience. Centralised resource distribution.
SOCIAL ACTION	Capacity building & co-ordination	ABC	Limited potential & capacity with scarce resources.
District Directorate of Agriculture (Sussundenga)	Capacity building, facilitation & co-ordination.	Agriculture	Good potential & capacity. Good insertion in communities but scarce resources.

Potential and actual facilitators included in the study in Nampula are listed below:

Organisation	Potential facilitation role	Experience in sector/ sub-sector	Capacity
CLUSA	Capacity building + direct	Adult education using the method REFLECT	Very good but possible funding cuts
Associação de Educadores dos Consumidores de Água de Nampula – AMASI	Direct and capacity building	Service provision in community education for water supply management	Good for contracted services
CONCERN	Direct and capacity building	Community development, sanitation and informal education	Very good but possible funding cuts
Centro de Formação de Professores Primários – CFPP (Centro de Marrere)	Capacity building	Training of primary level teachers	Good support
Centro e Formação de Quadros de Educação e Adultos –CFQEA (Centro de Mutauanha)	Capacity building	Teacher training, production of materials for non-formal education, education needs assessments outside of the schools	Very good demand based training support
Centro Social da Paróquia de São José	Direct	Adult education and pre-schools, alternative medicine in bairro Muatala	Good possibilities for women's development
Islamic community	Indirect and co-ordination	Management and koranic education through madrassas. Support to CRAIs.	Good leadership through Chehe Ibrahimo Issufo, but hierarchical organisation
Congregation of the Sisters of Calcutta	Direct	Pre-school education for vulnerable families, orphans and community school in bairro Muahivire	Good leadership but too oriented towards charitable activities
DPADR	Indirect and co-ordination	Responsible for the CPFA in Namialo.	CPFA Namialo has good potential and experience
DPE	Indirect and co-ordination	Supervision, regulation, official recognition of non-formal equivalent education. Teacher training support.	CLECs and ZIPs have had positive effective experiences with community involvement.
DPMCAS	Indirect and co-ordination	Will take over activities formerly carried out under the project RECRINA	Good through project RECRINA
Organização da Juventude Para o Desenvolvimento	Direct	Population mobilisation in peri-urban areas for development	Good but need support

		activities	
Comunitário – OJUPADEC			
Organização Holandesa de Cooperação – SNV	Direct and capacity building	Planning and support to Gender and Development in Moma, Angoche and Mongincual Districts.	Very good with secure funding
Programa de Formação Inicial e em Serviço de Professores Primários – OSUWELA	Capacity building	Low cost teaching materials, training and refresher courses in ZIPs, training modules, support to CLECs.	Good with new community needs assessment & involvement component
Projecto Reabilitação das Crianças de Nampula – RECRINA	Direct	Originally pychosocial rehabilitation of children traumatised by war, now training in STOP/CEAP methods, support to parents' commissions' micro-projects.	Good experience but future funding levels to support development uncertain
Urban Services of Nampula Municipal Council, future head of PLM , Sr. Socre	Direct	Sanitation services promotion and education	Good experience, hierarchical institution
Unidade Para o Desenvolvimento do Ensino Básico – UDEBA	Indirect and capacity building	Promotion of basic education	Reasonable but with demand based school construction priorities

CONCERN and SNV probably have the most experience and capacity to manage general community development projects. OSUWELA and UDEBA have developed demand based education planning and support provision that have facilitated interventions responsive to communities' identified priorities.

Links to administrative structures: There appears to be little interaction between communities and administrative structures. In Nampula this is underlined by the apparent stigma of association of mobilisers with the government and subsequent perception from communities that they are now 'outsiders' or have 'outside interests'. Similarly, the relationship between NGOs and local administrative structures rarely goes beyond the 'obligatory' supply of information about activities planned, underway and concluded. In Mocuba the relationship is not characterised by trust, and part of the problem is the District Administration considering the actions of NGOs as isolated from them, and that NGOs are much better resourced. The Administration sees NGOs as having greater mobility and capacity to manage rural development activities in relation to their government counterparts, and sometimes as using these for developments in the district without even consulting with the government.

In Sussundenga the situation is to the contrary, one of apparent trust between actors. One of the reasons for this may be that a large part of the agricultural network belongs to the government sector, or relationships have been established between the state networks and other development activities such as co-operatives and producers' associations. Another influence is likely to be the experience and working style of Administration staff such as the Administrator and the hard core of district directors (of health, education and agriculture). Projects' and NGO's good mobility, and better technical, human, and financial resources condition the capacity of the Administration to be informed and / or influence project activities and NGOs.

Motivation issues: Government officers' motivation is severely limited by poor working conditions, low wages and lack of opportunities for professional and self improvement. This low motivation can be a hindrance in achieving collaboration with and between government partners at District and sub-District levels. For NGOs such collaboration is also difficult to achieve when government views CCD generated activities as beyond their priorities.

Capacity of organisations to support CCD facilitation: Capacity to carry out CCD support activities maybe divided initially on the basis of the assumption, that international NGOs are temporary means to assisting the longer term national organisations (government and private profit and not-for-profit) until they have the capacity to stimulate rural development themselves. Thus it is not surprising that those organisations most apt and capable of assisting CCD are the international NGOs operating in all the study areas. Their experience and resources generally meet the needs of their projects. In this sense it can be said of the whole study area that the development of national NGO capacities will depend on strategic partnerships with international NGOs. These in turn should also identify the national organisations willing to take the issue 'seriously' and most effectively benefit from capacity building for their futures.

With reference to national NGOs and CBOs, in Zambézia although many are documented as existing, particularly with regard to CBOs, their relative capacity is not known even by FONGZA, the organisation best situated to analyse this. In Mocuba and Quelimane the national NGOs included in the study are among the most capable in the province, and with the exception of FONGZA, nationally as well. In Sussundenga and Manica Districts the national NGOs included in the study are also among the most capable in those areas and probably in the Province. In Nampula only the Islamic Community charismatically led by Chehe Ibrahimo Issufo demonstrated a capacity to organise resources, links and realise activities to facilitate community development.

Each of the organisations mentioned in the table above referring to Zambézia has specific capacities and specific sectoral focus, not all of which coincide with UNICEF's priority areas for CCD. Those organisations whose sectoral focus does coincide with UNICEF's priority areas are World Vision, PSI, MONASO, IBIS and CCM. However, of these, CCM (and IBIS's CCD programmes) do not have the same geographical focus. FONGZA could work in a supporting role, ORAM could also but is in danger of being overstretched. No government agencies except for the Rural Water Programme have either the vocational development nor the existing capacity to support CCD activities with an effective outreach capacity, except where they are assisted by NGOs (agriculture and health). Agricultural extensionists and water and sanitation animators are the only vocationally prepared community outreach workers specially trained in CCD methods, and tasked with CCD activities on a daily basis.

In the table referring to Manica Province, most of the organisations have foci that coincide with UNICEF's programmatic areas, such as the ABC programme of the Provincial Directorate for Women and Co-ordination of Social Action, the community health department of the DDS, Education's 'A Nossa Escola' project, the state rural extension network, Redd Barna, Africare, Mozambican Red Cross, ORAM, the Women's Training Centres supported by the Franciscan and Salvatorian Sisters, the circles of Interest supported by American Friends, GESOM, Sussundenga community radio (ICS), and FOCAMA. Other organisations have a greater range of activities (in integrated projects) by involvement in certain activities or in a community group, and some of these coinciding with UNICEF's areas of work, such as ANDA, the Chimanimani eco-tourism project and UNOPS. All these institutions/ organisations carry out their projects and programmes with direct or indirect support from donors. The presence of CCD and the Triple A method is diverse and with different levels of application as a result of experience gained with communities and the methodologies used by partners and donors. In some cases the understanding and application of the process is very superficial (Social Action, 'Anossa Escola' project and FOCAMA).

In Nampula the organisations contacted all had either community development experience or facilitated formal and non-formal education. All were donor funded projects. CONCERN and OSUWELA have the best understanding of the concepts of outreach and community organisation. AMASI's team of facilitators are well trained, however they do not have the capacity for the necessary follow-up required by CCD – unless they are contracted to do so. OSUWELA and UDEBA use a demand-based approach which ensures their services are more closely tied to the needs of formal and non-formal educators. Water and sanitation animators, and the facilitators of OJUPADEC noted the difficulties in carrying out activities associated with government service provision that also demands community participation which is ambivalently perceived by communities and therefore limits effective facilitation of CCD.

None of the government institutions of sectors in Mocuba have the human resource nor logistical capacity to accompany CCD outreach activities carried out at community level. Thus the DDS has no capacity to accompany World Vision's ample activities and demanding supervision schedule. The DDADR extensionists are paid for and supervised by staff as part of the IBIS project with the aim of passing this responsibility to the DDADR at the end of the project. Water and (to a lesser extent peri-urban sanitation) animators tend to operate only when contracted to do so as part of a general construction contract. Social Action has no rural capacity or experience, no transport and has not developed the NGO co-ordination role well enough to have access to a network of alternatives. The education services network is constantly growing and getting stronger, and both formal and informal education activities support CCD with a broader impact than most interventions. Teachers and ZIP directors who live in the rural areas are among the first line CCD facilitators through the very nature of their task. The local Administration in Mocuba has few resources applied to community liaison.

In Sussundenga the DDADR extension group faces difficulties with the late arrival of their salaries and scarce means of transport (the majority work with bicycles and only 2 of the 12 extensionists have motorbikes). The Social Action sector is made up of one implementing agent with little experience and understanding of the terrain (recently allocated to the district) with very limited mobility. The education sector managed to obtain a notable increase in mobility through the provision of transport and funds to cover the costs of per diems through the 'A Nossa Escola' project. Coverage with transport should however be increased while the funds for supervision are still centralised in the DPE that impedes the realisation of supervision plans. The health sector benefits from funds for supervision provided by donors (Finnida, International Health America) that has permitted reasonable supervision of health centres and their Community Leaders' Councils.

Weaknesses and strengths of CCD strategies currently in use: A key weakness in current CCD approaches in Mocuba and Manica is that there are no generalist CCD oriented projects to provide communities with the institutional basis and relationship with local government which support community development activities according to mutually agreed agendas. In Manica Province an exception is the Chimanimani Eco-tourism project (implemented mainly through ORAM) and the UNOPS/PDHL approach. There are, however, other sectorally delimited activities, and in Mocuba as in Sussundenga these are strongest in the agriculture and health sectors. In Sussundenga there is additional capacity in the areas of education and work with women's groups.

Good communication and availability of resources when needed are two prerequisites of adequate support for CCD activities. In practice these are the two weakest elements constantly cited in all provinces in the vertically managed sectoral programmes to develop community capacities. All sectors suffer from this problem, and NGO facilitators have variously alleviated or exacerbated the situation. Alleviation has included provision of alternative funds, using these for communication campaigns, and in general well-targeted support to sectors at district level has assisted in the realisation of sector priorities (commercialisation of agricultural production, HIV/AIDS prevention etc. in Mocuba & all the capacity building institutions supporting the education sector in Nampula).

Exacerbation tends to result from decision making by hierarchical superiors which disrupts the CCD process, leading to a serious local lack of confidence. In Nampula in spite of all the external assistance, the 'social distance' of school directors from the communities in which they work was noted as a serious impediment to effective communication and thus the success of the CLECs.

Intersectoral collaboration has been an element fostered by UNICEF in the initiation of its CCD approach to the different sectoral projects (malaria, sanitation and social action). These intersectoral groupings are endorsed in the three sector policies but they are not practised by any other NGOs in Zambézia except for IBIS at district level, or in Nampula among the NGOs studied. In Manica intersectoral collaboration is evident in the approaches of UNOPS, the Eco-tourism project, ORAM, UCAMA, ANDA and the Women's training Centres supported by the Franciscan and Salvatorian Sisters. However this is not evident in the Social Action or Education sector projects. In the Social Action sector with assistance from UNICEF and UNOPS the first steps are being taken towards an intersectoral approach (Vocational Training of Handicapped Children and Orphans and of the basic care of children orphaned by AIDS initiative).

Training and organising community groups to promote their development is a key assumption lying at the basis of most CCD interventions in the rural areas. This is most developed in Mocuba on the part of CLUSA and ORAM which aim to formalise the groups as rural associations, in order to strengthen their bargaining power. In Sussundenga District this strategy is also taken up by the Eco-tourism project in Chimanimani, ORAM, UCAMA and ANDA. CLUSA in Nampula has developed its capacity in the area of non-formal education specifically with the objective of supporting the autonomy of these groups. In Nampula the organisations working with community groups cited the difficulty of the constant expectation of incentives as compensation for their contribution to a specific (usually economically oriented) project. The example of the change in design of the RECRINA project to include an income generation component was made in recognition of this need.

Whilst planning mechanisms assume that government will provide services to all communities in rural and peri-urban areas, government acknowledges that it cannot do this. The tendency for NGOs is to focus resources on limited geographical areas that in turn limits the impact of such interventions. Limited impact is exemplified when CCD strategies focus at the family level, such as Social Action's ABC approach, the home care strategy of the malaria programme and the family oriented approach to sanitation interventions. The geographical scope of intervention is much more restricted when focusing on the family as a primary target group, particularly if mobiliser resources are few.

Sustainability of current CCD support and expected results: Facilitators recognised that an inter-sectoral approach is required at community level if community capacity is to develop. Additionally, CCD support activities should not be aimed above the capacity of the community to accompany and develop sustainably. Thus the projects with higher possibilities of sustainability or with a CCD perspective include interventions based on creation of community-based associations and building their economic and management capacity base such as CLUSA is doing in Mocuba, or ANDA, ORAM, UCAMA and the Chimanimani Eco-tourism project in Sussundenga, and the very low-intensity interventions of Social Action that have extremely limited impact, involve few people and external inputs. The larger scale initiatives such as World Vision's Health Councils and trained volunteers and the extension network with agricultural supplies centres *(casas agrárias)* supported by IBIS in Mocuba, were designed with expectations of long implementation periods. Similarly in Sussundenga where Community Health Councils, and the Natural Resources Community Councils supported by the Eco-tourism project and ORAM were designed with long implementation periods. The length of time is necessary to allow the transfer of capacity to communities so that they can become more autonomous by the expected end of the project. In reality World Vision has unexpectedly learned that its source of funding is to be terminated shortly, the negative impact of this on the operational community groups will likely be great. In Nampula the example of DPMCAS

taking on responsibility for the previously IBIS funded RECRINA project is yet to be tested for its sustainability. It is also worth asking in this sense if the creation of Community Committees for facilitating the care for vulnerable children in the context of the ABC programme in Sussundenga will not be seen in a mechanistic act implemented by a sector such as Social Action that has few technical and human resources and a very limited supervision capability. Perhaps a better option would be to establish collaborative relations with existing community-based organisations.

The idea of a co-ordinated focus of resources in restricted geographical areas of higher potential is common to most of the sectors working in rural development, and is one way of dealing with the issue of the greatness of scale of the rural areas in Mozambique. Government representatives from various sectors in Zambézia mentioned this idea. It was also expressed in terms of the difficulty of single-sector guarantees of sustainability, given that CCD's context is multi-sectoral. Although very difficult to manage in practice, it would appear that multi-sector projects such as those of IBIS and CCM in Milange are managing to maintain co-ordination and coherence in their activities.

The experience of the Chimanimani eco-tourism project in Sussundenga is also aiming in the direction of setting up a co-ordinated focus in its areas of intervention, however its success has still to be tested. The experience of Health Post Community Leader Committees although positive, is strictly kept within the health sector. To date requests for collaboration from other sectors have not yet been responded to.

Potential roles and links for greater effectiveness: the difference in the resource base between NGOs and government agencies should somehow be reduced. A proposed solution in Mocuba District was the co-ordination of all implementing agencies so that their resources (particularly transport) could be shared, and duplications avoided. The stress was focused on the recognition that since the actual implementation of activities is often in the same neighbourhoods, this could be a useful basis for making support more coherent. There are difficulties in such an approach, especially for the government, however, amongst NGOs there are examples of informal and formal collaborations and partnerships. Also suggested was promoting the role of the District Administration as a co-ordinating body of all NGOs and government sectors operating in the District. For this, the Administration was aware that its greater participation in local development processes would be required, and that the political issues of representation in the rural areas would be required to be put aside.

3   Key issues

Capacity of facilitators and mobilisers: The gap between the capacity of NGO and government facilitators to support CCD in Mocuba, Sussundenga and Nampula is a major impediment to successful and sustainable interventions. Although the local government in principle has great potential to reach communities, facilitate communication and channel support through its various representatives, this is in practice restricted by lack of resources and the complex identity issues surrounding governance and political roles. When there are human resources, as in DDADR's rural extension network in Sussungenga, the lack of financial resources can limit the impact of the programme. NGOs cannot compensate for the lack of government reach, particularly poorly funded social sector institutions. NGOs should be facilitating CCD with the aim of strengthening communities' roles in relation to access to public services and channels for continued dialogue with the government. This is not happening in Mocuba, nor apparently in Nampula. The integrated nature of CCD is currently differentiated into sectoral issues, and being responded to by NGOs and government in like form.

Reaching mobilizers and facilitators: Despite the lack of a facilitation role (or an interest in one) by the District Administration of Mocuba, almost all initial contacts by facilitating organisations, both government and non-government, are made through local Administration structures. Communities expressed their preference for formal channels of initial contact. In order to gain and maintain their trust for further collaborative activities local influence leaders tended to be used. It was noted that 'local leaders' of influence varied greatly from location to location, and that it is necessary to discover the identity of such people in order to secure the trust of community members. These range from *bairro* or zone secretaries, to traditional authorities such as *mambos* and *régulos*, and include religious leaders and others who have simply demonstrated their trustworthiness as citizens through their lives in the community and earned the respect. In practice the older NGO projects in Mocuba have facilitated the entry of more recent projects into communities where interests have been of a similar nature.

In Sussundenga both government and non-government organisations refer to initial contacts made through the Administrative Post and Locality levels, as well as the District Administration. Communities also expressed their preference for formal channels of initial contact. Gaining 'local leaders' trust and support are essential to start and maintain an external agency's activity. 'Local leaders' of influence also varied from location to location but it may be said that in rural areas involvement of traditional authorities such as the *régulos* (or their representatives – *sabuko*) is essential to gain trust and support for initial contacts and further activities. In different areas, variously presidents of Localities, zone secretaries, religious leaders and others who have earned respect through their lives also demonstrate their importance in the communities.

In Nampula local administration representatives also maintain their role as unavoidable entry points. Their non-facilitative approach and their subsequent involvement in activities have created some difficulties locally. The value of community consultation prior to design of projects is in the process of being taken on board by various organisations, and through this, it has been possible for them to follow-up needs directly. Most influential in the peri-urban communities of Nampula are the religious leaders followed by some of the traditional leaders. However similarly to Zambézia their parallel roles as administration representatives often distorts their representativeness.

Motivation of facilitators and mobilisers: Most facilitators are motivated by their conditions of employment and their supervisors' encouragement. The conditions of employment of NGOs requiring

more rapid results such as CLUSA and PSI include systems whereby local level facilitators are rewarded for more effective intervention, and their benefits curtailed for poor performance. This kind of motivation is effective, though in practice difficult to implement due to the higher level of management organisation required to support it. In Mocuba it was only possible to note difficulties in relation to selective incentive provision in relation to IBIS's institutional support to the DDADR, where past experience of 'topping up' of salaries has left high expectations of its continuation for all and not just a few people. In Sussundenga, late payment of salaries to extensionists and the lack of means of transport are real impediments to their work, difficult to accept when one looks at the priority given by the State to rural development. Among community groups assessments of the 'benefits' brought by different CCD interventions in material terms is a key aspect of their attribution of relative value and basis for participation. Thus the intensive supervision regime of the health groups is necessary in the absence of any material incentives. The issue of incentives for all or none is difficult where there are no specific performance related targets on which to base such 'rewards'. In Manica, to take up this question dome facilitators introduced income-generating projects that involve the mobilizers or activists. It would be useful to study the effectiveness of this option and its effect on the results of mobilizers' inputs. On the other hand there are many difficulties linked with management of micro-projects, and these would need careful supervision themselves.

Relationships between administrative structures and service delivery systems: The responsibility of the local Administration in Mocuba and its structural reach into local communities are not matched by its limited operational reach. The difficulties in communication, the complex political influences that further restrict its effectiveness limit effective governance at local levels. The delivery of services by government in key social and economic sectors except water supply, sanitation and agriculture are institution based. Thus public funding prioritises the operation of health units and schools but cannot take into account the community context in which they operate. Sector funding in the agricultural, health, water and sanitation, and education sectors is in the process of being reorganised so that government, through sector specific development programmes may manage all donor and public funds. In Manica province in the health sector, the main donor is Finnida (together with HAI and Swiss Co-operation). It is probably that for this reason there is a relatively good supervision capacity in the sector. In other sectors (education and agriculture) the institutions and operation are only partially subsidised. The sector-wide strategy is far sighted and will undoubtedly bring greater coherence to fund management in the sectors and hopefully greater efficiency in the use of funds, however it will take years for the effect to filter down to district level. In addition this will also demand a significant increase in the need for monitoring by government partners. Thus in reality, government service delivery at district level has high expectations but few actual resources to operate with in the meantime. In support of CCD at first sight, it would appear that a multi-sectoral approach reinforcing integrated approaches might be sound. However, since government funding is strictly sectoral, unless district level initiatives are supported with funding advocacy interventions at provincial and even national levels, the fragile motivation to maintain intersectoral links will be lost. UNOPS has tried to deal with this subject in the districts where it is implementing in the north of Manica, providing human, technical and financial resources. This is particularly reinforced in view of the difficulties in maintaining intersectoral and integrated programme planning initiated by UNICEF at provincial level, that without external motivation or monitoring has no capacity or sufficient interest to ensure continuation.

4 Conclusions and recommendations

4.1 Strategic

The complex issue of maintaining the continued inputs of local mobilisers in the medium and long term requires interventions at district, provincial and even policy levels.

Intermediary strategies that take into account the transition phase of community development should include consideration of the accountability of government facilitators and support for transparent planning and management; strategies that build the capacity of local associations and the private social sector; and an assessment of the institutional organisation, capacity development needs and operating environment of CBOs.

The negative impact of breaking the Triple A cycle by not following-up initiated activities, nor even supervising community development efforts is a lesson learned from the sanitation profiling activities.

The great potential offered by the education sector as a facilitator with the means of access to creation and support of mobilisers should be further investigated.

The variation of political, social and economic conditions in each different location should be taken into account so that any approach to CCD support is flexible. Notable is the difference in political undercurrents in meetings facilitated by the local Administration in relation to the flexible openness of meetings facilitated by NGOs.

The demands made on local communities and mobilisers in particular in the name of community participation, is endorsed by all sectors but it is not clearly defined how it is related to service provision and public investments.

4.2 Towards strengthening working relationships

Support to district level sector institutions cannot create sustainable high performance institutions without also creating the appropriate operational ambience at provincial and even national levels. The experiences of the health and agricultural directorates in Mocuba are testimony to this.

The role of the religious communities as facilitators and mobilisers is an ambiguous opportunity for CCD promotion. Insofar as many local influence leaders are leaders of religious communities' approaches may be made. However it is important to remember in some areas (Mocuba and Quelimane) but not all (Nampula) that the churches and mosques appear not to normally engage in secular community development activities at a local level.

The potential role of the CPFAZ in leading CCD training initiatives in Zambézia appears unchallenged. CPFA Manica's training experience could be strengthened via the broadening of CCD training aimed at a wider variety of participants, especially CBOs (Development Committees, Natural Resource management Committees, Local Leader's Committees, CLECs etc.

4.3 Implications for UNICEF's projects and programmes

Recognising the transition period in which application of CCD is being proposed means that UNICEF should not be overly ambitious in its expectations of achieving larger scale impact in a short period of time. UNICEF could take the opportunity of assisting with the establishment of mechanisms that will facilitate CCD processes at local level by advocating for prioritising changes that will assist in sectoral

support to CCD. Having an enabling policy with no clear path towards achieving it is a serious impediment to CCD in most sectors.

The facilitation and implementation of CCD and the Triple A process by UNICEF's government partners or these in partnership with other facilitators (NGOs, associations etc.) require staff capacity building – government and national NGOs in the use of these methods, strong supervision and external supervision of the activities. Otherwise the agencies will be running the risk that CCD and the Triple A turn into a purely theoretical strategy.

The general strategy for CCD to support capacity development of government and NGOs / CBOs is sound. The large gap in effectiveness between the two facilitators is a key issue that acts against the sustainability of most CCD interventions. The focus on devising exit strategies becomes a priority at the start of all CCD programming interventions.

With reference to the specific focus issues identified in the Terms of Reference, UNICEF should consider the following operational conditions and recommendations:

- UNICEF's three projects with a CCD component in Zambézia Province are not intended to be institution based, but instead they are expected to be peri-urban and rural project that operate from community and home bases. In Mocuba the investigation made by PSI concerning entry points for their social marketing component of the malaria project resulted in three main community structures being prioritised, one of which was the community Health Councils and volunteer educators trained and organised by World Vision with occasional accompaniment by the DDS. These Health Councils and volunteer educators provide probably the best opportunity for this project to work through groups already sensitised to the general subject.

- The new expanded vision for CRMP activities and consideration of Social Action's ABC programme to take the lead in CCD initiatives is fairly risky for UNICEF in terms of Social Action's lack of experience in implementation in rural areas, and the lack of perceived consistency of the approach with Social Action's concept of ABC.

- Revision of the strategy to withdraw Social Action agents from their roles as implementers of the ABC programme by the creation of Community Committees instead is suggested. Greater emphasis should be given to the capacity building of Social Action staff in the districts and the province, to the involvement of national NGOs in the programme in partnership with Social Action and the establishment of collaborative relationships with existing CBOs that have relatively consolidated experience (following the example of PSI in the malaria project).

- The sanitation profiling activities appear to be well poised for implementation although it will require lobbying with the GPNSBC and DNA to ensure support for the provincial institutfonal changes and accompaniment of programme developments.

- The role of the education sector as a resource for community development is unquestionably significant. Its involvement with the sanitation interventions, should be reinforced and through a focus on strengthening the (C)LECs issues such as expanding capacity for non-formal education should be considered. Some CLECs in Sussundenga have already developed ideas and plans for non-formal education, especially concerning girls. Many NGOs including ActionAid, CLUSA (Nampula), and SCF-UK work in the area of developing non-formal education capacity, and greater collaboration with these would be useful.

- The role of the Circles of Interest supported by American Friends and the Women's Training Centres assisted by the Franciscan and Salvatorian Sisters in Manica in non-formal education and its expanded application to new initiatives should be closely observed.

- Capacity building of NGOs and CBOs should be promoted through CPFAZ and FONGZA in Zambézia, and through CPFAM in Manica. The role of FOCAMA as a partner in this action could be further investigated. UNICEF could provide effective support to such capacity building by assisting CPFAZ, FONGZA, CPFAM and FOCAMA to make detailed capacity and needs assessments of local NGOs and CBOs with a view to identifying potentially effective facilitators for longer term development support.

- For mobilising and promoting communication within communities in Zambézia and in Sussundenga the community radio initiative – RCL and RCS, is a potentially useful facilitating partner. UNICEF could assist the programmers by integrating their work with the CCD activities in order to not only provide essential logistical support, but also by buying airtime so that key issues may be discussed through the local radio. Support may be provided to the Programming Committees and technical teams to 'listen' to communities' opinions, the integration of these as regular 'feedback' from the public, as well as working linked to various facilitators and community organisations that exist in the area covered by the community radio.

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Abbreviations / Lista de Abreviaturas

ABC　　　　　　　　　Programme for vulnerable children

　　　　　　　　　　　Atendimento Básico na Comunidade

AMASI　　　　　　　　Association of water consumer educators of Nampula

　　　　　　　　　　　Associação de Educadores dos Consumidores de Água de Nampula

CCD/ DCC　　　　　　　Community Capacity Development

　　　　　　　　　　　Capacitação da Comunidade para Desenvolvimento

CCM　　　　　　　　　Christian Council of Mozambique

　　　　　　　　　　　Conselho Cristão de Moçambique

CFA　　　　　　　　　Centre for Agrarian Training

　　　　　　　　　　　Centro de Formação Agrária

CFPAS　　　　　　　　Centre for Professional Training in Water and Sanitation

　　　　　　　　　　　Centro de Formação Profissional de Água e Saneamento

CFPP　　　　　　　　　Centre for Training of Primary Teachers

　　　　　　　　　　　Centro de Formação de Professores Primários

CFQEA　　　　　　　　Centre for Training of Adult Educators

　　　　　　　　　　　Centro de Formação de Quadros da Educação de Adultos

CISM　　　　　　　　　Health Research Centre of Manhiça

　　　　　　　　　　　Centro de Investigação de Saúde de Manhiça

(C)LEC　　　　　　　　(Commission) of Community–School Links

　　　　　　　　　　　(Comissão) de Ligação Escola Comunidade

CLUSA　　　　　　　　Co-operative League of USA

　　　　　　　　　　　Associação Americana das Cooperativas Agrícolas

CMCM　　　　　　　　Municipal Council of Mocuba

　　　　　　　　　　　Concelho Municipal de Mocuba

CMCQ　　　　　　　　Municipal Council of Quelimane

　　　　　　　　　　　Concelho Municipal de Quelimane

COCAMO　　　　　　　Canada – Mozambique Co-operation

　　　　　　　　　　　Cooperação Canadá-Moçambique

CONCERN　　　　　　　Irish Development NGO

　　　　　　　　　　　Organização Irlandesa Para o Desenvolvimento

CRC　　　　　　　　　Convention on the Rights of the Child

　　　　　　　　　　　Convenção dos Direitos da Criança

CPMP　　　　　　　　　Child Rights Mobilisation and Protection Programme

　　　　　　　　　　　Programa de Mobilização para os Direitos da Criança e a sua Protecção

DAS	Water and Sanitation Department
	Departamento de Água e Saneamento
DDADR	District Directorate of Agricuture and Rural Development
	Direcção Distrital de Agricultura e Desenvolvimento Rural
DDE	District Directorate of Education
	Direcção Distrital de Educação
DDS	District Directorate of Health
	Direcção Distrital de Saúde
DED	German Technical Co-operation
	Serviço Alemão de Cooperação Técnica e Social
DNA	National Directorate of Water Affairs
	Direcção Nacional de Águas
DNAL	National Directorate for Local Administration
	Direcção Nacional de Administração Local
DNDER (replacing INDER)	National Directorate for Rural Development
	Direcção Nacional de Desenvolvimento Rural
DPADR	Provincial Directorate of Agriculture and Rural Development
	Direcção Provincial de Agricultura e Desenvolvimento Rural
DPE	Provincial Directorate of Education
	Direcção Provincial da Educação
DPMCAS	Provincial Directorate for Women and Co-ordination of Social Action
	Direcção Provincial da Mulher e para Coordenação da Acção Social
DPOPH	Provincial Directorate of Public Works and Housing
	Direcção Provincial de Obras Públicas e Habitação
DPS	Provincial Directorate of Health
	Direcção Provincial da Saúde
EPAR	Provincial Rural Water Station
	Estaleiro Provincial de Água Rural
FONGZA	Forum for NGOs in Zambézia
	Fórum de ONGs de Zambézia
GPNSBC	Office for the National Low Cost Sanitation Programme
	Gabinete do Programa Nacional de Saneamento a Baixo Custo
GTZ	German Technical Co-operation
	Serviço Alemão Para a Cooperação
HIV	Human Immunodeficiency Virus
	Virus Humana de Imunodeficiência

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HPI	Heifer Project International
	Projecto de Repovoamento Animal
ICS	Social Communication Institute
	Instituto de Comunicação Social
INPF	National Physical Planning Institute
	Instituto Nacional de Planeamento Físico
ITN	Insecticide Treated bed Nets
	Rede Mosquiteira Tratada com Insecticida
KAPB	Knowledge Attitudes Practices and Behaviour
	Conhecimentos Atitudes Práticas e Comportamentos
MAE	Ministry of State Administration
	Ministério de Administração Estatal
MICAS (MIMCAS)	Ministry for Women and Co-ordination of Social Action
	Ministério da (Mulher e) para Coordenação de Acção Social
MINED	Ministry of Education
	Ministério da Educação
MISAU	Ministry of Health
	Ministério de Saúde
MONASO	Mozambique AIDS Support Organisation
	Organização Moçambicana Nacional para Apoio de SIDA
OBC (CBO)	Community Based Organization
	Organização Baseada na Comunidade
OJUPADEC	Youth Organisation for Community Development
	Organização da Juventude Para o Desenvolvimento Comunitário
ORAM	Rural Association for Mutual Assistance
	Organização Rural de Ajuda Mútua
OSUWELA	In-service Teacher Training Programme
	Programa de Formação Inicial e em Serviço dos Professores
PACT	Private Agencies Co-operating Together (do Inglês)
PAID	Programme for Identification of District Projects
	Programa de Identificação de Projectos nos Distritos
PEC	Participation and Community Education
	Participação e Educação Comunitária
PLM	Improved Latrines Project
	Projecto de Latrinas Melhoradas
PRA	Participatory Rural Appraisal

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	Diagnóstico Participativo Rural
PROAGRI	National Agriculture Programme
	Programa Nacional Agrícola
PRONES	'Our schools' Project
	Projecto 'A Nossa Escola'
PRRZ	Rural Rehabilitation Project of Zambézia
	Projecto de Reabilitação Rural de Zambézia
PSI	Population Services International
	Serviço Internacional para a População
RCL	Licungo Community Radio
	Radio Comunitária do Licungo
RECRINA	Children's Rehabilitation of Nampula
	Reabilitação da Criança de Nampula
SIDA	Acquired Immunodeficiency Syndrome
	Síndroma de Imunodeficiência Adquirida
SARA	A social communication initiative
	Iniciativa de comunicação social
SCF-UK	Save the Children UK
SNV	Dutch Development Co-operation
	Organização Holandesa Para a Cooperação
UDEBA	Unit for Development of Basic Education
	Unidade Para o Desenvolvimento do Ensino Básico
UNCDF	United Nations Capital Development Fund
	Fundo das Nações Unidas de Desenvolvimento Capital
UNICEF	United Nations Children's Fund
	Fundo das Nações Unidas para a Infância
USAID	United States Agency for International Development
	Agência do Governo dos Estados Unidos da América Para o Desenvolvimento Internacional
WASHE	Water, Sanitation and Hygiene Education
	Agua, Saneamento e Educação Sanitária
WVI	World Vision International
	Visão Mundial Internacional
ZIP	Zones of Pedagogic Influence
	Zonas de Influência Pedagógica

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