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ANNEX 2

of the Commission Decision on the Annual Action Programme 2017 in favour of the Republic of Mozambique to be financed from the 11th European Development Fund

Action Document for Support Programme to Non State Actors in Mozambique: participation for inclusive growth (PAANE II)

INFORMATION FOR POTENTIAL GRANT APPLICANTS

WORK PROGRAMME FOR GRANTS

This document constitutes the work programme for grants in the sense of Article 128(1) of the Financial Regulation (Regulation (EU, Euratom) No 966/2012), applicable to the EDF in accordance with Article 37 of Regulation (EU) 2015/323, in the following section concerning call for proposals: 5.4.1 and in the following section concerning grants awarded directly without a call for proposals: 5.4.2, 5.4.3, 5.4.4 and 5.4.5.

1. Title/basic act/ CRIS number	Support Programme to Non State Actors in Mozambique: participation for inclusive growth (PAANE II) CRIS No: MZ/FED/039-385 financed under the 11th European Development Fund	
2. Zone benefiting from the action/location	Republic of Mozambique	
3. Programming document	National Indicative Programme (NIP ²) for Mozambique 2014 to 2020	
4. Sector of concentration/ thematic area	Support to Civil Society Organisation (CSOs)	DEV. Aid: YES
5. Amounts concerned	Total estimated cost: EUR 22 000 000 Total amount of EDF contribution: EUR 22 000 000	
6. Aid modality and implementation modalities	Project Modality: Indirect management with the Republic of Mozambique Direct Management: direct award to consortium of CESC and Nweti, to FMO, to PSCM-PS, and to MASC ¹	
7 a) DAC code(s)	Main DAC code: 151 Sub-code 1: 15150 Democratic participation and civil society – 60% Sub-code 2: 15170 Women’s equality organisations and institutions – 20% Sub-code 3: 41010 Environmental policy and administrative management – 20%	
b) Main Delivery Channel	Channel 1: 23000 <i>Developing country-based NGO</i>	

¹ CESC - Centro de Aprendizagem e Capacitação da Sociedade (Civil Centre for Learning and Capacity Building for Civil Society); Nweti is the name of an organisation working on gender-based and domestic violence and Sexual Rights and Reproductive Health; FMO – Budget Monitoring Forum; PSCM-PS – Plataforma da Sociedade Civil Moçambicana Para Proteção Social (Mozambique Platform for Social Protection); MASC - Mecanismo de apoio a Sociedade (Civil Society Support Mechanism).

8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Main objective
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	X	<input type="checkbox"/>
	9. Global Public Goods and Challenges (GPGC) thematic flagships	N/A		
10. Sustainable Development Goals (SDGs)	<p>Main SDG: 16:Peace, Justice and Strong Institutions</p> <p>Secondary SDG: 1(End poverty in all its forms everywhere.)-3(Ensure healthy lives and promote well-being for all at all ages)-4(Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all)-5 (Achieve gender equality and empower all women and girls)-15(Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss)</p>			

SUMMARY

This programme, identified according to the 11th EDF-NIP document, foresees support to civil society as a complement to the NIP focal sectors of Good Governance and Rural Development, namely to enable citizens to be represented in formal spaces, play their role in the budget cycle, monitor the provision of quality service delivery by the State, including at sub-national level, implement actions on gender and environment protection and contribute to strengthen the checks and balances of representative democracy at all levels. The context assessment and priorities proposed are mainly based on the EU-Mozambique Mapping Study of Civil Society Organisations and the Roadmap of the European Union, Member States and other partners for engagement with civil society, both published in 2015. It further takes into consideration the democracy profile initiative taken by the EU and its Member States. The formulated activities and methods of implementation have been decided together with beneficiaries, the National Authorising Officer (NAO) and Ministries through several roundtables and proposals which ensure an adequate ownership by all stakeholders.

Civil society, in its wider sense², represents and fosters pluralism and can contribute to strengthen the democratic rule, more effective policies, equitable and sustainable development and inclusive growth. In Mozambique this is hindered by a gap between a permissive legal framework and some differing practices, which threaten CSOs' activities mainly at local level; the existence of only a reduced number of well-structured advocacy organisations (Thematic and Advocacy based Organisations (TAOs)), based in Maputo, with limited impact at provincial and district level; a generalised lack of capacity for community based

² See 2012 EU definition: "The EU considers CSOs to include all non-State, not-for-profit structures, non-partisan and non-violent, through which people organise to pursue shared objectives and ideals, whether political, cultural, social or economic. Operating from the local to the national, regional and international levels, they comprise urban and rural, formal and informal organisations. [...] They include membership-based, cause-based and service-oriented CSOs. Among them, community-based organisations, non-governmental organisations, faith-based organisations, foundations, research institutions, Gender and LGBT organisations, cooperatives, professional and business associations, and the not-for-profit media ..."

organisations (CBOs) and provincial associations. In short, PAANE II aims at improving CSOs' and public institutions' capacities, and the impact of the former on policies at national and local level, by promoting dialogue between CSOs and public authorities, reinforcing civil society's role in promoting systemic checks and balances, enhancing the related legal framework and its application, and promoting an enabling environment for participation at local authorities' level. The programme will have the following three priorities:

1. Enabling a more conducive environment for a strong, diversified and sustainable civil society (DIALOGUE)
2. Civil society participation and policy monitoring becomes more effective (PARTICIPATION)
3. Building CSOs' capacity in political participation, policy monitoring and service delivery at local level (CAPACITY BUILDING)

Activities will focus on funding TAOs' action plans, mentoring and others forms of capacity building, support to formal spaces of dialogue (Consultative Councils - CCs and Development Observatories – DOs), reinforcement of geographic platforms, legal framework application, and management of small grants mechanisms.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

Mozambique has a population of approximately 25 million³, very young (median age of 17 years old⁴ in 2015, over 4.8 million of the total population within the 15 to 24 age range), rural based (69% live in rural areas⁵) and dispersed all over the country (low density of 33 people per sq. km.⁶).

After a period of growth thanks to political stability and the emerging extractive industry, the country is now confronted with a decreased Gross Domestic Product (GDP) per capita (from USD 605.2 to USD 585.6⁷ between 2013 and 2014), and growing disparities. Living standards remain extremely low in rural areas among small-scale farmers⁸ with 57% of the rural population under the national poverty line⁹ in 2009.

Mozambique has slowly progressed in the Human Development Index (from 185 to 180 out of 188 countries between 2012 and 2014) with better progress on school enrolment and health services coverage. However, extremely low learning outcomes, other quality challenges and significant regional disparities still persist: high rates of illiteracy are registered in northern and central Mozambique (64% in the provinces of Cabo Delgado, Nampula and Zambézia), high HIV/AIDS prevalence of 11.5%, and one of the worst nutrition indicator in Africa, with child stunting rates of 43% (of which 24% severely) in 2013. Internet penetration is increasing but remains still very low with just 5.9% of the population connected and 5% with a Facebook profile. Mobile phone penetration is closer to 35% (8% more than 2010) and radio is the dominant medium with over 70 operating community radio stations in 2010¹⁰. Youth and women, especially those in rural areas, generally experience lower social and economic status. 60% of youth in Mozambique are unemployed or inactive and youth joblessness affects a greater proportion of young women compared with young men (73% of women and 45% of men)¹¹.

Although Mozambique has an advanced policy framework and has ratified several international conventions relating to human rights and gender equality, gender inequalities persist in the country as clearly stated in the Human Development Index – 0.39 for women compared to 0.44 for men. Indeed, the UNDP gender inequality index report 2015 ranked the country on the 135th position in a group of 155 countries. On the contrary, the 2015 Gender Gap Report, which gives greater weight to "rights and norms" and "political empowerment", places Mozambique 27th out of 145. In the same line, the Gender Profile for Mozambique

³ Instituto Nacional de Estatística - Moçambique em Números – 2013.

⁴ United Nations Department of Economic and Social Affairs, Population Division, *Profiles of ageing*, 2015.

⁵ *EU Identification of the 11th EDF, geographical focus and rural development interventions*, EuropeAid/132633/C/SER/Multi, February 2015.

⁶ <http://data.un.org/CountryProfile.aspx?crName=mozambique>.

⁷ <http://data.worldbank.org/indicator/NY.GDP.PCAP.CD>.

⁸ Median monthly expense per family in Maputo is around EUR 110 against EUR 30 in rural areas. *Relatório final do instituto nacional de estatística, orçamento familiar*, December 2015.

⁹ *Rural poverty portal*, IFAD, 2009.

¹⁰ *Financially Viable Media in Emerging and Developing Markets*, SIDA, 2010.

¹¹ *YouthMap Mozambique*, USAID and International Youth Foundation, 2015.

published in February 2016 concludes that there are sociocultural factors that discriminate and exclude women from social, political and economic opportunities, particularly aggravated by living in rural areas and illiteracy and that the country's largest challenge is the implementation of the progressive laws that protect the rights of women and girls.

Between 2009 and 2012, major reserves of coal and natural gas were discovered in the country, placing Mozambique in the spotlight of foreign investment, and at the same time large extensive programmes of plantation and land concession were planned. Resettlement, access to land and water, illegal logging, good governance of natural resources, became all important matters of discussion and lobbying for civil society. The majority of Mozambicans inhabit rural areas which are prone to weather and climate shocks, they have low adaptive capacities, and they are heavily reliant on climate-sensitive sectors such as agriculture and livestock. Mozambique is the only country in sub-Saharan Africa which is considered at high risk from all three climate hazards: drought, floods and coastal storms.

In 2004, the National Statistics Institute indicated around 5,000 formally recognised associations among local and international NGOs, community and faith based organisations, private sector organisations and trade unions, thematic and geographic platforms, foundations and movements. In 2007, the Civil Society Index¹² of Mozambique defined the general CSOs environment as neither openly hostile nor favourable and described organisations as structurally fragile and with a limited impact on public policies. Women represented only the 25% of CSO workers. In 2015, the EU-Mapping Study of Civil Society Organisations (CSOs) in Mozambique described an evolving situation where CSOs' contribution to governance and accountability has been increasing but remains limited to the action of few Maputo-based organisations. Local CSOs remain weak and exposed to the political context characterised by challenges in terms of checks and balances and political tolerance¹³. In 2016, increasing hostilities between government and the major opposition party and the disclosed debt crisis boosted inflation and worsened living conditions and became the major concern for the sustainability of development policies. Peace and fight against corruption are back again on the civil society agenda as Mozambique is entering a new important electoral cycle (2018-19) where civil society is expected to play a proactive and constructive role.

1.1.1 Public Policy Assessment and EU Policy Framework

According to the Five-Year Government Plan 2015-2019 (FYGP), civil society is a key governance actor and new efforts must be made to turn the established formal dialogue mechanisms more effective. CSOs' right to monitor social services provision, as well as the benefit of a larger CSOs participation to natural resources management, are recognised and pursued by the government. Nevertheless, the 1991 Law of Association¹⁴ still considers that CSOs should serve the public administration's interests and provides no clear coverage for governance, advocacy or lobby activities. Registration of local associations must be authorised by the Ministry of Justice, no tax exemption is applied to their activities and CSOs hardly obtain State funds. Freedom of expression and right to participation and information are granted by law and the Constitution, however, intimidation of opinion leaders has occurred and demonstrations sometimes are "de-authorised". At the same time, increasing CSOs' influence on governance issues is proved by those recent legal acts that have been approved after intensive CSOs campaigning, such as the child protection act (2003), the domestic violence bill (2009), the Cooperative Law (2009), the Law on Volunteering (2010), the Mines and Petroleum law and the Right to Information law (2014)¹⁵. The Constitution of 2004 explicitly recognises the principle of equality before the law for men and women. The 2005 Family law removed formal discriminatory regulations and the 2009 Domestic violence law made violence against women a public and not a private offence. The Five Year Government Plan (2015-19) promotes gender equality in all development, economic, social, and cultural areas and the Ministry of Gender, Children and Social Welfare has the mission to coordinate and promote actions towards gender equity. The country has a national gender strategy and a 2016 gender country profile which suggests priorities, coordination and monitoring

¹² *Índice da Sociedade Civil em Moçambique*, Civicus, EU, Aga Khan Foundation, UNDP, 2007.

¹³ *Mapping Study of Civil Society Organisations in Mozambique*, EU, July 2015 (hereafter "EU Mapping"). According to the *Avaliação Nacional sobre o Ambiente Propício para Actuação das OSC* (May 2015: http://joint.org.mz/wp-content/uploads/2015/10/EENA_Relat%C3%B3rio-do-Pa%C3%ADs-Mo%C3%A7ambique_Final_Maio2015_PORT.pdf), sometimes the government sees CSOs as potential threats to the established governance mechanism.

¹⁴ *I Serie, Número 29, Boletim da Republica*, 18 July 1991.

¹⁵ For more details and other examples, see the *EU Mapping*, Annex G (p.222) "*Recent cases in which the action of civil society resulted in legislative changes*": http://eeas.europa.eu/delegations/mozambique/documents/news/mappingsco/20151020_mappingstudy_onlineversion.pdf.

mechanisms. There are also sectoral gender policies aligned to line ministries such as gender policy for agriculture, for energy and others.

In 2005, the Law of Local Bodies of the State (LLB (LOLE in Portuguese)) created the main formal spaces for dialogue between citizens and government, the Community Participation and Consultation Institutions (IPPCs), which includes the Development Observatories (DO) at provincial and national level and the Consultative Councils (CCs) at district-level. CCs are considered partially inefficient, by both State and CSOs, the latter referring barriers to access to information, politicisation of dialogue and a weak representation of community interests. Nevertheless, all stakeholders consider DOs and CCs a positive achievement which has to become more effective.

According to the 2012 EU Communication "The Roots of Democracy and Sustainable Development: Europe's engagement with Civil Society in external relations", an empowered civil society is a crucial component of any democratic system and CSOs' participation in policy processes is key to ensuring inclusive and effective policies. Following the indications of this Communication, in 2015 a Mapping Study of Civil Society Organisations (CSOs) and a Joint Roadmap of the European Union, Member States and other partners for engagement with civil society¹⁶ were carried out in Mozambique with the overall objective of providing all interested parties with a comprehensive overview of CSOs' enabling environment in the country and possible options to maximise CSOs' support as actors of governance at national and local level.

1.1.2 Stakeholder analysis

Final beneficiaries: By promoting larger citizen participation and a gender sensitive approach to public life, resources allocation and management, the final beneficiary of the action will be the overall population, especially the poorest and most vulnerable.

Direct beneficiaries

a) Geographic Platforms (GPs): Communities are organised at the local level - water and health committees, local Consultative Councils (CCs) - up to district and provincial CSO platforms. These platforms are responsible for coordination, monitoring and evaluation of the government's plans; they include and should represent all the main CBOs within the area. Yet, with few notable exceptions¹⁷, these platforms are nowadays losing dynamism, with poor management and coordination capacity, and are often considered in competition with their own members. By law, 30% of CCs are women but the local plans adopted by these councils do not take particularly in consideration women issues.

b) Thematic platforms and Advocacy Organisations (TAOs): Over the past ten years, a group of knowledge based organisations¹⁸ gained space for dialogue combining evidence-based studies with professional capacities on the topics. Their work has often been focussed on gender, extractive and land projects, public expenditure tracking, social service delivery (education, health and social protection). These Mozambican Non-Government Organisations (NGOs) eventually converged in thematic platforms (social protection platforms, budget monitoring forums, natural resources platforms, etc)¹⁹ able to coordinate actions, share experiences and lobby with authorities, while others are regularly set up in order to play a more proactive role in key political developments including elections. These TAOs are based in Maputo and dispose of good financial and administrative capacities, yet they still have a reduced impact at provincial level, mainly due to a more challenging political environment, reduced human and financial resources of their members in the districts, and local public counterparts less accustomed to open participation.

c) Community Based Organisations (CBOs): CBOs represent the majority of civil society organisations in the country, counting the innumerable peasants' associations, water committees, natural resource management committees, health committees and women's groups. CBOs demonstrate engagement and have a good knowledge of communities' and citizens' rights needs and concerns but have very few resources, experience difficulties in accessing information and lack educated staff.

¹⁶ 21 partners: Austria, Belgium, Denmark, European Union, Finland, France, Germany, Ireland, Italy, Japan, the Netherlands, Norway, Portugal, Spain, Sweden, United Kingdom, UNICEF, United Nations, Canada, Switzerland, USAID.

¹⁷ Ex. Nampula, Manica. See Annex H of the *EU Mapping* for a provincial analysis.

¹⁸ The following stand out among others for their greater weight: the Centre for Public Integrity (CIP), the Institute of Social and Economic Studies (IESE) and, Centre for Learning and Skills Training of Organisations of Civil Society (CESC), the Living Land Centre (CTV), Environmental Justice (JÁ!), Human Rights League (LDH), LIVANINGO and Women and Law in Southern Africa (WLSA), National Union of Peasants (UNAC) Rural Mutual Aid Organisation (ORAM).

¹⁹ The most prominent are: Civil Society Forum for the Defence of Children's Rights (ROSC), Civil Society Platform on Natural Resources and Extractive Industry (PSCM), Civil Society Platform for Social Protection (PSC-PS), Mozambique Human Rights Network, Network of Organisations for Food Sovereignty (ROSA), Fórum Mulher, Mozambican Debt Group (GMD), Budget Monitoring Forum (FMO), the Rural Observatory (OMR).

Governmental Stakeholders: Government appears to be interested in reinforcing formal spaces for governance, regardless of the discrepancy between laws and practices. In this sense, the Ministry of State Administration (MSA) has recently signed a memorandum of Understanding with Action Aid Mozambique for increasing the technical and institutional capacities of the Consultative Councils and the Ministry of Justice is engaged in the revision of the Association Law. The only explicit State grant mechanism for CSOs is the EU funded Non-State Actors Support Programme (PAANE), managed by the Ministry of Foreign Affairs and Cooperation but implemented by an external technical assistance unit. Three others sector funds are open to local associations: the Funds for District Development (FDD linked to activities of the Consultative Councils)²⁰, the Funds for artistic and cultural development (FUNDAC – Ministry of Culture and Tourism) and the Funds for Youth initiatives (FAIJ – Ministry of Youth and Sport). With the exception of PAANE, the mechanisms of these funds are generally little known to citizens, considered not transparent and the quality of implementation is low because no accompanying measures are granted.

Development Actors and non-governmental stakeholders: Civil society in Mozambique has always relied on the international community and its grant mechanisms that have been opening since the end of the civil war for service delivery activities. Over the last decade, a number of international actors supported citizen participation by giving birth to some national-driven mechanisms and advocacy organisations (the above mentioned TAOs) that have today a relatively large experience with multi-donor procedures and core funding, they are independently audited and evaluated on annual basis and dispose of advanced public action plans. In September 2015, 21 international development actors joined efforts under the EU-led Roadmap initiative to place individual interventions to support CSOs in a broader collective framework made of three priorities: (a) enable a more conducive environment to the development of a strong, diversified and sustainable civil society, (b) support more effective civil society participation in dialogue on governance systems and development policies and (c) support civil society in policy monitoring and service delivery at local level.

The EU Delegation, together with the staff working on the Mapping Study, has met several times with relevant advocacy organisations, geographic platforms, CBOs and women's organisations (particularly during the elaboration of the Gender Action Plan 2016). Every step of this process has been discussed with the NAO and local authorities and presented to the international partners group preparing the Roadmap. The identified priorities have been approved by all stakeholders and openly discussed at the Mondlane University during the Mapping launching and became the core of the PAANE II initial Action Document. During the formulation phase, the EU Delegation with the NAO analysed the financial and operational capacity of possible beneficiaries together with the relevant national platforms and TAOs which participated actively in this process. For every priority, civil society platforms have been asked to meet internally and propose a coordinating actor, the main activities to be implemented, a provisional budget, and the overall expected results. PAANE II analysis and activities have been fully endorsed by all main stakeholders, including women's associations, so as to ensure adequate demand and ownership by both, CSOs and government.

1.1.3 Priority areas for support/problem analysis

PRIORITY 1: Enabling a more conducive environment for a strong, diversified and sustainable civil society (DIALOGUE)

Major obstacles: In Mozambique, four main challenges affect CSOs in their role of collective voices: (i) obsolete legislation on associations and practical limitations in terms of access to information, (ii) fears of reprisals and co-optation mainly at provincial level, (iii) ineffective formal dialogue mechanism and lack of efficiency by provincial CSO platforms and (iv) CSOs' internal governance and coordination (to be also treated under component 3). There is a perceived gap between practice and the legal framework, which is not well known, especially at local level; the lack of clear recognition of the varied roles of civil society is an obstacle, registration procedures are considered complex and expensive. CSOs that work on policy monitoring may experience unwarranted interference and opinion leaders can be physically threatened or coopted, especially at local level.²¹ Formal mechanisms to dialogue with civil society have not yet produced their desired impact. The gap between legal environment and practice is also the main factor limiting women

²⁰ Commonly referred as "7 million Funds".

²¹ In the *EU Mapping*, examples of cooptation and/or interference were reported several times during the provincial meetings with CSOs. Others studies explicitly refer to limitations and threats hampering freedom of expression and participation (ex. "Avaliação Nacional sobre o Ambiente Propício para Actuação das OSC" published by Joint, CIVICUS, International Center for Not-for-Profit Law (ICNL), ARTICLE 19 e World Movement for Democracy (WMD)).

participation together with socio-cultural aspects. Opportunities: The legislation in force and the Five Years Plan (FYGP) show the willingness of Government to engage with CSOs. There is an ongoing debate for amending the Association law and the promotion of the Consultative Councils (CCs) is underlined in the FYGP. Issues addressed: Dialogue is essential, and the CCs are the main formal existing spaces for this. PAANE II supports CSOs and institutions to enhance CCs' action through a more structured participation in such bodies and an effective application on the ground of the legal provisions.

PRIORITY 2: Civil society participation and policies monitoring becomes more effective (PARTICIPATION)

Major obstacles: The high level of technical competencies required to monitor and influence the decision making process reduces the number of actors able to participate effectively, in particular at local level, where human and financial resources are reduced and the perception persists that the farther from the capital, the more repressive the environment is. Opportunities: TAOs act precisely on NIP focal sectors like budget monitoring, community based mechanisms for monitoring social services delivery, and rural development issues including use of land and women and men's different roles, responsibilities and capacities. TAOs have experienced donors' procedures and play an important role with regards to peace promotion through the organisation of peace rallies, round tables and media debates. Issues addressed: Continued investment in strengthening civil society's analytical work and using that evidence in professionally organised advocacy campaigns is key to increasing civil society's contribution. PAANE II contributes to TAOs' ongoing activities, reinforcing their expertise and makes it effective at community/local level.

PRIORITY 3: Building civil society capacity in political participation policy monitoring and service delivery at local level (CAPACITY BUILDING)

Major obstacles: Three main aspects put an organisation's credibility into question: (i) the extent to which the CSO is, or is perceived to be, independent, (ii) the degree of its internal governance and management capacity (fundraising, formulation, financial management, monitoring and evaluation) and (iii) its technical capacity/knowledge and ability to act. Only few organisations achieved full legitimacy in Mozambique: 1% of the registered CSOs employs one third of the human resources and obtains 40% of the funding²², while women were only 30% of NGOs' workers. Provincially based organisations in particular suffer from weaknesses in capacity and from the challenge of keeping highly educated staff working in rural areas. Opportunities: Recently, civil society has adopted a code of conduct²³ as well as a guide for monitoring its compliance, an important tool for capacity building and increasing credibility. There is the possibility of integrating EU support with the existing national programme of MASC Foundation based on renewed forms of capacity building. Issues addressed: Legitimate CSOs need to increase in number and in its geographical coverage. Promote effective participation and follow-up of the political processes at adequate levels including as regards electoral consultations. PAANE II supports a well-rounded and gender sensitive capacity building plan, which foresees the use of technologies, proximity mentoring and sub-grants for learning by doing.

2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
(Political climate) Current intermittent armed clashes between government forces and opponents armed groups spread out. Various districts become inaccessible.	Medium	<ul style="list-style-type: none"> Political dialogue under Article 8 of Cotonou Agreement Priorities and small grant mechanisms will be refocused on peace promotion Contribute to recognised electoral processes/results
(Human rights) Uncontrolled harassment against opinion leaders and associations.	Medium	<ul style="list-style-type: none"> Political dialogue under Article 8 of Cotonou Agreement CSO and EIDHR²⁴ call for proposals readapted in favour of HR defenders

²² *Sociedade Civil em Moçambique, Expectativas e Desafios*, IESE, 2010.

²³ *Acordo de princípios de conduta e ética das OSC em Moçambique*, Maputo 2014.

²⁴ European Instrument for Democracy and Human Rights.

		<ul style="list-style-type: none"> • Protection of HR defenders included and ad hoc individual cases discussion under priority 1
(Environment) Floods and drought alternatively hit districts hard.	Medium	<ul style="list-style-type: none"> • Emergency action with the Commission's Directorate General for Humanitarian Aid & Civil Protection (ECHO) or specific Linking Relief, Rehabilitation and Development (LRRD) actions (B envelope) • Small grant mechanisms under priority 3 will be refocused on humanitarian/resilience needs • Participatory planning at local level should enable more preventive actions
(Governance) Lack of political and civil society commitment, dialogue biased by political parties influence and civil society private interests.	Low	<ul style="list-style-type: none"> • Reinforced links with Good Governance and Development Contract (GGDC) • Resources readdressed to civil society's code of conduct compliance • Priority 1 refocused on commitment • One component of the programme aims at strengthening CSOs' internal governance and transparency
(Development) Decreasing funds for social sectors, increasing stakeholders' fragmentation, weak management by implementers.	Medium	<ul style="list-style-type: none"> • Reinforced links with GGDC • EU Roadmap partners group enhancing donor coordination • Contracting specific Technical Assistance
(Gender) Lack of gender sensitive approach maintains the status quo or increases the gender inequality.	Medium	<ul style="list-style-type: none"> • Include gender sensitive approach and gender desegregated data • Conduct a gender analysis and include gender sensitive language
Assumptions		
<ul style="list-style-type: none"> • Courts increase their independence. • Government remains open to CSOs' effective participation and consistent with DO and CC objectives. Civil society persists in seeking dialogue with institutions. • EU Roadmap partners group grants a common analysis framework and a plurality of funding. 		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

According to PAANE mid-term review, the current EU initiative is *unique for what it tries to accomplish: an agreement between the government and the EU to appreciate the role of civil society for good governance and poverty reduction*. This evaluation considers PAANE's Response Demand Mechanism, which is a window of simplified mechanism for small CSOs, as a success but the programme as a whole is considered not very efficient in terms of value for money, despite the technical assistance's effectiveness in project administration. Suggestions for a phase II of PAANE include avoiding geographic dispersion and better focusing the calls for medium and small CSOs (sub-grants). Choosing to intervene at district level *is a positive decision but the quality of dialogue at that level depends on information and attitudes of the local government officers*. Thus, it is suggested to reinforce the relationships between local civil society and authorities.

The context assessment relies also on the findings of various works done in 2015: the EU-Mozambique Mapping Study of Civil Society Organisations, the EU-Roadmap, the Study of CSOs' sustainability produced by a group of intermediate NGOs funded by Finland, Switzerland, the Netherlands and USAID, and the Enabling Environment National assessment executed by the National Federation of Civil Society-Joint and CIVICUS. All partners converged around the following set of conclusions: a) The legal framework, including the one on gender participation, should be supported in its application in practice; b) Youth and rural communities are only partially reached so it is important to decentralise and facilitate access to funds

for the smallest and newest CSOs²⁵; c) When choosing to support CSOs as policy actors, core funding or similar mechanisms are preferable, as there is also a growing demand for tailor-made and locally-based capacity building.

3.2 Complementarity, synergy and donor coordination

EU programmes planned complementarity: An amount of 22 000 000 EUR of the 11th EDF NIP is set aside for supporting CSOs as a natural complement to the focal sectors of *Good Governance* and *Rural Development*, namely to enable citizens to play their role in the budget cycle, engage in dialogue with public institutions, monitor the quality of services delivered by the State. The Good Governance and Development Contract (GGDC)²⁶ for the Republic of Mozambique is based on budget support to be disbursed according to the general conditions²⁷ and specific conditions for eight indicators, three of which are directly linked to effective and quality delivery of health, education and social protection services. In addition, EIDHR and CSO-LA ongoing and future call for proposals are and will be conceived to complement the programme, being focused on access to information, participated natural resources management and promoting cultural and creative industries as alternative models for rural development.

Donor coordination: In 2015, the EU CSO mapping and roadmap processes led to the establishment of a Roadmap partners group (RMP) which meets three times a year with the objective of following up roadmap priorities and indicators, basically sharing "best and worst practices", discussing current CSOs "burning issues", and dialoguing with CSO national platforms. This group is directly linked to a second informal group recently established and managed by local CSOs, the *Roundtable CSOs/international partners*, which put together local CSOs, intermediate iNGOs and members of the RMP to dialogue on the basis of the four studies mentioned in 3.1. Similarly, a donor gender group is active whose main result has been recently the adoption, together with the government, of a gender action plan. Given this network, the EU Delegation strives to continuously update this intervention to ensure interactions, so that **PAANE II contributes to the overall CSO strategy already established and partially funded, instead of creating a new stand-alone programme.**

DIALOGUE priority is about legal environment and dialogue between institutions and NSAs at local level. UNDP implements the Strengthening Civil Society Participation in Policy Dialogue programme in collaboration with the Ministry of State Administration (MAE) to improve the quality of participation of civil society representatives in the Consultative Councils of Gaza, Nampula and Cabo Delgado provinces. In agreement with the same institutional partner, MAE, PAANE II will extend similar actions in other provinces, namely Tete, Niassa, Inhambane, Sofala and Cabo Delgado. Two other agencies, DFID (Democratic Governance Support Programme - DIALOGO) and the German Cooperation (Good Financial Governance Programme and Integrated Development Programme for Autarchies and Surrounding Rural Zones), are supporting the municipalities of Maputo, Beira (Sofala), Quelimane (Zambezia), Tete, Nampula, and some districts in the Manica, Sofala and Inhambane Provinces with the same objectives.

PARTICIPATION priority is about CSO engagement. Two national NGOs, CESC and NWETI, are supported by Irish Aid, DFID (Citizen Engagement Programme - CEP), the Swiss and Sweden cooperation (Citizens Demand for a Better Public Health Service Delivery Programme and Actions for Inclusive and Responsible Governance (AGIR)) in promoting a system of citizen monitoring for improving education and health services in some districts of Nampula, Cabo Delgado, Niassa, Gaza (co-funded by EU), Zambezia and Maputo. The Civil Society Platform for Social Protection and the national Budget Monitoring Forum (FMO) are also supported by various international partners all over the country. Similarly, many other large and medium NGOs are receiving institutional support from the AGIR programme (supported by Sweden, Denmark and the Netherlands and managed by four preselected Swedish NGOs). USAID is also formulating an intervention (Parceria Cívica para Boa Governação) starting in late 2017 which focuses on improving activism and organisational capacity of up to 12 Mozambican NGOs, mainly in Nampula and Zambezia

²⁵ "As Preocupações e Expectativas dos Jovens sobre o Desenvolvimento Sócio-Económico em Moçambique Evidências de Discussões de Grupos Focais", National Democratic Institute, Center for research on governance and development, Dec 2015 (released in March 2016).

²⁶ As agreed on 18/10/16, GGDC disbursement foreseen for 2016 is on hold. Some actions are being prepared under the Good Governance sector.

²⁷ 4 general conditions: 1) Satisfactory progress in the implementation of the PQG and continued credibility and relevance thereof; 2) implementation of a credible stability-oriented macroeconomic policy; 3) Satisfactory progress in the implementation of the Government's programme to improve and reform public finance management; 4) Satisfactory progress with regard to the public availability of timely, comprehensive and sound budgetary information.

provinces (where USAID intervention is also concentrated in HIV and communitarian approach). PAANE II will complete the scheme of intervention in Tete, Niassa, Inhambane, Sofala and Cabo Delgado provinces.

CAPACITY BUILDING priority is a cross cutting issue for many ongoing initiatives in favour of CSOs, principally delivered through the action of international NGOs or international technical assistance. The Civil Society Support Mechanism (MASC Foundation), partially funded by DFID, SDC, DANIDA, Irish Aid, is the only national well-established non-state actor which promotes a sustainable development of civil society in Mozambique through CSOs/CBOs' technical support, grants, social investment, resource mobilisation, horizontal studies. MASC has a five-year action plan 2015-2020 of USD 24 000 000, currently covered at 50%. PAANE II will contribute to this plan all over the country and will promote initiatives if deemed necessary in areas related to electoral participation and monitoring.

3.3 Cross-cutting issues

Good governance is the main objective of the programme, with two significant cross-cutting issues: gender and environment.

According to the Gender Country Profile 2016 (GCP)²⁸ in Mozambique there are sociocultural factors that continue to discriminate and exclude women from the social, political and economic life. Despite relatively large women's political participation at national level and a positive legal framework, at local level women are unaware of their rights and gender inequality remains a real obstacle in rural areas where over 90% of economically active women work. Men continue to be the principal owners of land, 67% of men are literate against only 36% of women and access to higher education is limited by the prevalence of gender based violence and forced child marriage (approximately half of all Mozambican girls still marry before the age of 18, the percentages being even higher in the rural areas). Nevertheless, the area of women rights stands out as a focus of vocal activism, with a strong representation of CSOs²⁹ and most of the recent cases in which the action of civil society resulted in legislative changes concern women's rights. The EU Gender Action Plan focuses on ensuring girls' and women's physical and psychological integrity, promoting the economic and social rights / empowerment of girls and women, strengthening girls' and women's voice and participation.

Considering that the livelihood of the vast majority of Mozambicans is based around the *machamba* (small family farm plot), issues linked to land tenure, biodiversity degradation and use of natural resources have a direct impact on the immediate subsistence of the most vulnerable rural population. Food security of most families depends on small-scale agriculture and economic benefits provided by biological diversity: approximately 80% of the population uses wood and charcoal for cooking purposes, many rural communities need bush meat for protein, local honey production is an important activity in central Mozambique as well as nature-based tourism initiatives along the coast. Loss or degradation of natural ecosystems (rate of deforestation calculated by the 2007 National Forest Inventory is 0.58% per year) will reduce food security, increase CO2-induced global climate change (more than 50% of cultivated areas are already at risk for drought and floods) and decrease revenues for local communities. The use of unsustainable agricultural practices, inadequate land planning and control (illegal logging, poaching, waste dumping, etc) and lack of communities' capacity to engage in an informed environmental decision making process are the main threats to Mozambique environment. At the same time, coal and hydrocarbon deposits and large plantation concessions have been involving resettlement of poor, rural communities, very often unsuited to benefit from employment opportunities generated by these international investors. Droughts, floods, and tropical cyclones pose a particular threat to coastal communities, transport infrastructure, and livelihoods that are dependent upon rain-fed agriculture, and floods in particular have been prevalent over the past few years. Similarly to the promotion of civil society and gender, all this occurs in an otherwise favourable legal and policy framework. Conservation Areas (23% of the country's land surface) are established also to assure *the social-economic well-being of poor communities that live nearby* and the National Policy and Strategy for Forest and Wildlife introduces the concept of Community-Based Natural Resources Management which encourages local community participation in the management and sustainable use of both forest and wildlife resources. In today's Mozambique context, improving CSOs participation has principally to do with environmental and gender rights. PAANE II will support CSOs' platforms working in these two sectors through dedicated grants.

²⁸ Financed by the EU, the study is currently under publication by the Ministry of Childhood, Gender and Social Affairs.

²⁹ For example Women and Law in Southern Africa (WLSA), Association for Women, Law and Development (MULEIDE), Women Forum (FORUM MULHER) and the Mozambican Association of Women Legal Professionals (AMMCJ), and almost all GPs have a women's rights group.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

Overall Objective (impact): Enhance participative, representative and gender sensitive democracy in Mozambique. Worldwide Governance Indicators (WGI), voice and accountability improves from 38/100 in 2015 to 45 in 2022. This objective contributes mainly to the Sustainable Development Goal n°16: *Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels*

Specific Objective: Public authorities and civil society are engaged in a constructive dialogue to build a stronger gender sensitive accountability system, an equal and tolerant society and reduce inequalities in a context of democracy and political participation.

These objectives have also been established according to the 2012 EU Communication "The Roots of Democracy and Sustainable Development: Europe's engagement with Civil Society in external relations"³⁰ and priority 1, point 24, of the Five-Year Government Plan 2015-2019 (FYGP)³¹.

The action has a national coverage for priority 3 and a geographic concentration in the provinces of Tete, Niassa, Sofala, Inhambane and Cabo Delgado for DIALOGUE and PARTICIPATION priorities. Geographic concentration is due to the complexity of working with consultative councils (more than 130 in all country) and the necessity to create synergies and complementarities with other non-EU interventions. Civil society presence and strength, as well as coherence with the current EDF and budget lines and CSOs EU support distribution per province, are the other important factors taken into consideration.

Outputs are structured around the following three priorities: dialogue, participation and capacity building. By the end of programme, it is expected that:

1. The environment for a strong, diversified and sustainable civil society is more conducive (DIALOGUE). This output contributes to SDG 16.10 *Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements*
 - O1.1 Consultative Councils are effective and participative;
 - O1.2 Public access to information is improved and a more comprehensive Association law is implemented.
2. Civil society participates actively and effectively in policy making and monitoring (PARTICIPATION). This output contributes to SDGs 1.3, *Implement nationally appropriate social protection systems and measures for all, including floors, and by 2030 achieve substantial coverage of the poor and the vulnerable*; 3.8, *Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all*; 4.6, *By 2030, ensure that all youth and a substantial proportion of adults, both men and women, achieve literacy and numeracy*; 5.2, *Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation*; 15.9, *By 2020, integrate ecosystem and biodiversity values into national and local planning, development processes, poverty reduction strategies and accounts*;
 - O2.1 Citizens and CBOs are better informed and capable of claiming their rights, the fulfilment of quality standards in public service delivery, and the use of participatory mechanisms in national and local policy making;
 - O2.2 Increased evidence-based influence of provincial and national CSOs' networks on the formulation of sectorial policies.
3. CSOs capacity at local level is improved (CAPACITY BUILDING) as well as their ability to play a role in contributing to democratic life at national level. This output contributes to SDG 16.6, *Develop effective, accountable and transparent institutions at all levels*;
 - O3.1 Increased number and geographic coverage of credible and transparent CSOs;

³⁰ Page 1: "An empowered civil society is a crucial component of any democratic system and is an asset in itself".

³¹ Consolidate democracy through a permanent dialogue between State and CSOs for a more tolerant society.

- O3.2 Empowered CSOs contribute effectively to democracy, elections and social justice.

These three priorities correspond to the ones identified through the Roadmap and the priorities set by civil society. However, a few elements have been re-arranged from one priority to another³², mainly for operational purposes i.e. to ease correspondence of each envisaged activity of the future programme (and its implementation modality) to each one of the three priorities.

Indicators (see appendix) have been chosen to try to harmonise the expected outputs, the EU result framework - EURF³³ - and the national Performance Assessment Framework (PAF).

Objective indicators measure development progress in Mozambique which should result from the collective action of the partner country, donors and other development actors (level 1 according the EURF); they all correspond to the roadmap indicators. *Result indicators* are focused on direct outcomes more closely linked to the PAANE II programme (level 2, according the EURF) but also on aggregate information (coming from roadmap indicators) which will demonstrate how the programme contributes to overall development progress (level 1).

4.2 Main activities

1. DIALOGUE. This component has to be implemented in close collaboration with authorities and will focus on two aspects: (a-O1.1) formal dialogue mechanisms (Consultative Councils (CC) and Development Observatories (DO)), (b-O1.2) legal framework. Key activities are: (O1.1) support CSO advocacy for organising CC/DO on time and legal assistance for CSO members; support local authorities to organise and manage CC/DO; sub-grants and mentoring to NGOs, CBOs, provincial and district platforms for effective participation in CC/DO; continuative training and capacity building for local authorities and CBOs on dialogue, networking, advocacy, decentralisation, good governance; seminars on good practices; studies on formal spaces and according to CBOs' needs; support interaction between CSOs and provincial assemblies. (O1.2) Key activities are: seminars, trainings, events and meetings to make the information law, the Law of Local Bodies of the State and the association law known by officials (lawyers, private sector, local authorities, civil servants), citizens and CBO; support to local administration to comply with the laws (incl. registration and database); production of material (video, leaflet, resumed and simplified version of the law) in Portuguese and local languages; expanding the *Kuvonelela* on line platform (www.kuvonelela.org.mz) on law implementation monitoring; sub-grants to NGOs and CBO for independent community-based monitoring system.

2. PARTICIPATION. This component considers TAOs as direct beneficiaries and should include mechanisms similar to core funding for TAOs to develop further their evidence-based strategies. Social services (education, health and social protection), budget monitoring, environment and gender rights will be the subsector concerned. Two main axes are envisaged: (RO.1) progress in citizens' information and effective democratic monitoring, incl. at local level and (O2.2) increased CSOs' influence on the formulation of sector policies; publication of provincial and district budget; budget tracking and analysis. Key activities are: (O2.1) Community monitoring through Community Score Cards (CSC) and social audit; raise citizens' and public authorities awareness on their rights, duties, participatory spaces, quality standards, community dialogues, through information campaigns, interpersonal communication, community radios and theatre groups; capacity building to co-management committees (health centres, school councils, social protection permanents, community-based natural resources committees; gender committees and citizens budget); support to district platforms on monitoring and engagement with service providers and authorities; expansion of *Olavula* (www.olavula.samaadhaan.org) and other online monitoring platforms. (O2.2) Support for the utilisation of community collected evidences to influence provincial policies and plans (Namely: DSP - District Economic and Social Plan and Budget, PSP - Provincial Economic and Social Plan and Budget); producing position papers; perform studies and advocacy campaigns; write State of the Sector Reports.

With references to cross cutting issues, gender rights and environment will be the object of two specific grants (see section 5). The objectives of the actions are tuned under the *participation* priority, with two specific sub-priorities.

³² Dialogue mentioned in Priority 1 instead of 2; issues relating to internal governance have been coupled with capacity building in priority 3 – as very likely the two issues will involve common activities/same implementer in practice.

³³ Commission staff working document, *Launching the EU International Cooperation and Development Results Framework*, SWD(2015) 80 final

According to CSO analysis, the most important environmental concern is related to the democratic management of natural resources. The legal framework (Land Law, Resettlement regulation, Mines Law, Petroleum Law, Forest and wildlife Act) ensures community participation and shares but its application in practice is challenging. PAANE II intends to support community-based natural resources committees and CSOs for accompanying measures (i.e. helping communities on land negotiation, land property certification, community pilot projects on forest management...).

The first EU-Gender Action Plan priority is preventing and combating violence against women and girls with a specific focus on sexual and reproductive decisions. Women's marginalisation intersects with other inequalities, such as ethnicity, age, ability, language, gender identity, sexual orientation, and creates multiple layers of discrimination in particular in rural areas where women rights' unawareness, low level of education, gender based violence and forced child marriage frustrate women ambitions. The legal framework (Domestic Violence bill, Mozambique's national strategy on child marriage, abort depenalisation) should ensure women's integrity but its application is hampered by persisting negative practices. Through a dedicated grant supporting a gender-active platform (and its CSO members), PAANE II would contribute to the dissemination and application of the legal framework for preventing and combating violence against women (i.e. legal assistance, access to social and psychological services to survivors, men's engagement in prevention, family planning, advocacy against gender stereotypes).

3. CAPACITY BUILDING: This component will support the existing national mechanism (MASC Foundation) for building capacities and reinforcing sustainability of decentralised CSOs. According to the MASC action plan, two main objectives are indicated: (O3.1) to increase the number and geographic coverage of credible and transparent CSOs and (O3.2) to improve CSOs' contribution to effective democracy and social justice at local level, including actions related to the electoral cycle (participation, monitoring) and/or peace and reconciliation. Key activities are: (O3.1) diligence test for assessing each potential beneficiary organisation (including gender balance amongst its staff) and identifying internal needs; direct support during a so-called incubation period (before the organisation receives grants: on financial management, operationalisation of governing bodies, establishment of basic organisational policies, support to publishing reports and accounts); granting longer term capacity development through a system of mentoring, interns and volunteers; establishment of a certification system based on the Ethic Conduct code for CSOs. (O3.2) managing a system of sub-grants (see under "intervention logic"); providing skills development in negotiation, lobbying, mitigation of risk, community mobilisation, setting up advocacy campaigns, and/or lobbying; improving links between CSOs and media in formulating, implementing, and monitoring of government policies; use of research and information produced by CSOs in government policies by grants to targeted research, independent reporting and involvement of trained youth citizens and other citizens' engagement activities in the electoral process.

4.3 Intervention logic

The intervention logic is built on the "Mozambique EU & partners' country roadmap for engagement with civil society" and the Five-Year Government Plan 2015-2019.

PAANE II is a scaling up of PAANE I in accordance with the main conclusions drawn by the mid-term evaluation which judged very appropriate (*The relevance of PAANE could not be stronger... see chapter 2.1*) the thematic of dialogue and leadership and criticised the method of implementation, costly and poorly connected with local CSO structures (see main weakness, under section 3).

A gender sensitive environment more conducive to a strong civil society engagement in dialogue (priority 1) with public authorities, at local and national level, is considered crucial to make Mozambique's development more inclusive. If CSOs acted in a more open space, their formal participation would be more effective and the relevance of the Consultative Councils would improve. Similarly, a better access to information through the application of the relevant legislation is key to increase civil society's influence on decision-making.

Civil society efforts on policy monitoring are only rarely taken at heart by local authorities, while these independent assessments are crucial to understand how investments affect the lives of ordinary citizens, and in particular women. On the other hand, civil society needs to guarantee sufficient technical capacity to produce quality contributions and to work in line with local development plans. Supporting the existing independent policy monitoring models in the key sectors of education and health, social protection, management of public budget and natural resources, gender rights will make civil society participation

(priority 2) evidence-based and thus more influential. These models are based on the effective functioning of local thematic committees which would be capacitated to claim their rights and collect evidence to inform provincial and national CSOs' networks and sector policies.

CSO dialogue and participation are biased if organisations are not legitimated to represent citizens. Legitimacy depends on accountability, transparency and capacity but CSOs are often too fragile at provincial level, with no workable internal governance, lack of expertise and unclear strategies. A tailored and sustainable capacity building (priority 3) strategy is needed. By supporting the MASC foundation, PAANE II will offer a package of learning by doing throughout various steps: identification of key priority areas and issues to be addressed through political economic analysis (PEA) at sub-national level; identification of key actors through an open bidding process; assessment of proposals in terms of eligibility of the applicant and its potential to impact on the issues identified in the PEA; organisational capacity and risk assessment through a detailed on site organisational assessment and self-assessment; drafting of a detailed Organisational Capacity Development Plan; drafting and submission of a complete project document; Monitoring and Evaluation during the implementation phase; dissemination of results, information, knowledge and lesson learning; financial management and compliance of a grant; risk management.

A local legitimate civil society, able to monitor public policies and be involved in the election process, will engage in a constructive and peaceful dialogue with public authorities to build a more tolerant and equal society. Participatory democracy will be enhanced.

This project is based on three fundamental assumptions: (a) PAANE II is inscribed on the roadmap priorities which allow situating partner interventions in a collective framework and, as such, adds a strategic dimension to programming: positive results can only be obtained if this collective framework is kept working; (b) Given that one of the main issues is the gap between a permissive legal framework and differing practices, it is fundamental that government remains committed to the application of its legislation; (c) PAANE II will finally scale up the existing CSOs' mechanisms and advocacy organisations (TAOs), following the evidence based assumption that these mechanisms are working and that civil society will persist in seeking dialogue with institutions. For the three priorities, sub granting to small and medium CSOs in order to help achieving the objectives of the action is the main purpose of the action.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country, referred to Article 17 of Annex IV to the ACP-EU Partnership Agreement.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is **72 months** from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute non-substantial amendment in the sense of Article 9(4) of Regulation (EU) 2015/322.

5.3 Implementation of the budget support component

N/A

5.4 Implementation modalities

5.4.1 Grants: call for proposals - Civil society participates actively and effectively in policy making and monitoring in natural resources management and gender rights (direct management) (PARTICIPATION priority 2)

(a) Objectives of the grants, fields of intervention, priorities of the year and expected results

The call will have two lots, for gender equality and natural resources management. Only one grant per lot will be attributed.

General objective: Enhance participative democracy

Specific objective: Civil society participates actively and effectively in policy making and monitoring on gender and natural resources issues.

Outputs:

- Citizens and CBOs are better informed and capable of claiming their rights and use participatory mechanisms in national and local policy making.
- Increased evidence-based influence of provincial and national CSOs' networks on the formulation of sector policies.

Priorities and activities:

- Lot 1 – natural resources. The selected priority aims to increase the impact of community-based natural resources committees, to widen public knowledge and claims on natural resource management and protection and climate change adaptation issues. Eligible activities must be related to ensuring independent monitoring and advocacy for the enforcement of the legal framework on natural resources (Land Law - *Leis de Terra 19/97* and the Resettlement regulation - *Regulamento do Reassentamento 31/2012*, Mines Law - *Lei das Minas 20/2014*, Petroleum Law - *Lei do Petróleo 21/2014*, Forest and wildlife Act – *Lei das Florestas e da fauna*, Mozambique's National Climate Change Adaptation and Mitigation Strategy 2015-2025) and to support CSOs accompanying measures for its implementation (i.e. helping communities on land negotiation, land property certification, community pilot project of forest management, independent investigation and researches, climate change adaptation and mitigation measures).
- Lot 2 – gender equality and women's empowerment. The selected priority aims to ensure women's activism in the decision making process, by first protecting the physical and psychological integrity of girls and women. Women led platforms, CSOs and CBOs will be supported for an effective and coordinated response and support to survivors and to improve women participation in formal and informal spaces. Eligible activities must be related to ensure women participation in Local Councils sessions and adopted documents, independent monitoring for the enforcement of the legal framework preventing and combating violence against women and girls (Domestic Violence bill - *Lei Contra Violencia Domestica 29-2009*, Mozambique's national strategy on child marriage - *Estratégia Nacional de Prevenção e Combate aos Casamentos Prematuros em Moçambique 2016-2019* - proposed abortion Law - *proposta Lei da Interrupção Voluntária da Gravidez*) and to support CSOs accompanying measures for its implementation (i.e. legal assistance, access to social and psychological services to survivors, men engagement on prevention, family planning, advocacy against gender stereotypes, community awareness activities to challenge cultural and harmful practices for women and girls).

(b) Eligibility conditions

In order to be eligible for a grant, the lead applicant must be non-profit-making and a non-governmental organisation in its capacity of representing a sector platform or network established in Mozambique. Guidelines will be drafted in such a way as to encourage wide partnerships/consortia among local actors and to allow funding for the platform's strategic action plan. International or Mozambican co-applicants may be foreseen. Partnerships and/or activities with media and/or university/research institutions will be encouraged. At the moment of submitting the proposal, the consortium of lead applicant and co-applicant should preferably have offices, equipment and staff in the majority of provinces where the activities are implemented: Tete, Niassa, Sofala, Inhambane and Cabo Delgado.

Subject to the information to be published in the call for proposals, the indicative amount of the EU contribution per grant is EUR 2 500 000 and the grant may be awarded to one consortium of beneficiaries (coordinator and co-beneficiaries). The indicative duration of the grant (its implementation period) is **70 months**.

(c) Essential selection and award criteria

The essential selection criteria are financial and operational capacity of the applicant. The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 100%.

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012, applicable in accordance with Article 37 of (EU) Regulation 2015/323, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative timing to launch the call

December 2017.

5.4.2 Grant: direct award: Civil society participates actively and effectively in policy making and monitoring in education and health, social protection, management of public budget (direct management) (PARTICIPATION)

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results

In order to enhance participative democracy, this grant has the objective to make civil society policy monitoring more effective and gender sensitive on education and health sectors. Through a geographic and qualitative extension of the existing informal participatory mechanisms, CSOs are expected to have more influence on policies formulation and citizens to better claim for their rights.

(b) Justification of a direct grant

Under the responsibility of the responsible Commission's authorising officer, the grants may be awarded without a call for proposals based on Article 190(1)(c), RAP, to CESC (Centre for Learning and Skills Training of Organisations of Civil Society) and N'WETI (Communication for Health, moon in local language).. Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because this consortium has a de facto monopoly, as it has an exclusive and generally recognised competence in the field of Community Score cards and the two organisations are the only ones capable of operating in this field at national level. They are currently implementing a national system of citizen monitoring for health and education services under the CEP (the Citizenship and Participation Programme will end in 2018).

(c) Essential selection and award criteria

The essential selection criteria are the financial and operational capacity of the applicant. The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 100%.

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 37 of (EU) Regulation 2015/323, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to conclude the grant agreement

First trimester 2018.

5.4.3 Grant: direct award: Civil society participates actively and effectively in policy making and monitoring in education and health, social protection, management of public budget (direct management) (PARTICIPATION)

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results

In order to enhance participative democracy, this grant has the objective to make civil society policy monitoring more effective and gender sensitive on budget tracking. Through a geographic and qualitative

extension of the existing informal mechanisms, CSOs are expected to have more influence on public budget elaboration and accountability.

(b) Justification of a direct grant

Under the responsibility of the responsible Commission's authorising officer, the grants may be awarded without a call for proposals based on Article 190(1)(c), RAP, to FMO (Budget Monitoring Forum). Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because of de facto monopoly: FMO is the only CSO platform on participatory budget existing in the country, working with a system of sub-granting to its members in various provinces. FMO has already established numerous linkages with the National and Municipals Assemblies.

(c) Essential selection and award criteria

The essential selection criteria are the financial and operational capacity of the applicant. The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 100%.

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 37 of (EU) Regulation 2015/323, if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to conclude the grant agreement

First trimester 2018.

5.4.4 Grant: direct award: Civil society participates actively and effectively in policy making and monitoring in education and health, social protection, management of public budget (direct management) (PARTICIPATION)

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results

In order to enhance participative democracy, this grant has the objective to make civil society policy monitoring more effective and gender sensitive on the national strategy for social protection. Through a geographic and qualitative extension of the existing informal mechanisms, CSOs are expected to have more influence on policies formulation and citizens to better claim for their rights.

(b) Justification of a direct grant

Under the responsibility of the responsible Commission's authorising officer, the grants may be awarded without a call for proposals based on Article 190(1)(c), RAP, to PSCM-PS (Civil Society Platform for Social Protection). Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because of de facto monopoly, as PSCM-PS is the only CSO platform monitoring the national strategy for social protection through an already existing system of community monitoring mechanism. It has already executed numerous national campaigns against inequalities and supporting budget increasing for the strategy.

(c) Essential selection and award criteria

The essential selection criteria are the financial and operational capacity of the applicant. The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 100%.

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 37 of (EU) Regulation 2015/323, if full funding is essential for the action to be carried out, the

maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to conclude the grant agreement

First trimester 2018.

5.4.5 Grant: direct award: CSOs capacity at local level is improved- (direct management) (CAPACITY BUILDING)

(a) Objectives of the grant, fields of intervention, priorities of the year and expected results

In order to enhance participative democracy, this grant has the objective to improve advocacy oriented CSOs capacity. Supporting the national MASC (Civil Society Support Mechanism) granting and mentoring system, the number of credible and transparent provincial CSOs provincial is expected to increase as well as their capacity to contribute effectively to democracy and social justice.

(b) Justification of a direct grant

Under the responsibility of the responsible Commission's authorising officer, the grants may be awarded without a call for proposals based on Article 190(1)(c), RAP, to MASC. Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because MASC is the only national foundation offering nation-wide capacity building services to CSOs and managing a system of call for proposals for grants to CSOs. It has already granted more than 50 NGOs and its performance is annually independently evaluated and audited.

(c) Essential selection and award criteria

The essential selection criteria are the financial and operational capacity of the applicant. The essential award criteria are relevance of the proposed action to the objectives of the call; design, effectiveness, feasibility, sustainability and cost-effectiveness of the action.

(d) Maximum rate of co-financing

The maximum possible rate of co-financing for this grant is 100%.

In accordance with Article 192 of Regulation (EU, Euratom) No 966/2012 applicable in accordance with Article 37 of (EU) Regulation 2015/323 if full funding is essential for the action to be carried out, the maximum possible rate of co-financing may be increased up to 100%. The essentiality of full funding will be justified by the Commission's authorising officer responsible in the award decision, in respect of the principles of equal treatment and sound financial management.

(e) Indicative trimester to conclude the grant agreement

First trimester 2018.

5.4.6 Indirect management with the partner country (DIALOGUE, priority 1)

A part of this action with the objective of creating a more conducive environment for a strong, diversified and sustainable civil society may be implemented in indirect management with the Republic of Mozambique in accordance with Article 58(1)(c) of the Regulation (EU, Euratom) No 966/2012, applicable in accordance with Article 17 of Regulation (EU) 2015/323 according to the following modalities:

The partner country will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement and grant procedures

Payments are executed by the Commission.

In accordance with Article 190(2)(b) of Regulation (EU, Euratom) No 966/2012 and Article 262(3) of Delegated Regulation (EU) No 1268/2012 EDF applicable in accordance with Article 36 of Regulation (EU) 2015/323 and Article 19c(1) of Annex IV to the ACP-EU Partnership Agreement, the partner country shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU,

Euratom) No 966/2012, applicable in accordance with Article 17 of Regulation (EU) 2015/323, will be laid down in the financing agreement concluded with the partner country.

5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6 Indicative budget

	EU contribution (in EUR)
Priority 1 DIALOGUE	3 000 000
5.4.6 Indirect Management with partner country, grant	<i>3 000 000</i>
Priority 2 PARTICIPATION	12 500 000
5.4.1 Call for proposals (2 lots, 2 grants) - <i>Civil society participates actively and effectively in policy making and monitoring in natural resources management and gender rights</i> - subsectors gender and environment (direct management)	<i>5 000 000</i>
5.4.2 Direct grant to consortium CESC/NWETI, subsector education/health (direct management)	<i>2 500 000</i>
5.4.3 Direct grant to FMO, subsector budget monitoring (direct management)	<i>2 500 000</i>
5.4.4 Direct grant to PSCM-PS, subsector social protection	<i>2 500 000</i>
Priority 3 CAPACITY BUILDING	5 000 000
5.4.5 Direct grant to MASC (direct management)	<i>5 000 000</i>
5.9 Evaluation, 5.10 Audit	600 000
5.11 Communication and visibility	300 000
Contingencies	600 000
Total	22 000 000

5.7 Organisational set-up and responsibilities

A Steering Committee of the project shall meet once a year to decide the overall direction of the project and following the indicators. The committee will be chaired by the NAO and set up by Action Aid Mozambique (AAMoz) with the participation of all implementing partners and line ministries. For the follow-up of the Financing Agreement, a technical committee will be managed by EU and secretariat assured by AAMoz tentatively every three months (at least for the first year) in Maputo between NAO, implementing parties and EU. AAMoz will simply put at the NAO/EU's disposal the means to hold these committees on the overall programme, providing secretarial services only.

5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of

achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Most of the sources of evaluation are international reports: Worldwide Governance Indicator on voice and accountability and participation & human rights, Civicus Enabling Environment Index measuring the political and policy context within which CSOs operate, Open Budget Index, the National Human Development Index. Others are already linked to the national Performance Assessment Framework which is monitored by the statistic offices of all government sectors and validated by a biannual verification mission made by World Bank experts. For both those kind of indicators, PAANE II will have just to collect the reports once published. Only 5 indicators will have to be measured through sources of verification under the responsibility of the programme: number of Development Observatories / Consultative Councils held per year nationwide, proportion of the population satisfied with their last experience of public services, number of women and men who have secure tenure of land, number of CSOs which sign a code of conduct and have a positive score for monitoring compliance, number of CSOs funded through the small grant mechanisms. Nevertheless, the sources of verification for these indicators are already established and followed by the implementer because part of the action they are developing, partners will have just to fix the baseline.

5.9 Evaluation

Having regard to the importance of the action, a mid-term and final evaluation(s) will be carried out for this action via independent consultants contracted by the Commission. The mid-term evaluation will be carried out for learning purposes, in particular with respect to the absorption capacity of the CSOs, accountability and assessment of the initial priorities. The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the outcomes results.

Commission shall inform the implementing partner at least 15 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities. The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two contracts for evaluation services shall be concluded under a framework contract in 2020 and 2022.

5.10 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements. Indicatively, one contract for audit services shall be concluded under a framework contract in 2024.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above. In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements. The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Most of the visibility and communication initiatives will be implemented by the implementing actors through the budget available in their respective contracts. Some others communication activities, in particular events organisations and management of social media, could be directly contracted by EU through a procurement or grant (line 5.10).

APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY) ³⁴

	Results chain	Indicators ³⁵	Baselines (incl. reference year)	Targets (incl. reference year)	Sources and means of verification	Assumptions
Overall objective: Impact	Enhance participative, representative and gender sensitive democracy in Mozambique	1- Worldwide Governance Indicators (WGI), voice and accountability (percentage)** (EURF, indicator 6, level 1) (roadmap indicator)	1.-38/100 (2015)	1.-45 (2022)	1-WGI report	
Specific objective(s): Outcome(s)	SO1 Public authorities and civil society are engaged in a constructive dialogue to build a stronger gender sensitive accountability system, a tolerant and equal society and reduce inequalities in a context of democracy and political participation.	1.1-Civicus Enabling Environment Index, (the political and policy context within which CSOs operate)* (roadmap indicator) 1.2-Open Budget Index* (roadmap indicator)* 1.3-Ibrahim Index of African Participation & Human Rights (roadmap indicator)*	1.1-0.43/1 (2013) 1.2-38/100 “minimal” (2015) 58.3/100 (2015)	1.1-0.51 (2022) 1.2-40 to 60, “limited” (2022) 1.3-64/100 (2022)	1.1-CEEI report 1.2-OPI report 1.3-Ibrahim Index of African report	Peace Agreement is enforced (internal conflict doesn't make unreachable a larger part of the country)
Outputs	O1 The environment for a strong, diversified and sustainable civil society is more conducive	1.1-% of requests for information by citizens which are satisfied on time.* (National Performance Assessment Framework PAF 13) 1.2-Number of Development Observatories / Consultative Councils held per year nationwide (participants disaggregated by sex, baseline of 28% women)	1.1-N/A (<30%) 2014 1.2-0 / to be established for year 2016 by Action Aid Mozambique in collaboration with State Administration Ministry	1.1-60% (2022) 1.2-4 DO 5 per year / 58 CC per year	1.1-PAF (according to article 4 of the Information law) 1.2-Action Aid reporting	Government remains consistent with Development Observatories and Consultative Councils objectives.
Outputs	O2 Civil society participates actively and effectively in policy making and monitoring	2.1-Proportion of the population satisfied with their last experience of public services, disaggregated by sex 2.2-Proportion of families	2.1-To be established by CESC through the Community monitoring system reports, for baseline in 2016 2.2-15,26% (2015)	2.1-+20% 2.2-20% (2020)	2.1-Community score cards system 2.2-PAF	Freedom of expression, association and press is respected by law and in practice

³⁴ Indicators aligned with the relevant programming document are marked with ** and indicators aligned to the EU Results Framework with ***.

³⁵ Most of the indicators (WGI, OBI, Ibrahim index) are already gender sensitive.

		<p>covered by social protection floors disaggregated by sex**, (PAF 10), (EUFR 28)</p> <p>2.3-Percentage of women aged 20-24 years old who were married before their 15th/18th birthday** (EURF, indicator 32)</p> <p>2.4 Number of-DSP (District Economic and Social Plan and Budget) and PSP (Provincial Economic and Social Plan and Budget) published online * (PAF 14)</p> <p>2.5-Number of women and men who have secure tenure of land with EU support**, (EURF 8, level 2)</p>	<p>2.3-50% (2015)</p> <p>2.4-0</p> <p>2.5-To be established for baseline in 2016 by the implementing actor</p>	<p>2.3-40%</p> <p>2.4-3 DSP, 30 PSP</p> <p>2.5-+20%</p>	<p>2.3-Gender Action Plan Universal Periodic Review – Mozambique (OCHR)</p> <p>2.4-Websites</p> <p>2.5-To be established</p>	
	O3 CSOs capacity at local level is improved	<p>3.1-Number of CSOs which sign code of conduct and have a positive score for monitoring compliance</p> <p>3.2-Number of CSOs funded through the small grant mechanisms</p>	<p>3.1-To be established by MASC foundation, before the signature of the contract, for baseline in 2016</p> <p>3.2-29 (2013-2015) PAANE</p>	<p>3.1-+20%</p> <p>3.2-90 (70% on advocacy) (2020)</p>	<p>3.1-MASC reporting</p> <p>3.2-MASC reporting</p>	<p>EU Roadmap partners group grants a common analysis framework and a plurality of funding avoiding double funding</p>