



## Mozambique and Japan

### Civil Society Partnership Workshop

### Report

|                        |  |
|------------------------|--|
| Date:                  | August 3, 2005, from 14:00 to 17:00  |
| Place:                 | Conference room in LINK, Maputo  |
| Organizer:             | LINK and TICAD Civil Society Forum   |
| Co-Organizer:          | Japanese Embassy to Mozambique<br>Japan International Cooperation Agency (JICA)  |
| Participating NGOs:    | LIVANINGO (environment), ACRIDEC (rural development), KULIMA (community development), OACD (children support), AMOPROC (civic education), ACORD (rural development), RC (children support), and CIREM (religion) |
| Japanese Participants: | Funada-Classen and Iwata from TCSF, Mr. Sudo of JICA, and Ambassador Tsushima and Ms. Higashi of the Japanese Embassy  |

September 2005

**Viva Africa! People's Network Across the Continents**

### **TICAD Civil Society Forum**

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## **Background and Purpose**

Japanese ODA accounts for 10% of total bilateral assistance to Africa. The Japanese policies to Africa have tremendous influence on people's livelihood in Africa, as 25% of total investment in Africa is aid.

The TICAD Civil Society Forum (TCSF) was formed to communicate the desires of citizens to the Third Tokyo International Conference on African Development (TICAD-III), which was held in 2003. TCSF thinks that aid programs can not be effective without African people themselves and the participation can be promoted by a solid network of the citizens of Africa, Asia, and Japan.

Our activities focus on the following:

1. Networking: setting up forums for discussion
2. Think-tank: Review and analysis of Japan's aid policies
3. Policy proposal: Advocacy and lobbying

The Partnership-Seminar Working Group focuses on building networks. It organizes seminars in various parts of Africa so that African NGOs and aid workers can exchange information on policies and assistance and discuss how to improve them. The first seminar was held in Mozambique.

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## **Program**

### **<First Part>**

**“To Know Each Other Better”**

**chaired by Piquitai LINK**

#### **1. Japan-Africa (Mozambique) Relations**

presented by Ms. Classen Funada (the vice president of TCSF)

1.1. Japan-Africa (Mozambique) Relations from the Late 19th Century to the 1990s

1.2. TICAD and the TICAD Civil Society Forum

1.3. The Review of Civil Society in Japan (its history and trends)

#### **2. Civil Society in Mozambique** presented by Mr. Amosse (the president of LINK)

2.1. Establishment and Characteristics of Civil Society in Mozambique

2.2. Challenges of Civil Society in Mozambique

#### **3. Exchange of Opinions**

### **<Second Part>**

**“Improvement on Access to Japanese Funds and Future Cooperation”**

**chaired by Piquitai LINK**

#### **1. Grant Assistance for Grass-roots Human Security Projects**

presented by Ms. Higashi (the third secretary of the Japanese embassy)

1.1. What is the Grant Assistance for Grass-roots Human Security Projects?

1.2. Achievements in Mozambique

#### **2. JICA in Mozambique**

presented by Mr. Sudo

(the deputy resident representative of JICA Mozambique Office)

2.1. JICA Projects in Mozambique

2.2. Possibility in JICA-NGO Cooperation

#### **3. Discussion**

3.1. Results of Surveys on GGP to the Japanese Embassies and NGOs in Africa

presented by Ms. Funada-Classen

3.2. Discussion

<First Part>

**1. Japan-Africa (Mozambique) Relations**

presented by Ms. Funada-Classen (the vice president of TCSF)

**1.1. Japan-Africa (Mozambique) Relations from the Late 19th Century to the 1990s**

The Japan-Africa (Mozambique) relation has undergone four phases starting from the late 19th century to the 1990s.

**The 1st phase** began from the late 19th century to the 1920s. During this period, Japan began to send government officials to Africa in order to look for possible colonies for Japanese immigrants. At the time, there were already Japanese independent immigrants in Africa a clear indication that the Japan-Africa relations were already in existence but on individual level. In case of Mozambique, the first Japanese who established their lives were prostitutes.



Ms. Classen Funada from TCSF ©2005TCSF

**The 2nd phase** began from the late 1920s till the 1960s. During this period, the relationship between Japan and Africa drastically changed due to the World War (WW II). Before this period, trade between Japan and Africa had been expanding resulting from the newly opened seaways and as such the Japan-Africa relationship was starting to build. However, after the start of WW II, the Japan-Africa relationship became constrained as a result of the poor relationship between Japan and the various European nations that controlled the majority of African colonies.

**The 3rd phase** was from the 1960s till the 1980s. After the long severance during and after WW II, Japan experienced rapid economic growth which led to the re-establishment of its economic relationship with Africa. However, it remained passive in the political arena. Japan kept a distance from African liberation movements and the communist or socialist countries in Africa due to the Japan-US Treaty that barred Japan from such engagement. Hence, exchange between the two civil societies of Japan and Africa slowed down. Worse still, the Japanese government did not put in any effort to liberate Africa. The Japanese government took aside of the western countries, and suspected these liberation movements as communist groups. Although some Japanese citizens actively supported the liberation movements in



Africa, majority of the Japanese people had limited knowledge about Africa and hence was unconcerned about African affairs (This can be said of the Japan-Mozambique relation which was under Portuguese rule until 1975).

**The transition from 3rd to 4th phase** was between the end of the 1980s and the 1990s. This was during the time when the Japanese bubble economy burst and as such Japanese firms began to invest in foreign markets and “internationalization” became a major public concern. As a result Japanese ODA shot up, making it the highest in the world. Africa benefited as well in that in 1985 Japanese ODA to Africa rose to its highest level in history. Having attained this coupled with being economically powerful in the world, Japan looked for its role in the world especially now that the Cold War was continuing to collapse. It was around the same time that Japan started to extend ODA to Mozambique at the request of the United States Government. This was because the Marxist-Leninist Mozambique government had slowly opened up to the US. This marked the beginning of the official Japan-Mozambique relations.

**The 4th phase** started in the 1990s to date. Japan, seeking a permanent seat to the United Nations Security Council needed to make a few changes politically which led to the use of the Japanese Self-Defense Forces (SDF) for the Peace Keeping Operations (PKO) missions, and thus dispatched the SDF to Mozambique. Additionally, Japan began an attempt to reconcile and strengthen its relationship with those nations in Africa which had been affected by the Cold War and apartheid. In so doing, Japan held TICAD after which it sent Diplomatic missions to various nations in Africa. While Japanese ODA generally decreased during this period, the ODA to Africa remained around 10% of the total. Nevertheless, the amount has not marched the 1985 record. Furthermore, while ODA to Asian nations was mainly technical, ODA to African nations has remained monetary for the bigger part.

The Major problem facing Japanese ODA is the low contribution by the Japanese civil society. The figure stands at less than 2% and when this is compared with other major donors around the world, the figure is quite low. The same is characteristic of the Japanese ODA to the African civil society. This makes it difficult for Japan to build strong relations with African people.

## **1.2. TICAD and the TICAD Civil Society Forum**

TICAD (Tokyo International Conference on African Development), which was jointly organized by the Japanese government and international organizations, serves



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as one of Japan's most important tools for African development. TICAD has been held three times—in 1993, 1998, and 2003—under the principles of “partnership” and “ownership”. Twenty-four leaders of African countries participated in TICAD-III alone, leading the Ministry of Foreign Affairs in Japan to call it, “the biggest accomplishment of Japanese foreign policy on Africa”. Since then, TICAD is mentioned every time a new proposal is assigned.

On the other hand, criticisms of TICAD have been made. Some argue that the current implementation of “partnership” and “ownership” exists only at the government level, leaving civil society to participate as an “observer”. There are also debates on the role of governments in development and its actual beneficiaries. In addition, some believe that the Japanese civil society neither make sufficient contributions nor possess the requisite capacities and relationships with the African civil society.

### **1.3 Japanese civil society (its history and trends)**

Since the concept of “civil society” was derived from western countries, Japanese civil society has a young history. During the World War II, the civil society was publicized under the general mobilization orders. It is similar to Mozambique's civil-war experience. After the WWII, the local peace movement against the Vietnam War triggered the formation of Japanese civil society. Because this movement tended to be anti-governmental, a misunderstanding cast civil society as the opponent of government. Later, NGOs in the humanitarian development assistance field started to appear. The Hanshin-Awaji Great Earthquake helped to build partnership between the government and NGOs. As this relationship progressed, civil society globalizes its activities and intensified advocacy actions. Japanese civil society now seeks to overcome its weaknesses for its financial and political independence.

In light of these trends, TCSF believes the main actor of African development should be African people and African civil society. It seeks to implement a development process led by African people. Only 2% of Japanese ODA is spent on civil society, which is a situation TCSF seeks to correct with vigor. African civil society needs more attention.

## **2. Civil Society in Mozambique presented by Amosse (the President of LINK)**

### **2.1. Establishment and Characteristics of the Civil Society in Mozambique**

Diversity of Civil Society in Mozambique

There are six defining characteristics of organizations: religious organizations, civic associations, advocacy groups, development organizations, media and information institutions, and community development organizations. Religious organizations have played a large part and have exerted a significant influence in bringing an end to the post-independence conflict. Although organizations for community development are objects of high expectations, they are still very much in the process of formation.

#### NGOs' Status

NGOs in Mozambique have been motivated with the introduction of a multiparty system in the 1990s. LINK, which is an umbrella organization for Mozambican NGOs, was founded in 1993. Its purpose is to hear various public opinions in forums and to advocate effectively. It has tried to become a platform in civil society for public issues.



Mr. Amosse from LINK ©2005TCSF

## **2.2. Challenges of Civil Society in Mozambique**

There are many issues regarding organizations. One issue is how community based organizations, which are fluid, be helped to evolve themselves into sustainable agencies. Another issue is how to assure transparency and validity of their activities. Meanwhile, providing opportunities to raise the voice of the voiceless citizen is an issue in civil society. This is why making use of various opinions from provinces is important. For that reason, annual meetings of the Mozambican civil society organizations have been held in the different provinces (the next one will be held in September 2005).

## **3. Exchange of Opinions**

### ***Participation of Mozambican Civil Society in PARPA***

**TCSF:** There was much criticism on the lack of participation of the civil society in the development of “The Action Plan for the Reduction of Absolute Poverty (PARPA),” what is the present situation?

**Mozambican NGO (M-NGO):** Mozambique is implementing the second stage of



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PARPA from the last fall. Because of the criticism of the first stage, the government has guaranteed the participation of the civil society from the beginning of the second stage. The civil society is currently involved and fulfills its duties. A mid-term report will be issued after holding a meeting on August 4, 2005. The participation of the civil society has grown especially after the change of the President at the last polls. Ten organizations, which have been elected from civil organizations in the rural area, will take part in the process as province delegates. Each province has sole discretion on the means of selecting organizations. The Mozambican civil society, however, is not on a solid structure.

### *Japanese Civil Society*

**M-NGO:** We are very interested to hear the comparison between the Japanese and Mozambican civil society with respect to their introduction, formulation and trends. Learning experiences of each other will help to promote our relationship. As we heard, the Japanese civil society tackled obsolete pesticide issues with domestic NGOs. You talked about the “weakness of the Japanese civil society,” what is the strength?

**TCSF:** It is changing. In fact, it depends heavily on individuals’ voluntary commitment. We must say the basis of the Japanese civil society is vulnerable. For example, TCSF has only one full-time employee. Other staffs are members, interns, and volunteers. The tendency is that the more negotiations the government has with us, the more activities we involve ourselves in policy issues. We still have many difficulties to overcome in order to keep up with the swiftness and expertise needed for such our activities. However, we are managing to expand our membership and activities.

### *Obtaining a Permanent Seat on the Security Council*

**M-NGO:** Why has Japan tried to have a permanent seat on the Security Council since the beginning of the 1990s?

**TCSF:** Although some think that it is obvious for Japan to be a member due to its huge contribution to the UN, I myself think the reason is related to Japanese “self-awareness” or “positioning” in the world. The issue is at the basis of Japanese diplomacy, which has not changed since the Meiji Era. In other words, Japan is always eager to rank alongside the Western European countries or even better than them. Moreover, Japanese live in self-denial because they do not accept that they are a colored “yellow” race. At the beginning of the 20th century, prospective host countries

(white regimes such as South Africa) for the Japanese immigrants in Africa brought our “race (non white)” into question. The Japanese government took offense at “their discriminatory treatment as an inferior race” and gave up the idea of emigration. Thus, I would like to share with you my idea that the relationship between Japan and Africa has been established within the context of Japanese self-portrait in the world and the U.S.-Japan alliance. The interchange between citizens and civil organizations is important.



During a break ©2005TCSF

## < Second Part >

### **1. Grant Assistance for the Grass-roots Human Security Projects**

**presented by Ms. Higashi (the Japanese Embassy in Mozambique)**

#### **1.1. What is the Grant Assistance for Grass-roots Human Security Projects?**

The Grant Assistance for Grass-roots Human Security Projects (GGP) is implemented by the Ministry of Foreign Affairs of Japan and supports projects proposed by such bodies as NGOs and local government authorities in developing countries. The number of GGP has been increasing since the introduction of this aid programme in 1989. In 2003, 1405 GGP in 113 countries were implemented.

#### **1.2. Achievements in Mozambique**

The Embassy of Japan was opened in 2000 and GGP started in 2002. Thirty-seven GGP have been funded, the half of which have



Ms. Higashi from the embassy ©2005TCSF

already been completed so far. They include 18 GGP on construction of primary schools, five on health/sanitation (construction and rehabilitation of health centres in rural areas in particular) and 14 in other fields. In 2004, four GGP were implemented.

## 2. JICA in Mozambique

presented by Mr. Sudo

(the deputy resident representative of JICA Mozambique Office)

### 2.1. JICA Projects in Mozambique

JICA office in Mozambique was opened in 2003, and currently 4 JICA projects are in progress. There are 23 Japan Overseas Cooperation Volunteers (JOCV) dispatched by JICA at work in the country.

Agriculture (irrigation; rural development; farming support; Nerica rice plantation); Health (supply of medical equipment; distribution of mosquito nets; HIV/AIDS support); Education (construction of primary schools; science and maths teachers' support); Water; Basic infrastructure (bridges); Information technology (training support).



Mr. Sudo from JICA ©2005TCSF

### 2.2. Possibility in JICA-NGO Cooperation

The one possibility is the participation of NGOs within the framework of JICA projects. No actual contract has been signed so far for the activities in communities.

Another possibility is to send JOCVs to NGOs. The conditions are 1) NGOs request through the government and 2) NGO secures the residence and bears half of the rent.

## 3. Discussion

### 3.1. Results of Surveys on GGP to the Japanese Embassies and NGOs in Africa

presented by Ms. Funada-Classen

#### **(1) Results of Survey on GGP to 24 Japanese Embassies in Africa:**

Countries with the highest number of requests on GGP: South Africa (17 approved out of 1500 requests), Kenya (5 approved out of 1000 requests). 4 were approved out of 80 requests in Mozambique.

13 embassies wish to increase the number of GGP. There are 11 embassies



which want to increase the number but can not do so due to the insufficient capacity of local NGOs.

9 embassies prioritize the local NGOs rather than international NGOs. However, 17 answered that there were almost no local NGOs which have the capacity and capability. (Only two embassies evaluated local NGOs positively, while two embassies answered that there was absolutely no local NGOs they could value or partner with.

There was a tendency for the embassies to support the NGOs which received GGP before.

Only 4 embassies have regular meetings with the NGOs, while 17 do not.

## **(2) Results of the Survey on GGP to Beneficiary NGOs in Mozambique**

GGP involves too much paperwork for application.

The selection process takes too long, and even after having been selected, the GGP are not granted additional budgets.

The applicant NGOs feel unsatisfied with the fact that no additional budget is allocated for the cost of administration and monitoring.

There should be a clear strategic planning and purpose of GGP. We cannot call it a comprehensive support if they fund only for purchasing of materials and construction costs. For example, it is not enough to construct a school if there is no commitment on the quality of education.

Social and economic impact might be greater if the support was concentrated and focused on particular areas in a sustainable manner.

They would like to have embassy's staff in charge closer to NGOs and CSOs (Civil Society Organizations) through more regular visits and technical support. Mozambican NGOs and CSOs still lack experience and cannot function appropriately. Although they do have ideas to improve the way for development, they do not have the basic skills to achieve them. GGP should be a combination of both direct and indirect support. The long-term growth of NGOs and CSOs as viable organizations must be observed.

One of the donors who contribute to a capacity-building programme of NGOs is Ireland. Its aid process is simple and effective. Other donors, including OXFAM, Canada, HIVOS, CONCERN, WORLDWIDE, and WK KELLOGG FOUNDATION, also involved themselves in capacity-building. All the donors except Japan include administration cost, fuel and salary in a programme and project costs and do not limit funding to construction only.

They would like to be observed carefully in the long run. GGP must be multi-dimensional. There are needs for the regular exchange of information and intensification of field visits. Sustainability of programmes and projects should be measured in terms of technology, economy and structure.

### **3.2. Discussion**

#### ***Japan Overseas Cooperation Volunteers dispatched by JICA***

**M-NGO:** We are very keen on having JOCVs. The role they can play is enormous. However, how much should we provide for their residence or accommodation? Is it not difficult to convince the Mozambique government of the necessity of funding? Will it take too long to obtain approval?

**JICA:** You should not be too worried, as JICA knows the hardships facing the NGOs. You may provide only a rented room. NGOs will have to negotiate with relevant ministries but JICA will back up.

#### ***GGP in Mozambique***

**M-NGO:** Is there any way to increase the number of projects in Mozambique, as only four beneficiaries received GGP?

**The Japanese embassy (EOJ):** This is because there were projects that are still being carried on since last year and also due to the lack of manpower in the embassy. However, we are considering increasing the number of GGP as much as possible. We are planning to shorten the application period as well as the time taken for the selection process. Fortunately, we have managed to obtain one more staff member this year, and this will enable us to measure up to your expectation.



The discussion among participants ©2005TCSF



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### ***Necessary Conditions for GGP***

**M-NGO:** As we read the necessary conditions on the distributed guideline, we think this is really difficult. One of the hardest things for us is that we cannot use GGP for the administration. We also cannot use it to pay for office rent. When we request for something, it takes a year before any decision can be made. It is good to consider our requests carefully, but a year is too long to wait and the situation would have changed. We think that the criteria should be adjusted to “the reality of Mozambique situations” and we should be able to use GGP more flexibly. The situation is quite difficult when all what you have is a project without offices, computers and the people to carry out it.

**EOJ:** In the fields, we are making all possible efforts. Certainly, the criteria are sometimes too strict, but we feel there is really nothing we can do about it at the embassy level. The reviewing and reselecting process at headquarter of the Ministry of Foreign Affairs (MOFA) slows down decision-making, too. All we can do is to speed up the process at the embassy level.

### ***The Purpose of Holding This Seminar***

**TCSF:** The seminar is held to find solutions to such problems. According to the survey we carried out, firstly there is a lack of capable local NGOs. Secondly, there is insufficient communication between NGOs and the embassies, and we found out that the NGOs expect embassies to provide constant communication and technical cooperation. Our duty this time is to find out why there is a difference between us and to make efforts of harmonizing the two. MOFA in Japan is also willing to cooperate for a better future. We will report the progress on the differing opinions to MOFA for making a better policy in African development. We therefore would like to hear your opinions on the subject.

**M-NGO:** For this purpose, opinion of the Japanese civil society is indispensable. We therefore seek your assistance in that direction. Despite our deliberations, as long as there is no such support from the Japanese civil society, it will be difficult to have any meaningful improvements. For this reason, it is important for the Japanese civil society to work together in putting pressure on the central government.

### ***The Relationship between JOCV and GGP***

**TCSF:** This is why we are planning to go to MOFA with the recommendations



from the seminar. Meanwhile, there is so much we can do here too.

**M-NGO:** I agree. If you are sending JOCVs, we would like them to come at the time when we receive GGP, or alternatively at the time of sending a request letter of GGP.

**JICA:** JOCV and GGP are not related and they follow different procedures.

**M-NGO:** Is it possible to assign a non-Japanese project to JOCVs?

**JICA:** Certainly, you may assign any projects to them. JOCVs do have expertise in their respective fields. They may be given various tasks: you should not limit yourself there.

**M-NGO:** In the similar system employed by Canada, they have a budget for volunteers. For example, the budget is allocated to a project and volunteers are sent to work on that particular project. It is very different from JOCVs. The project is already determined before volunteers come. However, we sometimes wish that the funds are allocated to a project itself rather than to pay volunteers from a separate fund. Therefore, we cannot say that this system is the best.

**TCSF:** In the case of GGP, you do not need to worry about that point as the dispatch of volunteers and GGP follow different channels and procedures. Maybe we could find a way to combine both systems effectively. There might be a possibility to overcome the lack of trust due to insufficient communication, as pointed out before, by having JOCVs with you.

**M-NGO:** Of course we would like JOCVs to come, but we are only concerned about the procedures in which it will be materialized.

### ***Costs of Soft Component***

**TCSF:** In our view, GGP hardly covers any costs of the soft components. What is your opinion?

**M-NGO:** As it clearly comes out in the survey too, this is a serious problem. We would really like to see a change in this regard. Please make it clear that the support offered is for the capacity-building of NGOs.

**TCSF:** How about other donors? Are there any good examples we could refer?

**M-NGO:** IUCN in Holland is a good example. It is IUCN that coordinates and selects NGOs before the distribution of the funds from the Holland Government. This system is very effective. Frankly, the relationship between a foreign government and a NGO will be hierarchical in nature. However, the situation is different between civil societies, in which we are able to discuss issues, and this

makes it easy to reach a common understanding between NGOs. It is also good for capacity-building. If an embassy could delegate such kinds of time-consuming tasks, its work would be made much easier.

**Japanese Ambassador to Mozambique:** We shall raise your concerns to the attention of MOFA in Tokyo as soon as possible. We believe your voice should be heard since you are the ones in fields. Fortunately, the embassy added one more person on the team specifically in charge of linking up with the grass-root people. She has extensive experience in working with NGOs in Mozambique. This will guarantee a better relationship in future.

#### *Establishment of a Joint Committee*

**M-NGO:** Just as a suggestion, how about setting up a committee of the embassy, JICA, and NGOs to select the requests of GGP?

**M-NGO:** We disagree with the idea. If the Mozambican NGOs themselves do the screening in advance, we foresee a problem. It requires a lot of time and does not add much value. In case a NGO or a person we do not want is left out, we will be put to task.



Ambassador Tsushima ©2005TCSF

#### *NGO-JICA Japan Desk*

**TCSF:** For the purposes of improving accessibility and smoothening the application process, is there a possibility of making use of NGO-JICA Japan Desk to carry out such duties?

**JICA:** Although this system is not yet well-known, it exists in countries like Kenya and Ethiopia. The purpose of this desk is to coordinate with NGOs and it is actually possible to set it up as a part of JICA in Mozambique.

**TCSF:** In Ethiopia, the local NGOs are in charge of the desk. So the same could be done in Mozambique. The budget will cater for its operation. However, after all is said and done, institutionalization is a challenge in its own, in which you gain some and lose some. We need to do it carefully. You may need further discussion on the matter later.



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***Criteria of GGP***

**M-NGO:** Anyhow, the criteria of GGP should be adapted to the reality of Mozambique. In this regard, we would like to appeal for your cooperation. However, our hope is that GGP are distributed with full regard to each one's capacity.

***Closing Remarks***

**M-NGO:** Thanks to the TCSF initiatives, this has been a great opportunity for the Japanese embassy, JICA, and Mozambican NGOs to meet and exchange ideas. We made several suggestions to the betterment of our relationship for which we have received responses from our donors. We are thankful.