Assessment of Crime and Violence in Mozambique

& Recommendations for Violence Prevention and Reduction

Contents

Acronyms & Abbreviations

ACIPOL Academy of Police Sciences of Mozambique
ADR Alternative Dispute Resolution
AG Attorney General
AIM Information Agency of Mozambique
ANAMM National Association of Municipalities of Mozambique
ARES Associação Reconstruindo a Esperança (Rebuilding Hope)
AU African Union

CAPJ Centre for Legal Assistance and Practices
CCM Christian Council of Mozambique
CEA Centro de Estudos Africanos (Center for African Studies)
CEDAW Committee for the Elimination of all Forms of Discrimination Against Women
CIP Center for Public Integrity
COMINFO National Commission of Information
CJCP Centre for Justice and Crime Prevention
CTOC Convention Against Transnational Organized Crime
CSO Civil Society Organization
CVPI Crime and Violence Prevention Initiative

DDR Disarmament, demobilization, and reintegration
DVL Domestic Violence Law

FADM Mozambique Armed Defense Forces
FDC Foundation for Community Development (Fundação para o Desenvolvimentoda Comunidade)
FOMICRES Mozambican Force for Crime Investigation and Social Reinsertion
FRELIMO Mozambique Liberation Front

GCCC Central Cabinet to Combat Corruption
GPA General Peace Accords

IANSA International Small Arms Network
INE Institute of National Statistics
ISS Institute for Security Studies
ICVS International Crime Victims Survey

LDH Human Rights League

MARP Or APRM – African Peer Review Mechanism (Mecanismo Africano de Revisão de Pares)
MDGs Millennium Development Goals
MDI Ministry of Interior
MDN Ministry of National Defense
MINED Ministry of Education
MINJUS Ministry of Justice
MISAU Ministry of Health
MMAS Ministry of Women and Social Action

NEPAD New Partnership for African Development
NGO Non-Governmental Organization
NHAMAI Association of Human Rights of the Woman and the Child

ONUMOZ United Nations Mission in Mozambique
OSF Open Society Foundations
OSIEA Open Society Initiative Eastern Africa
OSISA Open Society Initiative Southern Africa

PARPA Action Plan for the Reduction of Absolute Poverty (Mozambique's PRSP)
PARP Action Plan for Poverty Reduction (Mozambique's third PRSP)
PESS Health Sector Strategic Plan (2007-2012)
PQG Mozambique 5 Year Plan (2011-2014)
PRE Economic Restructuring Program
PROL Local Government Reform Program
PRSP Poverty Reduction Strategy Paper
PSA Food Subsidy Program

RENAMO Mozambique Resistance Movement
ROSC Network of Civil Society Organizations

SADC Southern African Development Community
SISE Information and State Security Service
SSR Security Sector Reform

UEM Universidade Eduardo Mondlane
UNICEF United Nations Children's Fund
UNICRI United Nations Interregional Crime and Justice Research Institute
UNODC United Nations Office for Drugs and Crime

Executive summary

This report is an assessment of crime and violence in Mozambique undertaken between August 2011 and March 2012. The report was commissioned by the Open Society Initiative for Southern Africa (OSISA) and the Open Society Foundations Crime and Violence Prevention Initiative (OSF CVPI), which are currently supporting violence prevention programs in Kenya, Namibia and Mozambique. The objective of the assessment was to provide a broad overview of the crime and violence situation in Mozambique and help inform future programming decisions there for OSISA and the OSF CVPI. It was written on the basis of key stakeholder interviews and analysis of existing data. Given the complexity of issues surrounding crime and violence, the report attempts to highlight major initiatives in a variety of sectors and is meant to inform debate and program design.

Section 1 of the assessment introduces the report and presents the methodology.

Section 2 focuses on the Background and Context of crime and violence in Mozambique. After a brief history, the emphasis is on crime and violence data and analysis. As the report argues, reliable data is hard to obtain, but recent victimization surveys indicate that Mozambique is significant in that rates of victimization are particularly high, while rates of reporting crime to the police are particularly low. This phenomena is likely linked to issues around a lack of trust in the police services and perceived corruption. Armed robberies are the major reported crime concern for most Mozambicans, although levels of domestic violence and child abuse are also estimated to be extremely high. Maputo City, Maputo Province, and Sofala are the provinces with the highest levels of reported crime. Following the analysis on crime and violence data, Section 2 ends with a

summary of the Mozambican legal and policy framework, which is considered to be well developed, although clearly lacking in full implementation.

Section 3 of the assessment report analyses the major drivers of crime and violence in Mozambique and includes a detailed analysis on inequality, urbanization, corruption, organized crime, centralization, lack of opportunities for youth, victimization of women and children, high numbers of street dwellers, culture of violence, weak criminal justice system, prevalence of HIV/AIDS, rise in vigilantism, damaging customary practices and local beliefs, and trafficking along the coastlines and land corridors. While none of these factors in isolation cause crime and violence, all contribute to the challenges faced by Mozambique.

Section 4 of the assessment report highlights the key actors in crime and violence prevention. Government agencies (including MDI, MDN, PRM, MINJUS, MINED, MISAU, MMAS), key donors, non-governmental organizations, and research and academia organizations are included and their relevant initiatives and interventions presented. For ease of analysis, the NGO sector is broken down into four areas, namely 1) women victimization organizations, 2) children victimization organizations, 3) governance, human rights, and community development organizations, and 4) peace, security, and conflict prevention organizations. The assessment notes the particular emphasis placed on women and children victimization by almost all of the key actors, although also notes an absence of support for unemployed and out-of-school youth.

Section 5 of the assessment highlights promising prevention initiatives in Mozambique undertaken by key stakeholders. Innovative programs range from local level interventions to national government programs. Section 6 analyses some of the key challenges to crime and violence prevention in Mozambique including: 1) Lack of opportunities for youth, 2) Marginalized role of local government, 3) Lack of engagement of the private sector, 4) Limited research and knowledge sharing on crime and violence prevention, 5) Absence of debate on security sector reform, 6) Parenting and early childhood development not prioritized, 7) Religious sector not fully engaged, 8) Poor support for displaced people, and 9) Disconnect between national policies and programs and local realities.

The final Section 7 of the report makes a series of recommendations for Open Society, largely directed towards a community based focus, the importance of knowledge generation, building off of Brazilian expertise, providing opportunities for marginalized youth, and engaging new sectors in the crime and violence prevention debate.

The assessment report is also accompanied by a community case study which analyses crime and violence issues in two local communities, Magoanine "C" and Feroviario das Mahotas. The case study, which was conducted by FOMICRES, provides an important point of reflection and highlights the juxtaposition between the national level policy and programs and the realities on the ground in marginalized communities.

Introduction & Methodology

This report is an assessment of crime and violence in Mozambique undertaken between August 2011 and March 2012. The objectives of the study were to provide a broad overview of the crime and violence situation in Mozambique including:

- Detailed assessment of current policy and legislation governing crime and violence prevention in Mozambique.

- Reflection on all existing or pending legislation and policy relating to policing, courts, prisons, social development, health, housing etc.

- Analysis of the current crime problem in Mozambique

- Reflection on broader safety issues including health, education, economic health, gun control, drug and alcohol abuse, the economic health of the country etc

- A reflection on efforts by government, civil society and the donor community to address these issues in the past five years.

It was understood that the assessment would form an input into the design of an OSISA/CVPI program to be implemented in Mozambique over a multi-year time frame. The assessment team consisted of one international technical consultant with a local Mozambican consultant working together to jointly prepare the report. Field visits were undertaken in August and September 2011 in order to collect data and conduct primary stakeholder interviews. Further interviews were conducted during September and October 2011 to further probe and gather data.

A thorough desk review of published materials was undertaken by the lead technical consultant, providing invaluable data and integrating detailed research findings. In addition, crime and violence data was gathered and analyzed in order to present a comprehensive overview using multiple data sources.

Finally, a community case study was conducted by the Mozambican Force for Crime Investigation and Social Reinsertion (FOMICRES), attached as Annex 3. This case study provides important insight into the reality of crime and violence at the community level in Mozambique.

A draft report was reviewed by OSISA and CVPI staff with comments also provided by a panel of technical experts. A validation workshop was held on Nov. 9, 2011 with over 50 participants to gather further input and comments, leading to the full publication in March, 2012.

The assessment report provides a snapshot of the crime and violence sector in Mozambique in early 2012. Given the short time frame and available resources, it is meant to help inform a debate and program design, but is not a conclusive study.

Background & context

Political and Socio-Economic Background

Mozambique is located in Southern Africa, and runs along the Eastern (Indian Ocean) coastline for 2,470 kilometers. The country has a territory of 801,590 km2 and borders with South Africa, Zimbabwe, Zambia, Malawi and Tanzania. It has an estimated population of 21,669,278 people, of which 52% are women. It is estimated that by 2020 the population of Mozambique will reach 29,310,474 inhabitants, 33.21 % living in urban areas.[1]

Mozambique is a former Portuguese colony and became officially independent on 25 June 1975; A socialist constitution was adopted in 1975 establishing a single party system and a State which was based on a collective economic system.

Following a protracted civil war between the ruling Frente de Libertação de Moçambique (FRELIMO) government and the Resistência Nacional de Moçambique (RENAMO) which ended in 1992 with the Rome General Peace Accords (GPA) but left the country decimated, Mozambique entered into an extensive economic restructuring program (PRE) and constitutional reform process which culminated in the 1990 Multiparty Constitution which (i) reinforced fundamental rights and freedoms, (ii) established a market economy, (iii) inserted basic rules for democratic representation; (iv) established the principle of separation of powers and a clearer division of competences, (v) provided the first steps towards the implementation of local authorities and (vi) stressed the importance of constitutionality.[2] The first democratic elections were held in 1994 and FRELIMO candidate and president of Mozambique since 1986 Joaquim Chissano was elected. The opposition RENAMO acknowledged and accepted the result and the United Nations Security Council, which had a peacekeeping operation based there due to the war, endorsed the results as free and fair in Resolution 960.

1 Projecçõs Anuais da População Total, Urbana e Rural, 2007 – 2040, INE, 2010

2 Miranda, Jorge Manual de Direito Constitucional, TOMO I, Preliminares – O Estado e os Sistemas Constitucionais, 6ª Edição, Coimbra Editora, 1997, pp 236 – 240.

3 The civil war ended with the signature of the General Peace Accord (GPA) in 1992, in Rome, and first democratic elections were held in 1994.

4 Mecanismo Africano de Revisão de Pares (MARP), Relatório de revisão do País, 2010., pp. 62-63

5 Mozambique Country Programme Evaluation DFID

6 Mozambique Country Programme Evaluation DFID

7 MARP, op. cit.

8 Comentários no lançamento do relatório "Alguns desafios da indústria extractiva em Moçambique" por Thomas Selemane, editado pelo CIP, em 2009 Carlos Nuno Castel-Branco 07-10-2009, pg.4.

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Since the end of the civil war[3], the country has registered remarkable economic recuperation, with an average annual growth rate of 8% between 1996 and 2007. Mozambique has made notable progress towards the achievement of the Millennium Development Goals (MDGs), especially related to child mortality and primary education. Nevertheless, Mozambique remains one of the world's poorest countries, with 54 % of Mozambicans living under the poverty line.[4] Mozambique ranks 184 out of 187 countries on the United Nations Human Development Index, underscoring severe shortcomings in the health and education sectors. The country is heavily dependent on external aid. Budget support is provided by a group of 19 donors ("G19") that engages with the Government of Mozambique in policy dialogue through a 'Troika' system of donor representation.[5]

Government decision making is dominated by the majority FRELIMO party, and accountability mechanisms over the Executive branch, such as parliament, the media and civil society remain weak, and human rights remain a major concern.[6] There are also multiple allegations of corruption within the political system. In spite of these existing governance-related constraints, there is evidence that the country has made notable progress towards deepening democracy, with the undertaking of democratic elections in 1994, 1999, 2004, and 2009 (for president, legislative and authorities), improvements in the participation of civil society and the assurance of important access to information. Collectively, this has led to Mozambique becoming a role model for other post-conflict countries.[7]

Continued sustainable development, including improvements in service provision, depends on how well Mozambique builds on its economic base. It is mainly an agricultural country; in fact, agriculture provides employment and income for up to 83% of the country's population. Mozambique is also rich in natural resources and there have been many developments related to mineral and energy resources. However, these resources have been extracted mainly by foreign companies. Strong links need to be put in place within the country's economy to enable the creation of a more complete network of economic activities, otherwise, very little of the income generated from the extraction will benefit the country.[8] In the long term natural resources may contribute to aid reduction, provided that these assets are oriented to provide the maximum benefit of the country.[9]

Mozambique has made tremendous strides in education since independence, reaching primary school enrolment rates of close to 70% (largely as a result of its Free Primary Education Policy) and illiteracy dropping from 97% in 1975 to 48.1% in 2010.[10] However, while more young people are attending school, the quality of the education provided is compromised. Less than 20% of the Mozambicans who complete basic primary education enroll in secondary and less than 10% go to university or find adequate employment, including self-employment. Over 50% of the youth (aged 15-19) are out of school.

While still facing significant difficulties, Mozambique's quick recovery has not gone unnoticed. According to the African Peer Review Mechanism (APRM) Report for 2010, in the past 20 years Mozambique has managed to emerge from economic decline and from a repressive political system into a macro-economically stable country with a high growth rate and considerable political freedom.[11]

Data on Crime and Violence

As is the case in most countries worldwide, crime and violence data is difficult to obtain and unreliable due to a variety of factors including poor record keeping, low reporting to the police (due to lack of confidence in police and criminal justice system), and lack of standardized data collection systems. Data is collected by the Police, the Attorney General, the Ministry of Health and victims' support organizations, but these numbers tend to differ from each other, as there is a lack of harmonization of data between sectors and no integrated support for victims of violence.[12] By way of example, the Police cite a total number of crimes for 2008 as 27,254 while the Attorney General has a published figure of 40,312.

VICTIMIZATION DATA: No recent victimizations data is currently available in the public domain. Therefore, this assessment relies on the only available quality data which dates back to 2002-2003, during which time the United Nations Interregional Crime and Justice Research Institute (UNICRI), undertook a comparative study based on household survey data of Southern African Development Community (SADC) countries, along with 78 other countries worldwide, as part of the International Crime Victims Survey (ICVS). The ICVS looked at victimization rates as well as perception of security and policing efficiency and provides a strong indication of the current trends in crime and violence. The household survey work in Mozambique was conducted by the National Institute of Statistics (INE). [13]

9 Mozambique Country Programme Evaluation DFID
10 Luis, Roberto, Youth and Adult Education in Mozambique, OSISA. 2011.
11 APRM Report 2010, pg. 415.
12 Crime data varies from the police to the Attorney General. For example, while the police report total crime in 2008 as 27,454, the Attorney General cites a figure of 40,312.
13 All ICVS data is available at http://rechten.uvt.nl/icvs/. Also consulted was the analytical reported: Alvazzi del Frate, Anna, Joachim Bule, John van Kesteren, and Angela Patrignana, Strategic Plan of the Police of the Republic of Mozambique: Results of Surveys on Victimization and Police Performance, UNICRI, 2003.

The ICVS in Mozambique highlighted a number of important issues for Mozambique. First, it confirmed that the rates of victimization are very high with 37% of respondents in the four biggest cities in Mozambique indicating that they were victims of one of the 13 selected crimes at least once a year (27.5% of households nationwide). This was particularly the case in Maputo City, which ranked as the 4th highest city in the ICVS sample in terms of victimization (after Tirana, Beirut, and Kampala). Quelimane displayed the highest crime levels of all cities included in the study at 49% victimization (compared to 43% in Mbabane, Swaziland and 39% in Johannesburg, South Africa), likely due to the overcrowded settlements. Secondly, the ICVS confirmed that the rate of reporting of crimes to police is particularly low in Mozambique compared with other SADC countries, with an estimated mere 19% of crimes reported to the police. Third, it identified that while the large majority of crimes were against property, 37% of all reported crimes were against people. Fourth, it noted that while assault rates were similar across the SADC countries, Mozambique experienced unusually high robbery (i.e. theft with force) rates. This is supported by data in Table 2 below. According to the study, since robbery is both a property crime and a violent crime, preventative measures are particularly well suited to reducing and preventing incidence.

Mozambique also suffers from country specific crime challenges. For example, levels are burglary and livestock theft are ranked highest in all of Africa with 13% and 19% of respondents respectively reporting victimization. While property crime values in Mozambique are of a low average value (US$13/incident), when compared with average income rates this has strong economic impacts on the populace.

In terms of physical attacks, according to Afrobarometer (2003), Mozambique ranks relatively low with 8% of respondents indicating they or their family members were victims of a physical attack. However, this figure contrasts sharply with the survey work done by Shabangu in Maputo and Matola, which indicates that 43% of Mozambicans had personal experience of violence crime and 67% knew individuals who had been a victim of a violent crime within the past two years. Of the same respondents close to 80% indicated they felt vulnerable or very vulnerable to violent crime. While sexual offences are ranked as one of the most serious crime problems facing Mozambique, with multiple initiatives in this area, the data indicates that rates

in Maputo are much lower than neighboring countries, and that rural areas had a higher rate of victimization than urban areas. The majority of rural sexual offences were reported as rapes in which the victim knew the offender.

Official Crime Statistics: The Mozambican Attorney General prepares an Annual Report that details the number of reported cases on an annual basis for a variety of crimes. Table 2 below presents the most frequent crimes (including figures) as provided by the General Attorneys Annual Report 2010.

T1	2010 Crime Data (Mozambique Attorney General Report)	
Type of Crime	**Cases**	
Violent theft	4,827	
Aggravated theft	4,408	
Simple theft	2,546	
Aggravated body offenses	1,837	
Simple voluntary body offenses	1,112	
Arson	544	
Sexual abuse	516	
Culpable Homicide	502	
Corruption	460	
Simple voluntary homicide	219	

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The AG report also mentions that the most prevalent crimes are crimes against property (22,040), crimes against persons (8,803) and crimes against public order and tranquillity (2,513). The Attorney General notes that the main causes of crime include the degradation of moral values, illegal possession and use of firearms, use of drugs, superstition and alcohol abuse.

Comparable provincial public data is only available up to 2008, which shows a continuous decline in overall crimes since 2001 in all provinces with the exception of Maputo Province. Interestingly, it indicates that crime in Maputo City has dropped 38% over this 9-year period.
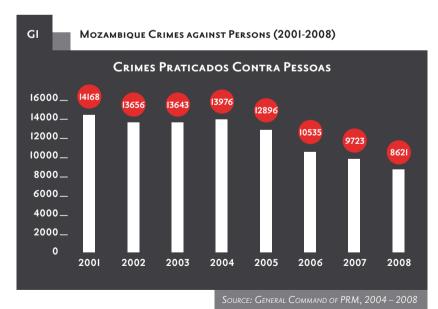
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T2 **Crime Data Reported by Police, by Province**

Year	Total	Niassa	Ca. Delgado	Nampula	Zambezi	Tete	Manica	Sofala	Inhambane	Gaza	Maputo Province	Maputo City
2001	39,054	1,847	1,431	2,649	3,569	2,523	843	4,411	3,063	2,446	4,739	11,533
2002	39,061	1,116	1,485	2,382	4,220	2,886	736	4,556	3,452	2,480	4,980	10,768
2003	40,223	1,266	1,264	1,766	3,986	2,624	679	5,242	3,795	2,506	5,449	11,646
2004	40,496	1,331	1,224	2,003	4,159	2,912	296	5,419	3,973	2,164	6,079	10,936
2005	37,252	817	1,161	2,155	3,050	2,693	360	4,550	3,503	2,461	6,280	10,222
2006	30,786	585	1,063	2,001	1,668	1,474	469	3,499	2,328	1,668	5,819	10,212
2007	29,689	530	982	1,612	1,216	1,155	330	3,995	2,790	1,602	6,062	9,415
2008	27,454	466	961	1,342	921	1,408	441	3,324	1,944	1,297	7,010	8 340

Source: General Command of PRM, 2004 – 2008

T3 **Crime Data Reported by the AG, by Province**[14]

Year	Total	Niassa	Cape Delgado	Nampula	Zambezi	Tete	Manica	Sofala	Inhambane	Gaza	Maputo Province	Maputo City
2008	40,312	1,387	2,026	7,522	2,621	3,190	1,297	2,487	3,340	1,773	5,711	8,958
2009	35,587	1,702	1,612	6,503	3,314	2,328	2,803	560	2,889	2,007	5,215	6,654

G1 **Mozambique Crimes against Persons (2001-2008)**

Crimes Praticados Contra Pessoas

Source: General Command of PRM, 2004 – 2008

Police data reflect a similar reduction when analyzing crimes against persons, as evidenced by Graph 1.

Police data is, however, not consistent with data provided by the Attorney General. According to the Attorney General's Report of 2010, the following is the crime total breakdown in 2008 and 2009. As can be clearly evidenced, the figures reported by the police in 2008 of 27,454 crimes are significantly different from the figure of 40,312 reported by the AG.

14 http://www.pgr.gov.mz/index.php?option=com_content&view=article&id=15&Itemid=6

T4	CRIME DATA REPORTED BY THE AG, BY PROVINCE, PER CAPITA (PER 100,000 INHABITANTS)[15]											
Year	**Total**	**Niassa**	**Cape Delgado**	**Nampula**	**Zambezi**	**Tete**	**Manica**	**Sofala**	**Inhambane**	**Gaza**	**Maputo Province**	**Maputo City**
2008		114	124	184	67	176	90	148	256	143	466	806
2009		135	97	148	83	123	188	32	217	160	409	590

While total crime data provides an accurate picture of the concentration of crime, it is important to also evaluate this data in the context of population rates. Table 3 notes that the provinces with the highest numbers of crime reported are Maputo City, Nampula, Maputo Province, Tete, and Inhambane. However, when population data is taken into account, the per capita crime rates indicate a different scenario. Table 4 above details per capita data that shows, reported crime rates per 100,000 inhabitants significantly higher in Maputo City and Maputo Province than other provinces.

In addition to tracking overall crime data, the AG report 2010 also provides details on domestic violence cases. In 2009, there were 19,965 cases of domestic violence reported, of which 68% were committed against women, 18% against children, and 14% against men. Of the total cases, 59% were registered as civil cases and 41% as criminal cases. As discussed, these figures should be taken to be but a mere fraction of the actual incidences of domestic violence committed.

While Mozambican government does not track violent versus non-violent crimes, some reports have alleged that violent crime has increased up to 15% per year between 2004 and 2008.[16] Specific areas of concern include aggravated robberies, murders, and assault. Mob justice (lynching) is also on the rise increasing to 78 cases (50 deaths) in 2009. These allegations of increases in crime are somewhat contradicted by recent FRELIMO government reports which dismiss RENAMO claims that "crime has taken the country by storm" as "exaggerated".[17] According to Minister of the Interior Alberto Mondlane, police reported crimes in the first quarter of 2011 had dropped by 20% over the first quarter of 2010.[18]

OTHER CRIME RELATED DATA: Table 4 above details intentional homicide rates worldwide. Southern Africa continues to exhibit (on average) the highest homicide rates worldwide at 37.3/100,000 inhabitants. According to data of International Statistics on Crime and Justice, (Table 4) Mozambique's homicide rate was 20/100,000 inhabitants, ranking it below average for the Southern Africa region and well below neighbors South Africa, Zambia, Lesotho, and the DRC. The APRM Report 2010 also notes that when compared to other southern African countries Mozambique's crime rates remain low (only one percent of all crimes registered in Southern Africa occurred in Mozambique) but the number of gun-related crimes has increased. The report also labels the capital city of Mozambique, Maputo, as a hub of crime.

In addition to the homicide data noted above, despite being amongst the countries with the lowest prison population rates in Africa, Mozambique is amongst the countries on the continent with the highest increase in prison population (with a growth rate of 68.3% after Malawi, Rwanda and Benin).[19] This might also be related to population growth, because in 2000-2010 the prisoner ratio population (the number of detainees in Mozambique as a percentage of the overall population) has remained stable (from 52 to 53 detainees per 100,000 inhabitants from 1999 to 2008, respectively).

The profile of the prison population hasn't changed from 1999-2008 being mostly comprised by illiterate young men, unemployed or connected to the informal business sector. In 1999 detainees aged below 26 years old represented 2/3 of prison population. In 2009, 61% of the prisoners were youth and more than 80 % had an educational level below grade seven (primary education according to the Mozambican system).[20]

15 http://www.pgr.gov.mz/index.php?option=com_content&view=article&id=15&Itemid=6
16 FOMICRES internal documentation
17 AllAfrica Global Media (allafrica.com), 11 May 2011
18 Ibid.
19 International Statistics On Crime And Justice, European Institute for Crime Prevention and Control affiliated with the United Nations (HEUNI), and the United Nations Office on Drugs and Crime (UNODC), Helsinki, 2010, pp. 11, 154, 162 and 164.

Legal and Policy Framework

THE CONSTITUTION: As stated above, the first constitution of Mozambique was established in 1975. The country went through a number of social, political and economic changes and the first democratic constitution was approved in 1990. The new constitutional system, that of a multiparty and democratic nature, brought improvements in terms of respect for fundamental human rights. The 1990 Constitution was subject to three amendments, the last of which introduced local power-related principles and provisions. A subsequent constitutional reform process culminated with the approval of the 2004 Constitution. The 2004 Constitution, in force at present, reinforced principles related to social democracy, justice, and fundamental rights and also created the Council of State and the Provincial Assembly. Another constitutional revision process was proposed by FRELIMO in October 2011, however, it only proposes cosmetic amendments to the current Constitution. The Constitution establishes that within the Republic of Mozambique, all are entitled to safety and determines that the State's fundamental objectives include the construction of social justice, material, spiritual and quality well-being for citizens; promotion of a balanced economy; social development; defense and promotion of human rights and equality for all citizens; reinforcement of democracy, freedom, social stability and social and individual harmony; promotion of a pluralist, tolerant and peaceful society; affirmation of Mozambican identity, national traditions and social-cultural values; defense of independence and sovereignty; amongst other.

PENAL CODE: The Mozambican Penal Code dates back to when Mozambique was still a Portuguese colony. With independence it was kept in force by means of article 79 of the 1975 Constitution. Along with other complementary legislation, the Penal Code addresses violent crimes, economic crimes, corruption (indirectly, as corruption is not typified as a crime in Mozambique), financial crimes and military crimes.

The Penal Code in force is outdated especially in relation to genocide, organized crime, corruption and domestic violence related crimes. A draft law for the revision of the Penal Code was submitted to Parliament in 2011 and it is expected to bring more flexibility and powers to attorneys, especially in cases involving corruption, drug trafficking and other types of organized crime. The proposed new law also decriminalizes abortion up to the 12th week of pregnancy and typifies sexual violation of minors. While perhaps an improvement, the proposed changes to the Penal Code are viewed by many as insufficient. An analysis undertaken by civil society organizations which operate in the area of protection of women's human rights states that the proposed amendments to the Penal Code are superficial, retain sexist concepts, and have provisions which still do not fully respect gender equality and human rights.[21]

CHILD PROTECTION FRAMEWORK: In parallel to a set of international conventions to which Mozambique is a signatory (Table 5), the child protection framework also includes:

- **Law for the Promotion and Protection of Child Rights:** Law no. 7 of 2008 for the Promotion and Protection of Child Rights looks at the vulnerability of children and the protection of children's rights. This instrument defends the protection of children within their families, schools and other locations establishing that no child shall be subject to negligent, discriminatory, violent, abusive and cruel treatment, nor be subject to any form of exploitation or oppression either by their parents, friends, teachers or anybody else. This law builds on the United Nations Convention on Rights of the Child and on the African Charter on the Rights and Welfare of the Child. The Law contemplates matters related to the right to

T5   **REGIONAL INTENTIONAL HOMICIDE RATES AND COUNTRY INTENTIONAL HOMICIDE RATES**

REGION	RATE
SOUTHERN AFRICA	37.3
CENTRAL AMERICA	29.3
SOUTH AMERICA	25.9
WEST AND CENTRAL AFRICA	21.6
EAST AFRICA	20.8
AFRICA	20.0
CARIBBEAN	18.1
AMERICAS	16.2
EAST EUROPE	15.7
NORTH AFRICA	7.6
WORLD	7.6
NORTH AMERICA	6.5
CENTRAL ASIA AND TRANSCAUCASIAN COUNTRIES	6.6
EUROPE	5.4
NEAR AND MIDDLE EAST/SOUTH-WEST ASIA	4.4
OCEANIA	4.0
SOUTH ASIA	3.4
ASIA	3.2
SOUTH-EAST EUROPE	3.2
EAST AND SOUTH-EAST ASIA	2.8
WEST AND CENTRAL EUROPE	1.5

RANK	COUNTRY	RATE
1	EL SALVADOR	71
2	HONDURAS	67
3	JAMAICA	60
5	GUATEMALA	52
6	TRINIDAD AND TOBAGO	43
7	COLOMBIA	39
8	BURUNDI	37
9	LESOTHO	37
10	DEMOCRATIC REPUBLIC OF THE CONGO	35
11	SAINT KITTS AND NEVIS	35
12	SOUTH AFRICA (EXCLUDING ATTEMPTS)	34
13	CENTRAL AFRICAN REPUBLIC	30
14	BELIZE	29
15	RWANDA	27
16	SUDAN	27
17	PANAMA	24
18	ZAMBIA	23
19	BAHAMAS	22
20	BRAZIL	22
21	DOMINICAN REPUBLIC	22
22	HAITI	22
23	ETHIOPIA	21
24	GUYANA	21
25	NIGER	21
26	CONGO	20
27	MOZAMBIQUE	20
28	CHAD	19
29	ECUADOR	19
30	EQUATORIAL GUINEA	19

SOURCE: GLOBAL BURDEN OF ARMED VIOLENCE REPORT.
GENEVA DECLARATION ON ARMED VIOLENCE AND DEVELOPMENT.

Convention	Ratification Instrument
Declaration on Rights of the Child	Resolution no. 23/79 of 26 December
Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography	Resolution no. 43/2002 of 28 May
Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict	Resolution no. 42/2002 of 28 May
African Charter on the Rights and Welfare of the Child	Resolution no. 20/98 of 26 May
United Nations Convention on the Rights of the Child	Resolution no. 19/90 of 23 October 1990 & Resolution no. 22/99 of 29 June

protection, education, medical assistance, authorization to travel, kidnapping, selling and trafficking of children and provides for the creation of a National Child Council to address child related issues.

- **The Constitution** recognizes the right of the child to be heard in matters affecting the child's rights and interests, providing that "children may express their opinion freely with regard to matters that affect them, in accordance with their age and maturity. Also, the Constitution states that all actions concerning children, whether by public bodies or private institutions, must take the 'best interests of the child' into account.

- **The Jurisdictional Statute of Minors** that addresses judicial proceedings for minors (special courts for minors, social assistance services, medical-psychological assistance etc.), civil protection measures for minors, and guardianship procedures, is currently being revised. It is oriented towards establishing the measures to be applied to minors under 16 in terms of: legal procedures to be adopted for children in conflict with the law, the immediate presentation to court of such children, child adoption and the alternatives to it, provision of alimony, among others.

- **The Interdiction of Access to Night Clubs Act** establishes that minors under the age of 18 are not allowed into public places of night entertainment (night clubs). It also forbids sale and consumption of alcohol and tobacco to minors under the age of 18.

- **The National Plan of Action for the Child** draws on the main Government policies and strategies (Five Years Government Plan, PARSP, Agenda 2025) and its mains planning tools (Economic and Social Plan, State Budget and CFMP[22]), to identify priorities related to survival, protection and development of the child. The objectives of the Plan are drafted around: Assuring Civil Rights, Safety and Protection of the Child; Assuring Survival and Health of the Child; Ensuring a Safe Pregnancy; Ensuring Access to Potable Water and Sanitation; Ensuring Universal Access to Education and Entertainment Activities; Access to Information and Participation in Making Decisions which Affect their Future. It also includes a strategy for the implementation and monitoring and evaluation of the plan.

- **The Plan of Action for Orphan and Vulnerable Children** defines the guiding principles of priority interventions, goals and actions agreed between the GoM, civil society and multilateral partners. It aims to serve 1.3 million orphaned children in the provision of six basic services: education, health care, material/financial support, nutrition, psychosocial and legal support.

- **The Regulation for Accommodation Centers for Children in Difficult Situations** applies to the private and public institutions which provide support to all children in difficult situations and establishes requirements for starting up such institutions, for staff, for facilities, including functioning standards and penalties for those institutions which do not comply with the regulations.

22 CFPM is Mozambique's MTEF (Medium Term Expenditure Framework).

- **Family Law** (see Table 6)

- **Trafficking in Persons Law** (see Table 6)

- **Anti-Trafficking in Persons Law:** The Anti-Trafficking Law establishes the legal regime applicable for the prevention and combating of trafficking in persons, in particular women and children. It was approved by means of Law no. 6 of 2008. This law was a result of continuous effort and pressure by local CSOs, with the support of international CSOs and foreign governments, to make the government aware of trafficking in persons. The Law aims to classify and punish trafficking in humans and all related activities whether internal or cross-borders and to protect victims, whistleblowers and witnesses. In terms of specific crimes, the law foresees trafficking in persons, pornography and sexual exploitation, adoption for illegal purposes, transportation and kidnapping, rental of facilities for trafficking purposes, advertising and promotion of trafficking, destruction of victims' travel documents and financial profiting. Mozambique is also a signatory, since 2002, of the United Nations Additional Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (resolution no. 87/2002 of 11 December).

- **Family Law:** The Family Law was approved by means of Law 10 in August 2004 after a decade of discussion and analysis. The Family Law provides crucial protection and opportunities for women living under civil marriage, customary and/or religious marriage and under cohabitation without marriage. The structure of the Family Law encompasses principles on the concept of family, rights and duties of spouses (i.e. mutual assistance, solidarity, respect and trust, administration of the family's assets, separation). The Law introduced the possibility of claiming property or custody rights as a result of customary/religious marriages or informal unions, including inheritance rights of widows from a non-civil marriage.

As a clear attempt to establish a culture of equality, the Law determines that both spouses have responsibility for their family and may agree upon with whom lies the responsibility over a certain issue as opposed to the past situation, in which men were recognized as having the responsibility of decision-making as heads of families. In contrast to the previous family law, the official marriage age was increased from 16 to 18 years old. The Mozambican Family Law created mechanisms to increase protection of women and children by: (i) allowing women and their children (within an informal or traditional/religious marriage scenario) to inherit the property of their deceased male relative and (ii) protection of children from being forced into marriage when they are not mature enough for such. One gap that has been identified in the application of the law is that it is often difficult for the surviving spouse to prove that there was, in fact, a de facto marriage. [23].

- **Domestic Violence Law:** The most recent advance in regards to family legislation has been the Law on Domestic Violence Against Women (hereinafter "DVL"), approved

T7   **MAJOR STATE SECURITY INSTRUMENTS**

INSTRUMENT	REFERENCE
Law on the Crimes Against State Security	Law no. 19/91 of 16 August
Creation of the Service of State Information and Security (SISE)	Law no. 20/91 of 23 August
Creation of the National Council of Defense and Security	Law no. 8/96 of 05 July
Ratification of the Protocol on the Establishment of the African Union's Security Council	Resolution no. 9/2003 of 30 April
Ratification of the Protocol of SADC on Cooperation in the Areas of Politics, Defense and Security	Resolution no. 7/2002 of 26 February
Creation of the National Commission of Information (COMINFO)	Presidential Decree no. 2/93 of 18 June

by means of Law 29 of 2009. The DVL focuses on domestic and family relationships and has components of protection of women's rights and the protection of the family. More specifically the DVL was enacted to protect the physical, moral, psychological, property and sexual integrity of women against any form of violation conducted by husbands, ex-husbands, partners, ex-partners, lover, and ex-lovers and by family members. To maximize protection of women, the law extends the scope of domestic violence. The DVL species eight types of crime, namely, simple physical violence, serious physical violence, psychological violence, moral violence, non-consensual copulation, copulation with transmission of diseases, patrimonial violence and social violence. Related to gender violence, reference must also be made to the Standards for Integrated Treatment of Gender Violence Victims, enacted by the Ministry of Health, which is an important step forward for integrated victims support.

Despite being in force for a year now, dissemination of the DVL is still severely limited, as many magistrates do not have access to the documentation or training on the use of the law. The DVL lacks interpretation and mechanisms for following up court decisions (especially with regards to community services in lieu of other criminal sanctions). Also, critiques have noted that the law is explicitly in regards to domestic violence against women and does not contemplate the much less prevalent, but nonetheless occurring, violence against men.

- **Labor Law:** The Mozambican labor law was approved by means of Law 23 in August 2007. It replaced the previous Law 8 of July 1998. The new Labor Law acknowledges special rights for women workers particularly pregnant women or new mothers, acknowledging that gender equality is a must for the promotion of a more just society and that applies to the work place. New provisions for women include: not having to perform tasks can put pregnant women at risk, not to be transferred from regular place of work, from the third month of pregnancy onwards, to be allowed to interrupt daily work for breastfeeding without losing entitlement to remuneration; and to not be dismissed, without just cause, during pregnancy and a year after delivery. The labor law also draws considerations around tasks that affect women's' reproductive capacity, dignity, equality at the workplace and allow women 30 days a year to provide assistance to minor children. In addition to regular vacations, women workers are entitled to sixty consecutive days of maternity leave.

The Committee for the Elimination of all Forms of Discrimination Against Women (CEDAW) expressed the Committee's concern with the disadvantageous and discriminatory situation of women in the marketplace – which results in less representation of women, low level representation in public and private sectors, and at the administrative level, lower wages and access to financial compensations and benefits. The Committee also expressed concern with a lack of enforcement of the existing labor law as well as the fact that most women operate in the informal sector – where there is no access to work safety and social security. The Committee specifically recommended the following:

- Effective gender equality within the labor legislation;
- The promotion of career progression for women and the use of temporary special measures to accelerate progression of women and work equality; and
- Support of informal sector women, by providing access to social security.[24]

State Security Framework: Mozambique has a defense and security policy which is focused on ensuring national independence, territorial integrity, consolidation of national unity and the country's development. The Policy looks at security, safety and peace from the national territory perspective. It also establishes the responsibility for national defense as the role of the Armed Forces (FADM - Mozambique Armed Defense Forces), internal security falls to the police (PRM), and the Information and State Security Service (SISE) governs state security. The below are the major legal instruments related to state security:

The Law on Crimes Against State Security punishes not only state security crimes per se, but also punishes instigation for committing a state security crime, preparatory actions, and conspiracy. Specific state security crimes provided for in the law include high treason, espionage, pirating, mercenary activities, terrorism, sabotage, crime against state organizations, armed rebellion, and attacks against a multitude of prominent public officials including the head of state, president of the parliament, members of parliament, members of the government, judicial magistrates, members of the constitutional council, magistrates,

23 http://www.clubofmozambique.com/pt/sectionnews.php?secao=mocambique&id=15243&tipo=one.

24 Bulletin Outras Vozes, No. 29, pp. WLSA. Also refer to CEDAW's Shadow Report Stage of implementation of the CEDAW in Mozambique, January 2007 and to Concluding comments of the Committee on the Elimination of Discrimination against Women: Mozambique, Thirty-eighth session, 14 May -1 June 2007.

public authorities and presidents, and general-secretaries – or equivalent – of political parties, social and professional bodies. State security criminal offences include defamation and slander against some of the entities cited above. This law also criminalizes disclosure of state secrecy information, kidnapping or private imprisonment of individuals to force the state to commit an action or omission and the illegal occupation of a state building to force it to undertake illegal action.

- **Major Policy Initiatives:** In regards to government prioritization and focus, the authors undertook a review of the following public documents:

  - Budget documents (Justification Document, Budget Appendices, Budget Law)
  - Government's Five Year Plan 2010-2014 (hereinafter "PQG 2010-2014)
  - Action Plan for Poverty Reduction (PARP) 2011-2014 (which is Mozambique's third Poverty Reduction Strategy Paper or PRSP)
  - Agenda 20/25
  - Economic Rehabilitation Program (PRE)

The PARP 2011-2014 and the PQG 2010-2014 do, indeed, establish that the Government needs to prevent and combat crime and continue to develop crime prevention and combating actions, focusing especially on corruption and misuse of state resources.[25] The PARP also details the objective of maintaining order, security (and safety) and combating crime by ensuring order and the safety of people and goods and public tranquility. The PARP 2011-2014 asserts that respect for human rights requires that the State and civil society act strongly in the consolidation of institutional and informal mechanisms to discourage acts of violence of any kind, trafficking in humans and any practices contrary to human values, solidarity and respect for others. In terms of basic social security, the PARP establishes as a strategic objective the assurance that most vulnerable groups have access to complementary assistance services (i.e. establishing integrated prevention and response services against violence and children, including the expansion of women and child centers, access to justice, social and psychological assistance).

However, the attention given to these issues in government policy documents is minimal and often superficial. While the PARP and PQG establish a political framework, there is little evidence that this has flowed down to the lower levels of action planning. This means that in addition to poor and non-systematic coordination on crime and violence data, Mozambique is not able to articulate the true nature and severity of crime and violence, limited data does not as a whole feed into action plans, and, consequently adequate and strategic crime and violence prevention programming is largely left out of the policy map.

Major sectoral policy initiatives highlighted throughout the assessment report include:

- PRM Strategic Plan (2003 – 2012) "For Law and Order"
- MINED Strategic Plan
- MISAU Strategic Plan 2007-2012 (Plano Estratégico do Sector da Saúde - PESS)
- Health Sector Gender Strategy
- Justice Sector Integrated Strategic Plans (PlanoEstrategico Integrado (PEI) do Sector da Justica) 2002-2006 and 2008-2012
- National Plan Against Violence
- National Plan of Action on Children
- Social Action Strategy for the Child
- Plan of Action for Orphan and Vulnerable Children
- Ministry of Interior's Institutional Development Strategy (EDIMINT)

- **International and Regional Policy Agreements:** The United Nations Convention against Transnational Organized Crime (2000) commits State parties to taking a series of measures including the creation of domestic justice systems to combat the problem, and the adoption of new, sweeping frameworks for mutual legal assistance, extradition, law enforcement cooperation, technical assistance and training. It also includes specific protocols on trafficking in human beings, migrants and firearms. The adoption by the UN General Assembly of the UN Convention against Corruption (Resolution 58/4 of 31 October 2003) represented a major step to promote transparency and high standards, particularly in the public service. The chapter of the treaty dealing with the recovery of assets was specifically designed to address a problem faced by many African nations – recovering the money misappropriated by past dictators and hidden in bank accounts in developed countries. Mozambique signed the convention in 2000 and it was ratified in 2006.

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25 The PARP report can be downloaded in its entirely at http://www.unpei.depiweb.org/component/docman/doc_details/178-pei-mozambique-parp-iii-portuguese-version.html?tmpl=component.

The Southern African Development Community (SADC) has passed several crime-related protocols. In fact, of 21 protocols passed by the sub-regional organization, at least a half a dozen are crime related, including the Protocol on Combating Illicit Drugs (1996), the Protocol On Wildlife Conservation And Law Enforcement (1999), the Protocol on Legal Affairs (2000), the Protocol on Corruption (2001), the Protocol on the Control of Firearms, Ammunition and Other Related Materials (2001), the Protocol on Mutual Legal Assistance in Criminal Matters (2002), and the Protocol on Extradition (2002). A number of collective enforcement activities have been undertaken, including joint operations on stolen vehicles (Operations Voyager 4, Mangochi, and Atlantic), cannabis (Operation Matokwane), diamonds (Operation Stone), and small arms, notably the successful destruction of weapons in Mozambique, Operation Rachel. SADC also maintains a Drug Control Committee, and the Southern African Forum (UNODC).

Most African nations are members of one of the regional police cooperation organizations, such as the Southern African Regional Police Chiefs Cooperation Organization (SARPCCO), the East African Police Chiefs Cooperation Organization (EAPCCO), the Comité des Chefs de Police de l'Afrique Centrale (CCPAC), and the West African Police Chiefs Cooperation Organization (WAPCCO). These organizations can take a leading role in promoting international standardization and cooperation. For example, WAPCCO recently drafted a protocol for the region on terrorism and SARPCCO has established an Anti-Terrorism Early Warning Centre. Most African nations are also members of Interpol.

- **Other Specific Crime Related Instruments (Drugs and Arms):** The following instruments also relate to crime combating and prevention:

- **Observations on Legal and Policy Framework** - As evidenced by the above sections, Mozambique has for the most part a vibrant and up-to-date legal and policy framework in many areas related to crime and violence prevention, including domestic and gender based violence, child protection, trafficking, and family relationships. While improvements in policy and law can always be undertaken, the major burden facing Mozambique is the effective implementation of the relevant laws and policies, which in many cases have simply not been applied.

T8   Other Crime Related Instruments

Area	Instrument	Reference
Arms	Creates the Interministerial Commission for Preventing, Combating and Eradication of Illicit trafficking of Arms	Decree no. 15/2005 of 17 June
	Protocol against the Illicit Manufacturing of and Trafficking in Firearms, Their parts and Components and Ammunition, supplementing the United Nations Convention against Transnational Organized Crime	Resolution no. 89/2002 of 11 December
Drugs	Defines and establishes the legal regime applicable to trafficking and consumption of Stupefacient and Psychotropic Substances and similar substances and creates the Central Office for Prevention and Combating of Drugs	Law no. 3/97 of 13 March
	Ratifies the Protocol on Combating Trafficking of Illicit Drugs in the SADC Region	Resolution no. 23/98 of 2 June
	Ratifies the UN Convention Against Trafficking of Stupefacient and Psychotropic Substances	Resolution no 11/96 of 04 May

Section 3:

Explaining Crime and Violence in Mozambique

CRIME AND VIOLENCE IN MOZAMBIQUE CANNOT BE ATTRIBUTED TO ANY SINGLE SET OF FACTORS; HOWEVER THE FOLLOWING SECTION ATTEMPTS TO ANALYZE SOME OF THE MAJOR CONTRIBUTORS TO CRIME AND VIOLENCE IN THE COUNTRY – THEY ARE LISTED IN NO PARTICULAR ORDER.

Inequality

Notwithstanding strong economic growth over the past decade, at an average of 8% from 1994 to 2006 with growth levelling off at approximately 7.2% in 2010, Mozambique is still a desperately poor country with high levels of inequality. The majority of its citizenry still relies on subsistence agriculture and survives below the poverty line. Although according to the MARP 2011 Report, poverty has decreased from 69.4% in 1997 to 54.1% in 2003, the country remains listed as one of the worlds' poorest. Poverty and HIV/AIDS has resulted in the social exclusion of a large portion of the population.[26]

The Gini coefficient has risen over time to reach 45.6, making it one of the more unequal countries in the world. A study conducted by the Universidade Eduardo Mondlane and the World Bank suggests that poverty reduction is slowing down and inequality is becoming a greater concern. It seems that the increase in national income is not being reflected in terms of poverty alleviation. The MARP Report 2010 concludes that the gains resulting from economic growth are not reaching the poorest of the poor in Mozambique.[27] The combination of poverty and inequality is a known predictor for crime and violence, as the gap widens between the haves and have-nots. As social and economic marginalization worsens, there is more of likelihood to justify the use of violence to redress inequality.

Looking at the issue of poverty and inequality in Mozambique, Hermenegildo Mulhovo of the Mozambican Centre for Civil Society Learning and Capacity Building

(CESC) undertook an independent study[28] to understand the factors influencing the populations in suburban neighborhoods of Maputo, in particular young people, to resort to violent and aggressive attitudes in solving their problems and claiming their rights. Mulhovo adopted a methodology[29] that looks into the propensity of individuals in structurally violent environments to adopt violent behaviors. This methodology could be a useful thermometer to assist organizations that work on violence prevention within target/reference communities.

In the referred study, Mulhovo concludes that although the establishment of a liberal democracy in Mozambique resulted in the multiplication of democratic institutions and room for democratic participation of citizens in development processes, the standards of living of the population are worsening and consequently creating an atmosphere of dissatisfaction and frustration. Mulhovo further notes that the growing urbanization in the country is accompanied by an emerging urbanization of poverty and asserts that reduction in the poverty rate was lower in urban areas than in rural areas. Also noted is the aggravation of poverty in the country's main city, Maputo, and that the high levels of urban poverty create an environment of severe hardship to residents to meet their needs. The response by the municipal government, despite the widening of democratic space, is still very weak due to resource constraints and limited capacity to involve the citizens. Consequently, youth groups, categorized as some of the most vulnerable groups of these neighborhoods, have developed attitudes and

26 Alfai, Elsa, Protecção Social básica em Moçambique: alguns desafios, pg. 4.
27 MARP, op. cit. pp. 416-417.
28 Mulhovo, Hermenegildo, Potential determinants of youth violence in Maputo neighborhood (Mozambique), CESC (Center for Civil Society Learning and Capacity Building).
29 Such methodology includes a satisfaction scoring mechanism from 1 to 4 and uses five dimensions, namely reinvigoration factors, sharing factors, inspirational factors, incentive (reward and compensation) factors and impulsion factors (existing laws, regulations, etc.).

practices focusing on violence and aggressiveness to solve problems.30

Urbanization

In addition to the challenges of inequality, Mozambique is confronted with an increasing pattern of migration to the urban centers. Approximately 38% of the total population is urban, with an estimated rate of increase of 4% per year. The trend towards urbanization is a fairly recent development. In 2005 Mozambique was the fourth least urbanized country in southern Africa: only Swaziland, Lesotho and Malawi had a higher percentage of their population living in rural areas. By 2025 it is projected that Mozambique will be the fourth most urbanized country in the region, with only Botswana, South Africa and Angola having a higher concentration of population in urban areas.[31]

As is the case in many developing nations, the allure of the city and financial benefits to be gained by migrating is the primary driving force for urbanization. However, employment options in Mozambique are severely limited and many new migrants find themselves vulnerable within the informal sector (working as domestic help or hawkers) and facing increased living expenditures. It is also clear that many migrants are obligated to send a part of their earnings back to their rural communities to support family members. Local governments in Mozambique (municipalities) are not equipped to deal with the influx of migrants, lacking adequate human and financial resources. While the national government does emphasize decentralization, there is yet to be a true shift in power away from the centralized state structure, thus limiting the abilities of local governments to enact policies and programs targeting the urban poor.

Corruption

Mozambique ranks 116th of 178 countries in the Transparency International Corruption Index with a score of 2.7 (highly corrupt).[32] As noted by TI, to address corruption challenges, the government needs to integrate anti-corruption measures in all spheres, from their responses to the financial crisis and climate change to commitments by the international community to eradicate poverty and adopt a stricter implementation of the UN Convention against Corruption to put an end to corruption.[33]

Although the correlation is far from perfect, countries in Africa that are generally regarded as highly corrupt tend to have either high levels of natural resources (Nigeria) or

high levels of aid (Mozambique) or both (Angola, Sierra Leone). The fact that aid as a share of gross income for sub-Saharan Africa exceeds 6% – six times as much as any other region in the world, could be seen as a risk factor for corruption. This is perhaps nowhere more relevant than in Mozambique, whereby external aid represents approximately 23% of national income and 50% of the state budget is financed by external aid.[34]

The ICVS identified Mozambique as having perceived higher than average levels of corruption, with the city of Maputo ranking second only to Lusaka (Zambia). Most often identified as the source of corruption were police officers, which is not uncommon given the nature of the direct interaction between the police and the community. This perceived corruption has led to a severe lack of trust in the Mozambican police, with a mere 10% of crimes actually reported.

According to the MARP Report 2010, corruption continues to flourish in Mozambique at both high political and lower levels, despite government commitments to address corruption issues. Progress in fighting corruption has been slow due to bureaucratic inefficacy, a lack of judicial capacity, and limited political will. An Anti-corruption Law was enacted in 2004 creating the Anti-Corruption Office (the Gabinete Central de Combate à Corrupção or "GCCC"); however, it has limited authority and powers to prosecute. This lack of power, coupled with the inefficiency of whistle blowing mechanisms, negatively impacts the GCCC's general performance and raises doubts around the applicability and the efficiency of the law.[35] Further, corruption affects the levels of trust citizens have in state institutions and undermines the construction of a fair justice system.

Organized Crime

According to Shabangu, "organized criminal syndicates are one of the catalytic ingredients in violent crime in Mozambique". Challenges commonly mentioned are related to trafficking (drugs and human) and money laundering. There are known links between organized crime and government officials, leading to a culture of impunity for criminals and their networks. A study undertaken by Mosse and Gastrow notes that organized criminal groups take advantage of an environment in which the criminal justice remains weak, there is lack of political will to fight organized crime and corruption and the police do not have the human

30 Ibid, pg.21.
31 University College of London, Development Planning Unit: Urbanization and Municipal Development in Mozambique: Urban Poverty and Rural-Urban Linkages, June 2008.
32 Corruption Perceptions Index 2010, Transparency International. The Corruption Perceptions Index uses a scale from 10 (highly clean) to 0 (highly corrupt).
33 Idem, pg. 2.
34 De Renzio, P. and Hanlon, J "Contested Sovereignty in Mozambique: The Dilemmas of Aid Dependence", Global Economic Governance Programme Working Paper, January 2007.
35 MARP Report 2010, pp 448-449.

and the material capacity to control coastline and land borders. The more threatening criminal groups seem to be the ones involved in transnational organized crime and the more prominent are linked to drug trafficking, Money laundering, trafficking in human organs, stolen motor vehicles, illegal firearms, and obstruction of justice are the most common occurrences of organized crime.[36]

Centralization

Notwithstanding current processes underway to speed up decentralization and devolution, the government of Mozambique remains largely centralized, with limited authority and power actually devolved to local governments. Considering Mozambique's geographic, cultural, political, and economic configuration, more substantial efforts towards decentralization are crucial in order to promote greater community participation in decision-making. Further decentralization would allow for an integrated administration approach – allowing citizens to influence decision making around issues that are directly related to them - as opposed to a traditional centralized sector level administration

Mozambique's decentralization has its own peculiarities manifested through two basic forms: 1) the strictus sensus decentralization or devolution of powers which, consists in the establishment of local authorities (or municipalities) with their own elected representative bodies and with administrative, financial and patrimonial autonomy; and 2) the deconcentration of powers (or delegation of powers) through the establishment of local state bodies to ensure the execution of government plans, strategies and policies at province, district, administrative post and locality levels.

DFID's Country Program Evaluation (2006-2009) refers to the decentralization process as being a slow and politicked one and underlines the involvement of provinces and districts as crucial for ensuring that the government's money is spent in an accountable manner.[37] A paper prepared by a SLSA (Sustainable Livelihoods in Southern Africa) team on the politics of decentralization in Southern Africa states that the different forms of decentralization occurring in the region often take place in ways that cause confusion, ambiguity, high transaction costs and conflict resulting in an overlapping of powers and systems of administration and management.

A concern which is frequently raised within the debate of both devolution and de-concentration is that there is no corresponding decentralization of resources (financial, material, and human), which hinders the achievement of the full spirit of getting basic public services closer to citizens. Faria and Chichava, for example, refer to a lack of a democratic culture, the lack of capacity of the relevant actors in general, the lack of financial resources at local level, administration and donors' centralism, and the lack of a clear and well defined decentralization policy and strategy as being hindrances to true decentralization.[38] For more details on issues related to decentralization, please see the CIP (Centre for Public Integrity) Governance and Integrity Report´s recommendations on decentralization (2008, Pg. 9 et seq.).

Enduring Impacts of Violence

Emerging from decades of fighting first for independence and later a civil war, Mozambicans have spent the majority of the last forty years engaged in some form of violent, armed struggle. Millions of weapons, hundreds of thousands of demobilized soldiers (roughly 100,000 of these child soldiers), weakened security institutions, and mistrust in formal justice systems have merged with modern social and media influences that has resulted in violence being an accepted part of daily life in many areas of the country. Without adequate opportunities and retraining for soldiers, many adapted their soldiering skills to apply in the world of criminality, bringing violent tendencies along with them. According to Afrobarometer, crime and security is viewed as the third most important problem facing the country (after education and unemployment). This is further supported by a community survey undertaken by FOMICRES in which 68% of respondents indicated that violent crime is the biggest concern in their community. Interestingly, 98% of the communities reported having a community security committee and community safety volunteers (estimated at 450,000), however the majority believed the committees were not fulfilling their responsibilities with 19% accusing the committees themselves of carrying out human rights abuses.[39]

Limitations of the Criminal Justice System

POLICE: The police are woefully understaffed and under-resourced with approximately 100 officers per 100,000 inhabitants, which is one of the lowest rates worldwide. Given the size of the country, and the limited police training capacity, a full police presence is unlikely in the near future.

36 Gastrow, P, and Mosse, M., Mozambique: Threats posed by the penetration of criminal networks, ISS Regional Seminar, 2002. See also a more detailed description in Paulino Augusto, Criminalidade global e insegurança local – o caso de Moçambique.
37 Op cit., pg. A9-103.
38 Op cit., pp. 36-37.
39 FOMICRES, op.cit.

Complaints regarding police inefficiency, and corruption, are commonplace and undermine confidence in the Mozambican criminal justice system.

Human rights organizations have cited increases in extrajudicial killings and "death squads".[40] The citizenry has begun to show signs of a willingness to take justice into its own hands with a rise in vigilantism. Approximately 70 people were lynched in 2008 and 78 in 2009, with victims often accused of witchcraft, evidencing a crisis of confidence in state order.

COURTS: Similar to the police, the court system is overwhelmed with a tremendous backlog of cases, delays in processing cases, long pre-trial detention, and a dysfunctional bail system. Furthermore, given the strength of the executive branch, the judiciary's power is often encroached upon with allegations of the executive branch interfering in investigations – leading to further cases of corruption. Oversight mechanisms provided for in the Constitution have not been implemented. Since Mozambicans do not have confidence in the formal justice system, they also turn to alternative justice systems (like community courts) to resolve their problems; however, this can often morph into mob justice, with lynching on the rise. For more details on the Mozambican criminal justice system, please see the Open Society Foundation's (2006) "Mozambique" Justice Sector and the Rule of Law".

JUVENILE JUSTICE AND STATE CHILD CARE: Even more marginalized and under resourced than the criminal justice sector, the juvenile justice system can be characterized as fragile at best. There are little to no facilities for juvenile detention, with children and adults in the same cells (leading to a circumstance in which violent crimes can be committed against children) and no substantial initiatives focusing on diversion programs as an alternative to imprisonment. The state childcare system is also under-resourced, according to UNICEF, there are over 15,000 children living in 155 care centers (90% private operated) with little to no oversight and regulation and in which victimization and re-victimization is the norm.

PRISONS: Prior to 2006, police cells/detention facilities were the responsibility of the Ministry of Interior, and the prisons the responsibility of the Ministry of Justice. However, in 2006 structural reforms were introduced in view a more integrated administration of the prison system and the

National Prison Services (Serviço Nacional de Prisões) was created. The National Prison Services falls under the control of the Ministry of Justice, and its mandate includes: the verification of legality of detentions, execution of restrictive sentences and security measures, oversight of prison facilities' management, reeducation of detainees, security and protection of prison facilities, promotion and management of work contracts with detainees, and drafting and implementation of social reintegration policies and strategies. Prison conditions are poor and include overpopulation, poor nutrition, degraded cells, torture and lack of re-socialization activities.[41] These conditions argue for an urgent need to establish alternative measures to imprisonment.

Women and Children Victimization

Women and children are particularly vulnerable to becoming victims of crime and violence in multiple settings including the home, school, street, and community. Of particular concern in recent years is the criminal exploitation of women and children through human trafficking and smuggling to serve as domestic servants and prostitutes. Given the legacy of the war and its ongoing impact, there is a tacit acceptance of violence as a way to resolve problems. While Mozambique has enacted a series of important policies and legislation to support women and children, and the issue is at the forefront of the violence prevention and more broadly national agenda, actual implementation is still a challenge

Domestic and gender based violence is rampant in Mozambique. According to official MDI data, incidences of reported violence against women (VAW) have been on the rise steadily since 2004, although official reporting on violence against women is still an inadequate measure. Since only 10% of crime overall is reported to the police, it can be assumed that significantly less than 10% of domestic violence is reported due to a variety of reasons including: fear of retaliation; belief that violence against women should be dealt with by the family, or that it is not a crime. Statistics on domestic violence indicate that in 2009, a total of 19,965 cases of domestic violence were reported, 68% against women, 18% against children and 14% % against men. Of that number 41.35 % of domestic violence cases were of criminal nature.[42]

The same tendency is true in regards to violence against children (VAC), particularly young girls, who suffer from

40 Amnesty International, License to Kill, 2008.
41 Relatório Anual dos Direitos Humanos, Liga Moçambicana dos Direitos Humanos, pp 29-
42, Maputo, 2009. 42 Informe Anual da PGR 2010, Anexo IX, Situação e Evolução dos Indices de Criminalidade.
43 UNICEF, Accelerating Prevention and Response to Violence Against Children in Mozambique, 2011.

abuse, neglect, and sexual violence at the hands of family members, teachers, peers, and strangers. In the case of young girls, more than half of Mozambicans are married before aged 18 and 17% before age 15. There is also clear evidence that young girls are forced into sex with teachers in return for good grades.[43]

It is not only adults that display violent behavior towards children. Youth confront violence in their schools (bullying) and in the broader community (youth gangs) as well as their personal relationships (dating violence). Contributing to the victimization of women and children are issues around teen pregnancy. The Ministry of Education reports that at least 41% of teenage girls aged 15 - 19 years old in Mozambique are mothers or are on their first pregnancy as a result of violence and sexual abuse. A recent survey by MINED indicates that violence and sexual abuse are present in the country's schools and victimized pupils do not know where they should seek help and protection.[44]

Lack of Opportunities for Youth

The majority of Mozambicans are youth under the age of 35 and an estimated 70% of the youth are unemployed.[45] Many of these young people have had little access to quality education, as the educational system is under-resourced in terms of teachers, materials, and school infrastructure. In addition to suffering from challenges regarding access to education, youth also suffer from poor quality education, with teachers often having minimal formal training, unmanageable class sizes, poor school management, lack of parent involvement, and a dearth of educational materials. In addition to poor educational programs, livelihood opportunities are limited, particularly in the rural areas. There is very little offer of skills training for youth, who are often left out of both the formal education and employment sector. Many survive by hawking at the street level, carving out a meager living, arguably susceptible to negative street influences.

Electoral Violence

Mozambique adopted, as previously noted, a multiparty system in 1990 and since then there have been four general elections (for Presidency and Legislature), one for Provincial Assemblies (in 2008) and three municipal elections. A fourth extraordinary Municipal Electoral Process is underway due to the resignation of three Municipal Council Presidents in Quelimane, Cabo Delgado and Cuamba.

According to Netherlands Institute for Multiparty Democracy (NIMD), electoral processes in Mozambique have always been accompanied by waves of violence, discontent and non-satisfaction from most opposition parties, giving a wide spread shared perception that elections are setup in such a way to benefit the party in power, FRELIMO.[46] The opposition has thus argued for structural changes including changes to the legal framework, permanent dialogue and even the reformulation of electoral bodies.

In order to address such issues as electoral violence and other related, NIMD, in partnership with the British High Commission, launched in 2009 an initiative for dialogue between the National Electoral Commission and the political parties to establish a platform for dialogue, which hopefully, in turn, will feed into an electoral reform agenda.[47]

Street Life

Estimates indicate that up to 50% of Mozambique's urban population lives in absolute poverty and the number of street children and families has increased in big cities due to accelerated urbanization.[48] There is very little available data on street life, an important contributing factor to urban crime and violence and insofar attempts to get these from MMAS were not successful.

The assessment team did visit two centers catering for street dwellers (children and youth)[49] both linked to the Red Cross Mozambique (Cruz Vermelha de Moçambique, hereinafter "CVM"). These Red Cross Centers initially provided basic needs (food, first aid) and recreational activities for street children. Subsequently educational, cultural and sport activities were supported in the same centers, gradually transforming the sites into open centers for street children (supervised by the CVM's Social Area). These centers operate with four objectives in mind, namely (i) supporting income generating alternatives for street children through professional training, (ii) secondary education up to grade 10, (iii) pedagogical training to teachers related to working with the children's families and (iv) community awareness raising, including coordination of activities together with government institutions.[50] Similar

44 http://redevihsidanoticias.cidadaosdomundo.org/?p=19643.

45 Shabangu, Themba, A comparative inquiry into the nature of violence and crime in Mozambique and South Africa. IDASA Safety and Security Programme, 2010.

46 http://factsheets.nimd.org/mozambique

47 A paper on this Platform (2009-2010) has been published by NIMD, with focus on The Challenges in Financing Political Parties and Electoral Campaign in Mozambique, The Mechanisms for Dialogue and Information Sharing between CNE and Political Parties in Mozambique, the Acceptation and Rejection of List f Candidates by CNE and The Challenges for Electoral Fiscalization in Mozambique.

48 http://www.tradingeconomics.com/mozambique/poverty-headcount-ratio-at-urban-poverty-line-percent-of-urban-population-wb-data.html

49 Centro da Boa Esperança and Centro Tinotenda in Xipamanine (Maputo) and Ponta Gea (Beira), respectively.

50http://www.redcross.org.mz/03_Actividades/centro_crianca_rua/CentrosCriancaRua.htm.

51 The Province of São Francisco de Assis is part of the CONFHIC, the Congregation of Franciscan Hospitaller Sisters.

52 http://www.freewebs.com/aldeiadapaz/index.htm.

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to these centers is the Aldeia da Paz (Peace Village) in Quelimane, Province of Zambezia, a Project to support vulnerable children created by the Province of São Francisco de Assis[51], from CONFHIC. Most of the children in the village were abandoned by their families due to extreme poverty or because parents died from HIV. The center has more than a hundred children aged up to 16 years and it provides a home, food, hygiene and schooling.[52]

Another noteworthy initiative is the work of the Associação da Luta Contra a Pobreza. This self-sustained association works with street kids, vulnerable women and the elderly by providing them with meals. Beneficiary women undertake embroidery and craftworks at the association's facilities. The products are then sold at fairs and the money is channeled to the association to provide for meals for beneficiaries and to purchase materials for the women. The association has recently provided seeds for 115 rural women to assist them in income generation activities. The association also operates in Xai-Xai, Cabo Delgado and is expanding to Tete.

There are many other projects being undertaken by several institutions (religious and/or CSOs) to support street children, to get them off the streets, to provide shelter, to reintegrate them back into their communities and to provide education.[53]

HIV/AIDS
Approximately 11.5% of the Mozambican population is infected by HIV/AIDS, a significant reduction from the 2005 levels of 16.1%. Shabangu argues and cites the research to indicate that HIV/AIDS, coupled with poverty, may increase the attractiveness of criminality as a survival strategy.[54] AIDS orphans, estimated at 670,000 in Mozambique are a particularly vulnerable group – typically with limited hopes for the future, and a lack of a caring adult support structure. Mozambique has a range of local national and international organizations that have published hundreds of studies on the HIV/AIDS epidemic for further information.

Trafficking – Coastline and Corridors
International (or transnational) organized crime in Mozambique is a major concern and is increasing. With a coastline of over 2500 kilometers, Mozambique is particularly vulnerable to maritime trafficking, with drugs, weapons, and people transiting through the country. Mozambique is rapidly becoming an important stop for illegal drugs en-route from South Africa, Asia and Central Asia into the United States and Europe and an important money laundering regional centre.[55] INTERPOL points out that Mozambique is increasingly becoming a hub for trafficking from Latin America to Europe with narcotics such as hashish, herbal cannabis, cocaine, heroin, and Mandrax smuggled for use in Southern Africa and Europe. With traffickers using a pay-in-kind system, drug usage in Mozambique has also increased exponentially. Approximately 50% of all perpetrators arrested for a crime are under the influence of some form of narcotic.[56]

Mozambique has been the site of drug trafficking routes for a long period of time (dating back to before independence in 1975). According to the State's General Attorney, it seems that there are, at least, two large transnational networks operational In Mozambique. One involves individuals from Colombia, Chile, Spain and other European countries and is dedicated to trafficking of cocaine, using Mozambique for transit. The other, active since 1992, involves mainly Pakistani citizens and Mozambican citizens of Pakistan origin whose operations are focused on hashish and mandrax. Further there are also references to heroin being successively transported from Pakistan to Dubai, to Tanzania and to Mozambique, where it is loaded and transported by sea to Europe.[57] Nation Master describes Mozambique as the Southern African transit point for South Asian hashish and heroine and South American cocaine, probably destined for the European and South African Markets.[58] It is also reported that Brazil[59] and Portugal are countries in which crime networks operating in Mozambique establish deals.[60]

DETAILS OF DRUG TRAFFICKING: A 2010 article by Paul Fauvet, an AIM (Information Agency of Mozambique) reporter, states that since the mid-nineties Mozambique has been used as a corridor by drugs traffickers and Fauvet recalls some of the large scale drug seizures that have been made, namely:

• 1995 – Seizure of 40 tons of hashish by the police being carried across Maputo in two trucks;

53 Also see section on the Ministry of Women and Social Action on related activities.
54 Shabangu, Op Cit.
55 MARP Report 2010, pg. 439.
56 Leggett, T. "Drugs and Crime in South Africa: A study in Three Cities, ISS Monograph No. 69.
57 Paulino, Augusto, Criminalidade global e insegurança local – o caso de Moçambique, pg. 7.
58 http://www.nationmaster.com/graph/cri_ill_dru-crime-illicit-drugs.
59 In this regard Mozambique and Brazil signed, in 31 August 2004, a Cooperation Agreement on the Combat to the Production, Consumption and Illicit Trafficking of Entorpecents, Psychotropic Substances and on the Combat of Asset Laundry Activities and Other Financial Fraudulent Transactions (agreement was ratified into national legal framework by means of Resolution no. 69/2004 of 31 December.
60 Mozambique: Threats posed by the penetration of criminal networks, pg 5.

- 1995 - A laboratory producing mandrax was discovered in the Trevo neighborhood Maputo.

- 1997 (August) - 12 tons of hashish were seized in Quissanga, in the northern province of Cabo Delgado. The businessman arrested in connection had also been previously named in connection with the smuggling of hashish to America and Europe from the port of Nacala in containers where it was disguised as tea.

- 2000 (June) - A boat carrying hashish ran aground on rocks off the coast of Inhambane province and about 16 tons of hashish packed into tins was washed ashore.[61]

In addition to the references cited above, about three tons of hashish was found buried in June 2011 on Chonguene Beach in the Province of Gaza.[62] Another two tons of hashish was found by the police in Angoche, Province of Nampula in August 2011.[63] Another researcher, Joseph Hanlon, asserted that according to international experts, in 2001 the value of illegal drugs passing through Mozambique was probably more than all legal foreign trade combined and estimates said that more than one ton per month of cocaine and heroin were then passing through Mozambique (with an estimated monthly retail value of about 50 million USD). Hanlon concluded that "drug money must be one factor in Mozambique's record growth in recent years."[64] [65]

In June 2011, Metro News published a story noting that Paraguay had made its largest cocaine seizure yet: more than 1,900 pounds (875 kilograms) of white powder disguised as bags of rice. The authorities in Paraguay said the container was headed to Mozambique, probably en route to Europe, where it would be worth $131 million on the streets.[66] Two months earlier, 166 kilos of cocaine found in a container was intercepted in Port Elizabeth, South Africa, on its way to Maputo. The container was en route to Paraguay.[67]

A Mozambican businessman was declared a kingpin on June 1st 2010 by the United States under its Kingpin Act.[68] There have also been a number of airport detentions in Maputo. Notwithstanding the above evidence, during a recent interview with the Mozambican media outlet O Pais

on 25 September 2011, the Ministry of Interior refuted that Mozambique is a drug trafficking corridor.[69]

Land Corridors: In additional to maritime trafficking, Mozambique has several well developed land corridors that are pathways for trafficking, particularly of children for the purposes of sexual exploitation and forced labor. While Mozambique is a country of origin, transit, and destination, strong indications link Mozambican supply to the South African demand. Nampula, Gaza, Inhambane, and Maputo have all been identified as target areas for commercial sex workers. In some cases, there is evidence of organ harvesting also taking place.[70] Recent discussions have focused on the Tete corridor, which due to its boom in mining and truck transit to the hinterland (Malawi, Zimbabwe, and Zambia) is a potential hot spot.

Piracy: With regards to the coastline, a new concern has emerged as a result of the recent hijacking of a Mozambican fishing boat "VEGA 5" by a gang of Somali Pirates in December 2010. There were reports of two other ships (Liberian and Panamanian) unsuccessfully attacked three days earlier in the Channel of Mozambique. Another ship "MV Panama" was also seized by pirates on the bordering waters with Tanzania, on her way to the Port of Beira in the centre of the country. Mozambique is working together with neighbors South Africa, Madagascar and Tanzania to counter piracy in the Mozambique Channel waters. National means are scarce to counter piracy and, at present, recent press and GABINFO (the States Official Information Website) releases stated Mozambican waters are being patrolled by "Kuswag I", financed by Norway, and a South African frigate. A recent release by State's daily Jornal Notícias (September 30 2011) states that the risk of piracy is increasing in the Channel of Mozambique following two incidents along the coast of Madagascar.

Small Arms

There is a plethora of small arms circulating throughout Mozambique, notwithstanding ongoing disarmament programs. Researchers Gamba and Chachiua estimate that between half a million and six million weapons were imported during the civil war.[71] According to the Mozambican Force for Crime Investigation and Social Reinsertion (FOMICRES), between 3 and 4 million weapons

61 Fauvet, P., Drugs: Revisiting Recent History, 2010.
62 http://www.correiodominho.com/noticias.php?id=10008.
63 http://www.maputo.co.mz/Noticias/Haxixe-em-Nampula-Policia-faz-mais-detencoes.
64 Fauvet, P., op cit.
65 Please find Fauvet's full article at http://oficinadesociologia.blogspot.com/2010/06/drogas-revisitando-historia-recente.html, and Joseph Hanlon's cited article at http://www.gg.rhul.ac.uk/Simon/GG3072/2010-53-1.pdf.
66 http://www.metronews.ca/halifax/world/article/877027--paraguay-seizes-875-kilos-of-cocaine-in-rice-bags.
67 http://allafrica.com/stories/201104050095.html. 68 http://maputo.usembassy.gov/kingp.html.
69 http://opais.sapo.mz/index.php/sociedade/45-sociedade/16816-mocambique-nao-e-corredor-de-drogas.html
70 UNESCO, Human Trafficking in Mozambique: Root Causes and Recommendations, 2006.
71 UNODC, Crime and Development in Africa, 2005

were circulating at the end of the war. With the withdrawal of ONUMOZ in 1995, armed crime rates increased in Mozambique as well as over the border in South Africa.

In response to the crisis, two notable disarmament programs have been conducted. The first was Operation Rachel, a joint initiative between Mozambique and South Africa, aimed at destroying arms caches and tackling cross-border criminals with cooperation between the Mozambican police and the South African Police Services (SAPS) with a focus on the border regions of Gaza Province and Mpumalanga. By mid-2003, several tons of weaponry and ammunition had been destroyed based on a strategy of reward for the voluntarily submission of arms caches and amnesty for arms. The parallel Arms for Tools (TAE) Program, run by the Christian Council of Mozambique, has reported that 800,000 guns and other pieces of military equipment have been collected from communities in return for livelihoods tools.

Notwithstanding the above mentioned successful disarmament programs, small arms are still widely available and often mismanaged throughout the country. According to N'Magudu and Mosse "The authorities do not know who owns what arms, or how they get access to them. The government does not even know the quantity of arms used by the uniformed forces. If the government cannot control the movement and use of small arms within its jurisdiction, clearly it cannot control the illicit proliferation and misuse of small arms in the country".

Vigilantism

Vigilantism is a serious concern for Mozambicans, as the citizenry has begun to show signs of a willingness to take justice into its own hands. In 2008, there were 70 reported cases of lynchings, in which 54 people were killed. Seventy eight people were lynched in 2009, the majority in Sofala (33), Cape Delgado (16), and Manica (12). According to Attorney General Augusto Paulino "In rural areas, lynching has been turned into pure murder, in which small groups kill or assassinate people of their relations on the basis of witchcraft," he said. In suburban areas, however, "lynchings are often committed by crowds due to misinformation, such as questioning the source of wealth displayed by some people, which is often associated with problems of interpretation social phenomena or the feeling of impunity when a certain citizen has been handed to the authorities due to alleged crimes, but later released due to lack of evidence."[72] The Report on Human Rights 2009, by the League of Human Rights (LDH), citing Carlos Serra, also acknowledges that the number of lynchings have increased in Mozambique and suggests that a database is created and permanently updated to allow follow-up on the situation. Given the seriousness of the situation, it also suggests the creation of a Lynching Prevention Unit which would be responsible for preventing it through civic education actions, with the collaboration of community leaders and society in general.[73]

Customary Practices & Local Beliefs

In all countries, feelings, values, beliefs, tradition and culture in general have a role to play in guiding social conduct. This is the case of violence in Mozambique, particularly as much of violence occurs out of public sight in homes, workplaces and even in the medical and social institutions set up to care for vulnerable citizens. Many of the victims are too young, weak or ill to protect themselves. Others are forced by social conventions or pressures to keep silent about their experiences. As with its impacts, some causes of violence are easy to identify. Others are deeply rooted in the social, cultural and economic fabric of human life. Recent research suggests that while biological and other individual factors explain some of the predisposition to aggression, more often these factors interact with family, community, cultural and other external factors to create a situation where violence is likely to occur.[74]

Below we present some considerations regarding violence in relationship to Mozambican culture and customary practices.[75] It must be clearly stated that cultural practices are not necessarily the cause of violence, but rather understanding cultural practices enables us to better understand some forms of violent behavior. This section draws heavily on work done by other researchers, cited as relevant, and also on commonly acknowledged practices in Mozambique. The intent of this section is not to pass judgment, but rather to highlight potential impacts.

- Barros and Taju[76] conclude that there are cultural factors to violence, but these do not act on their own but just

72 Annual address of Attorney General Augusto Paulino to the Mozambican Assembly, May 2010.
73 LDH, Op. Cit. pp. 43-44.
74 WHO, World Reporto on Violence and Prevention, pg. 3.
75 These points were drafted based on reviewing of documents (Abuso Sexual da Rapariga em Moçambique, Author unidentified, Maputo, 2006; Violência Contra Menores em Moçmabique, a study by KULA, commissioned by FDC, Maputo, June 2008; TAJÚ, G. and Barros, J.G., Prostituição, Abuso Sexual e Trabalho Infantil em Moçambique: o caso específico das províncias de Maputo, Nampula e Tete, May 1999) and discussions with WLSA-Mozambique, Fórum Mulher and AMMCJ during field work.
76 Barros, J. G. et TAJÚ, G. Prostituição abuso e trabalho infantil em Moçambique. 1999 Maputo.
77 According to the last round of Demographic Health Survey Mozambique has one of the highest rates of early pregnancy in Southern Africa and UNICEF says the country has one of the highest early marriages rates in the world (http://www.unicef.org/mozambique/protection.html).

open the door and poverty plays its role in increasing violence against minors. For example, Mozambique has a tradition of domestic distribution of roles according to age that is reflected not only in the domestic spaces but also in the public spaces, more specifically, by minors working in the informal sector and dropping out of school.

- An ILO study concludes that cultural values not only permit child labor but also encourage child labor as a normal part of life.

- Culture and tradition can be used to explain early and forced marriages[77], often as a coping strategy as families consider that the girl may provide some kind of income to her family through marriage. This is particularly common in rural areas, in which communities establish adulthood differently from the age criteria (initiation rites and/or menstruation). Early marriage is one of the main causes for high school dropout rates as young women are overloaded with domestic tasks and inhibited from spending time with children of a similar age.

- Customary initiation rites also have a role to play as in many Mozambican rural areas children have to leave school to participate in rites.

- Corporal and physical punishment are widely accepted (in both domestic and school environments). As a consequence, both the offender and the victim view the physical abuse as justifiable and necessary. Victimized children often feel ashamed and guilty and face such punishments as deserving.

- Migration to South Africa is a more modern cultural practice, in which young people are encouraged to go south to seek better economic opportunities, often abandoning their education and facing increased risks due to migration.

- In some areas traditions, often associated with religion, allegedly accept or promote sexual abuse. In

Mozambique, offenders may claim to be "possessed" by spirits and believe that by having sex with a pure person, or by killing of a pure person, this will ensure that the perpetrator of the abuse "possesses" the victims' pure virtues and therefore more likely to succeed in life.

- There are witchcraft related beliefs that allegedly promote the abuse of children in ritual practices (including sex, especially unprotected) to lead to enrichment, to cure impotence and infertility, and to cure and HIV/AIDS.

- Body parts, of both children and adults, are allegedly used in rituals.

These situations related to customary practices, culture, beliefs, and tradition can perpetuate violence against women and children and increase their vulnerability. Customary practices often overlay the legal norms established and sexual abuse of girls and young women is often addressed as extra-marital intercourse, in which the offender is only punished by the family (or by the community) by the levy of a fine. Sexual abuse thus is not considered a crime, but rather a slight deviation of traditional rules in place. Traditions can also forces victims and families to remain silent about sexual abuse.

As Tatiana Moura et al note; the obsession with non-direct-interference with "local customary practices" leads those who are closer to the populations to ignore the design of appropriate responses.[78] Discussions held with women and child rights organizations showed that beliefs dissuaded those people with the power to effect change at the highest levels,[79] hindering the introduction of protective measures and perpetuating some forms of tradition-originated-violence. This in turn is a challenge for Mozambique to design of effective policies that promote safety pitted against the practices of violent and criminal actions based on traditions and traditional customary practices.[80]

78 MOURA, T.; ROQUE, S.; ARAÚJO, S.; RAFAEL, M. e SANTOS, R., Invisibilidades da guerra e da paz: Violências contra as mulheres na Guiné-Bissau, em Moçambique e em Angola, Revista Crítica de Ciências Sociais, 86, Setembro 2009, pg. 118.
79 For instance, during the discussions on the law on violence against women some women members of parliament would justify introduction of stones in genitals as a necessary means to purify the female body, others were strongly adept that the purification of a widow – by having intercourse with the deceased brother-in-law to necessary for the whole family to move on with life.
80 On this, see also Moçambique, Democracia e Participação Política, AFRIMAP and OSISA, pp. 41-42.

Key Actors in Crime and Violence Prevention

THERE ARE A WIDE RANGE OF INSTITUTIONS IN MOZAMBIQUE THAT HAVE AN IMPORTANT ROLE TO PLAY IN CRIME AND VIOLENCE PREVENTION, ALTHOUGH FEW WOULD IDENTIFY PREVENTION AS THEIR CORE BUSINESS. THE SECTION BELOW HIGHLIGHTS THE KEY ACTORS (GOVERNMENT AND NON-GOVERNMENT ALIKE) AND PROVIDES A BRIEF ANALYSIS OF BOTH THE CAPACITY OF THE INSTITUTION AND THE RELATIONSHIP BETWEEN THE INSTITUTION AND CRIME AND VIOLENCE PREVENTION.

Government and State Agencies

MINISTRY OF INTERIOR (MDI): The Ministry of the Interior oversees the police, civil identification, migration, and the fire brigade. It is currently operating under a seven pillar strategic plan that includes the following: Institutional Development, Human Resource Development, Administration, Finance and Logistics, ICT, Equipment and Materials, Infrastructure, and Cross-cutting Issues. Notwithstanding repeated attempts, the assessment team was not able to speak directly to MDI officials regarding priority reforms moving forward, although the primary focus is understood as police reform and improved criminal investigative capacity.

PRM (POLICE OF THE REPUBLIC OF MOZAMBIQUE): The PRM, which falls under the MDI, evolved from the colonial system, which emphasized the safekeeping of Portuguese citizens and assets, to a newly independent body under the 1974 Lusaka Agreements, with the mission of ensuring the maintenance of public order and security. During the civil war that followed, the police force was a critical arm of power for the FRELIMO party. Upon the signing of the new Constitution in 1990 and the October 1992 General Peace Accords (GPA), the police entered into a still ongoing period of reform and professionalization.

The PRM is woefully understaffed and under-resourced with approximately 100 officers (per 100,000 inhabitants), which is one of the lowest rates worldwide. Given the size of the country, and the limited police training capacity, a full police presence is unlikely in the near future. Complaints regarding police inefficiency, and corruption, are commonplace and undermine confidence in the Mozambican criminal justice system. [81]

In February, 2004, the PRM made public its first ever Strategic Plan (2003 – 2012) entitled "For Law and Order". The mission of the PRM was revised to "Contribute to peace, stability and development of the country, ensuring public order and security, based on the free exercise of citizenship rights, through constant modernization, intensive use of technological means, integration in the community and the increase of international cooperation in the prevention and fight against crime". This is the first reference to the PRM playing a prevention role. The plan details a SWOT (strength / weakness / opportunities / threat) analysis, recognizing a host of weaknesses, including many relevant to this assessment such as the low efficiency in the prevention of crime, poor communication with mass media and communities, lack of a model of community involvement in the prevention of crime, poor image, and deficient service to the public. A set of strategies were put forward, of which some select examples, relevant to the crime and violence prevention agenda, are listed in Table 9:

The PRM has yet to release a review of its 2003 – 2012 Strategic Plan, nor has there been any mention of the

81 Alvazzi del Frate, Anna, Joachim Bule, John van Kesteren, and Angela Patrignana, Strategic Plan of the Police of the Republic of Mozambique: Results of Surveys on Victimization and Police Performance, UNICRI, 2003.
82 Amnesty International, License to Kill, 2008.

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Objective 1.1.2	Creation of a National Observatory of Crime
Objective 1.1.3	Creation of an Integrated System of Police Information
Objective 2.4.2	Fight against arbitrary arrest and actions
Objective 3.1.1	Promote a coordinated approach between PRM and citizens (community policing, civic education, urban planning)
Objective 4.1.1	Provide assistance to women and children who are victims of violence
Objective 4.2.1	Draw and apply a program of prevention and fight against juvenile delinquency
Objective 5.4.2	Institutionalize a contract and inspection system, for the fight against corruption and lack of discipline within the core of the PRM.
Objective 8.1.1	Improvement in service to the public
Objective 8.2.1	Creation of procedures for the promotion and management of PRM's image
Objective 8.2.2	To improve the relation between PRM and the media

development of a new strategic plan. While several actors have called for a crime prevention strategy, and indeed a draft crime combating strategy was prepared in 2009, the actual status of the strategy is unknown.

Police inefficiency and corruption have led to an alarming new trend of vigilantism in Mozambique. Human rights organizations have cited increases in extrajudicial killings and "death squads", of which 70 were reported in 2008 and 78 in 2009.[82] The LDH's Human Rights Report 2009 refers to these as cases of elimination of suspects of crimes, disappearance of detainees from prison facilities, cases of physical aggression or psychological coactions of suspects during questioning and upon detention in order to reach a confession. The report also includes degrading treatment against detainees in jail or against any citizen by justice administration bodies[83].

While the police have been the subject of ongoing criticism, it is important to note the important reforms undertaken. By way of example, the PRM has recently invested significant time and effort in the development of the Women and Children Victim Support Units (Gabinetes de Atendimento da Mulher e da Criança). More detail will be provided on this initiative in the following section on promising practices.

ATTORNEY GENERAL'S OFFICE (PGR): The Attorney-General's Office is located within the Public Ministry (MP). The MP represents the State in court cases, conducts preparatory investigation of criminal proceedings, and ensures the legal protection of minors and people deemed incapable under the law.[84] The PGR is one of the main institutions tasked with protecting human rights and ensuring legal standards are upheld at courts, police stations, prisons and public and private institutions. The priorities established by PGR include institutional development, human resources development and the development of specific actions aimed at prosecuting criminals and promoting the rule of law. The PGR is represented in all provincial capitals and the city of Maputo. The PGR has also established toll free lines (linhas verdes)[85] with all telephone providers for citizens to lodge complaints. The PGR underwent a period of institutional assessment and strategic planning and its Strategic Plan 2011-2014 was approved in October 2011. The Plan envisages a greater involvement of public administration, private sector, civil society and communities in crime prevention actions, promoting ethics and moral values, inter-institutional articulation and coordination and the consolidation of the GCCC (see below paragraph for more details on the GCCC).

Within the structure of the PGR is the Gabinete Central de Combate à Corrupção (Central Office for Combating Corruption) or GCCC. The GCCC is the successor to the former UAC (Anti-Corruption Unit), created under the Anti-corruption Law (Law 06 of June 2004) as a specialized arm

83 LDH, Human Rights Report 2004, pg 4.
84 Constitution of Mozambique, art. 234 et seq..
85 In fact, the toll free lines are available to the citizen in any part of Mozambique's territory. Citizens may also speak directly to the Attorney-General on the first working day of each month, from 2 to 3 p.m., presenting issues related to corruption. The Attorney-General annual report for 2010 refers that in 2010 597 citizens submitted complains and some public servants were detained as a result of denounces made through the referred line.

of the PGR to combat corruption in the country and vested with powers of investigation and prosecution of corruption cases. The GCCC has two regional offices in Beira (for the central part of the country) and in Nampula (to cover the northern region) and its headquarters in Maputo covers the southern region. There are plans underway to establish an additional office in Inhambane to cover the southern part of the country.

MINISTRY OF NATIONAL DEFENSE (MDN): The Ministry of National Defense's current statute was approved by means of Ministry Diploma no. 190/ of December 2006 and it is tasked to implement the state security agenda. The MDN has the mandate to ensure national independence, sovereignty and territorial integrity, participate in the protection of institutions, facilities and civil sites crucial for the populations well-being, adopt prevention and rescue measures in the case of disasters and other circumstances, ensure freedom of action of sovereign bodies, ensure peacekeeping, and consolidate peace, democracy and national unity. The MDN's structure includes the National Defense Armed Forces (hereinafter "FADM") which include the Army, the Air Force and the Navy.[86]

Fortunately, Mozambique has no current border disputes and as such its military is limited to largely protecting the coastline against organized human and drug trafficking. Youth military service is compulsory in Mozambique, and one cannot get a passport without service. However, there are common allegations that the middle class and wealthy are able to circumvent the system.

MINISTRY OF EDUCATION (MINED): MINED is responsible for the formulation of education policies and strategies, training and qualification of citizens, promotion of peace and the dissemination of public health related knowledge. Its Strategic Plan recognizes that gender equality and safety of girl-pupils (especially regarding sexual violence in schools) are crucial for the sector's success[87], although no clear operational guidelines for dealing with these issues appear in the Plan.

According to the Afrobarometer survey, education is cited as the number one concern of the majority of respondents and from each sub-sector (male/female and urban/rural). However, Mozambique faces an array of challenges in the education sector with a lack of skilled and qualified teachers, inadequate training facilities, limited educational budget, poor educational infrastructure and high levels of school based violence. This is notwithstanding the fact that the MINED received approximately 20% of the total government budget. While there have been major increases in the number of schools that comply with the Education For All (EFA) commitments, there is still a severe shortfall with the sector unable to provide quality education to all school aged children. This is largely due to the fact that the recruitment of teachers, and training of the same, has lagged behind enrolment and forced the MINED to rely on unqualified teachers, which make up about 50% of the primary teaching force. According to a 2005 UNESCO survey, there was one educator for every 66.3 learners.

Unfortunately Mozambican schools, like others worldwide, are not necessarily safe spaces for youth. According to a study done by the Center for Justice and Crime Prevention, four out of five youth surveyed identified violence as a big or very big problem at their school. Actual or direct victimization reported included threats of harm or violence (36.4%), verbal insults or teasing (33.1%), physical attacks (19.6%), and sexual assaults (4.2%). The majority of the children surveyed indicated being a victim of violence in their homes and communities. While classmates were most frequently identified as the perpetrators of the abuse, teachers and principals were also identified. Of particular concern and emphasis is sexual violence within the schools, with "sex for grades" commonplace. For a robust discussion of overcoming violence as a barrier to education, including an analysis of the school setting, home environment, community, support services, and legislative framework, please refer to the July 2011 Monograph of the Center for Justice and Crime Prevention.[88]

Zero Tolerance to Sexual Abuse Against Children Campaign - MINED states that victims of child abuse keep silent because they fear punishments or feel ashamed, and it is estimated that only 5000 of the millions of victim go to the police, and that the number of those who get proper access to justice and psychological and social support is even less. To address this concern, MINED launched "It's Impossible to Accept: Zero Tolerance of sexual abuse against children", a four-year campaign against sexual abuse of children. The campaign also serves, with the participation of the Ministries of interior, Education, Health, Women and Social Action, in partnership with UNICEF, to encourage families, school councils, pupils, teachers, school managements, children and the community to get involved

86 Decree no. 41/2011 of 2nd September.

87 The Strategic Plan of Education and Culture – 2006-2010/2011

88 Leoschut, Lezanne and Janine Jantjies, Carrying it Forward: Overcoming Violence as a Barrier to Education in Mozambique, Centre for Justice and Crime Prevention Monograph Series No. 9, July 2011.

89 http://redevihsidanoticias.cidadaosdomundo.org/?p=19643.

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in the campaign against violence and sexual abuse.[89] At launch of the Campaign, MINED asserted that sexual abuse against children hinders their education, decreases school performance and leads children to drop out of school thus impacting on tier ability to earn a living. It is expected that this campaign will help put an end to the culture of silence and indifference with regards to all forms of violence (including sexual abuse in school, family and community), to create a safe learning environment, to ensure that children learn how to protect themselves from violence (through games and interactive activities), to establish partnerships for multisectoral (government, civil society and media) responses, and to promote open dialogue.

While it is critically under-resourced, the MINED has also taken the lead on a broader government-wide program to Accelerate Prevention and Response to Violence against Children. Discussed in more detail in the promising practices section below, this is an example of the initiative of the MINED vis-à-vis other government counterparts.

Ministry of Justice (MINJUS): The MINJUS is the central state body with the responsibility for managing, executing and coordinating the area of law and justice.[90] Its areas of activity include the administration of justice, legal reform, law-making (preparation), legal assistance, legal and judiciary training, record and notary services, and prison services. The MINJUS is structured into the following institutions: National Directorate of Records and Notary (DNRN), National Prison Services Directorate (DNSP), General Inspectorate (IG), Human Resources Directorate (DRH), Planning and International Cooperation Office (GPCI), Department for Studies, Legislation and Assistance (DELA), Directorate for Human Rights Promotion and Development (DPDDH), Department of Administration and Finance (DAF), and Ministers Office (GM) and subordinated institutions include the Centre for Legal and Judiciary Training (CFJJ), the National Resources Management Committee (CGRN) and the Institute for Legal Assistance (IPAJ) .

In 2003, Mozambique adopted the Justice Sector Integrated Strategic Plan (Plano Estrategico Integrado (PEI) do Sector da Justica 2002-2006) to ensure – in an articulated and efficient manner – that citizen's rights and freedoms are ensured in such a way as to contribute to social harmony and to strengthen the institutions responsible for justice. A second PEI was established for the period 2008-2012

(PEI 2008-2012) and it includes Supreme Court (TS), the Administrative Court (TA), the Attorney-Genera (PGR), the Ministry of Justice (MINJUS) and the Ministry of Interior (MINT). The importance of this document is that it facilitates the process of planning, budgeting and coordinated action of the justice sector institutions enabling the system to provide better services to citizens. It has eight direct intervention areas, namely: access to justice, reform of the prison system, legal reform, human resources development and training, improvement management mechanisms, improvement of infrastructure, information and communication systems. It also includes four crosscutting areas, namely prevention and combating corruption, prevention and fighting HIV/AIDS, promotion of gender equality and promotion of human rights.

According to Reiling et al the justice sector institutions are those which are central to resolving conflicts arising over alleged violations or different interpretations of the rules that societies create to govern members' behavior; and are central to strengthening the normative framework (laws and rules) that shapes public and private actions.[91] This definition clearly reflects that the justice sector is wider than just the Ministry of Justice. Presidential Decree no. 25/2005 of 27 April created the CCLJ[92] (*Conselho de Coordenação da Legalidade e Justiça* or Legality and Justice Steering Committee) to act as a committee for discussion, analysis and deliberation of matters of common interest for the justice sector. The CCLJ is comprised of the Supreme Court (TS), the Administrative Court (TA), the Attorney-Genera (PGR), the Ministry of Justice (MINJUS) and the Ministry of Interior (MINT). The creation of the CCLJ was seen as an important measure to improve planning and coordination within the justice sector, however, it was later declared unconstitutional by the Constitutional Court on the grounds that its institutionalization puts at stake the principle of separation of powers of state bodies.[93] In practice, the CCLJ still exists informally as a coordinating mechanism between involved institution for planning and budgeting purposes.

Both the former CCLJ and the PEI could be fundamental entry points for the implementation of crime and violence related initiatives at the level of the justice sector. Furthermore, the former CCLJ could facilitate the establishment of a bridge with other multisectoral crime and violence related initiatives, such as the recently launched

90 Plano Estratégico Integrado do Sector da Justiça 2002 – 2006, pg. 27.
91 REILING, D. HAMMERGREN, L. et DI GIOVANNi, A. Justice Sector Assessments - A Handbook.
92 A recognition that Courts, Attorney-General and the Ministries of Justice and Interior, by their nature and content pursue objectives highly complementary of each other justifying an effective articulation (preamble of said decree).
93 Please see Decision of the Constitutional Court no. 5/CC/2007 of 27 April.

Ministry of Health's program on school violence and the integrated treatment of victims of violence.

The Centre for Juridical and Judicial Training (CFJJ) established in 1997, operates within MINJUS with the mandate to train and build the capacity of judicial magistrates, registrars, legal assistants and other members of the judiciary sector. It also undertakes research studies in legal issues and conducts public legal education. The CFJJ has printed a variety of legal publications, including commentaries on legislation, manuals on human rights and other related legal instruments, and information on international agreements. In 2009 it initiated a process of institutional reflection and is pending approval of its first Strategic Plan.

Another important MINJUS body is the Institute for Legal Sponsorship and Assistance (IPAJ), established in 1994. IPAJ has a physical presence in all provinces and its mission is to ensure individual or collective access to justice - for those citizens whom are economically disadvantaged, or in a relatively inferior position within a legal relationship, by promoting awareness and protection of citizen's ´rights. IPAJ has its own Strategic Plan for the Legal Protection of Disadvantaged Citizens (PEDLCC), covering the period 2008-2012.

MINISTRY OF HEALTH (MISAU): MISAU is the central state body responsible for the application of Health Policy within public, private and community domains. Its objectives include, amongst other, solving health problems, providing health care, provision of health services at community level, formulation of the pharmaceutical policy, professional training of health workers, development of appropriate health technologies, and promotion of health research.

MISAU currently operates through its strategic plan 2007-2012 (Plano Estratégico do Sector da Saúde (PESS). The PESS is drafted accordingly to the Governments Five Year Plan (PQG) and with its operational plan (PARPA II). The PESS 2007-2009 aims at improving citizens' health based on the reinforcement of the capacity of health workers to provide services and care.[94] It guides all health sector actors and all other health related district, provincial and intersectoral plans. It also aims to translate international goals into local (central, provincial and district) goals using the Millennium Development Goals and other international and regional agreements such as the African Health Strategy (2007-2015), the SADC Health Strategy and the

strategies and objectives of the NEPAD (New Partnership for African Development) reference framework. The PESS does have specific objectives including: the improvement of multisectoral interventions in cases of alcohol related domestic violence, the development of a strategy and plan of action for the reduction of sexual and domestic violence for all those of childbearing age (including clinical assistance, contraception, preventive treatment and psychosocial support), the development of a strategy and plan of action for the promotion of human rights and gender equity in sexual and reproductive health, and the implementation of a strategy for combating and preventing urban trauma and violence. These references provide ample opportunity for the inclusion of violence prevention strategic measures in health programs.

Discussions held during fieldwork indicate that the health sector has concentrated on epidemic surveillance, and death prevention through treatment and rehabilitation of patients (biomedical dimension) but there has been growing concern and development on violence related issues (especially gender-based violence and violence against children). In 2009, the health sector developed a Strategy for Gender Inclusion in the Health Sector whose main interventions consist of training human resources, integrated attention for domestic violence victims and data disaggregation per sex.[95] This Strategy envisages that health care managers and providers begin an exercise to establish differences in the patterns of disease amongst women and men, raise awareness on the various types of discrimination that affect women and men, not only related to attitudes and behaviors at personal, domestic and community levels, but also at the level of their perceptions about health problems affecting health care users. Further, the MISAU agreed in August 2010 to standardize the ways through which gender-based violence cases are addressed in all health units of the national health system. Such standards are established in general terms; for provincial, general, rural and district hospitals; and for health centers. Despite its gender based designation, it is meant to address child sexual abuse (including boys), domestic violence and rape or sexual assault. It includes standards around admission, required staff, and clinical attendance protocols for each of the types of violence foreseen and at each of the health unit levels.

These new gender standards also establish parallel priority actions which include improvement of service quality, capacity building of all involved (including police

officers) and the establishment of a centre of excellence, improvement of reference and coordination systems, improvement of forensic medicine services (including the establishment of minimal standards for examination and recording of results); and advocacy on of the role of the health service in breaking the silence around gender based violence. Discussions with MISAU reveal that the standards are being gradually implemented throughout the National Health Service units.

Integrated Victims of Violence Program: MISAU is also organizing data related to violence cases and supporting health units to improve data collection and management. Initial results are concerning, showing that more than 70 % of child sexual abuse victims are girls and that around 10 % of those are infants aged 0 to 4 years old. MISAU is working in coordination with MINT, MINJUS and MMAS in order to appropriately implement the recently approved standards. In addition, MISAU plays a crucial role and needs to assume leadership not only in developing its internal violence data systems, but also in the implementation of plans and policies for preventing violence with a broader representation from other government sectors, the private sector, civil society organizations and the general public.

Ministry of Women and Social Action (MMAS): MMAS is the central state body responsible for the execution of development policies for women in the country. MMAS's work is divided into the following two areas: (1) Women – promotion of actions towards eliminating discrimination of women and underlining her value within the family and society, and promoting the participation of women in the political, economic, social and cultural spheres and (2) Social Action – promotion of actions to protect socially vulnerable groups in need of social, psychological, material and moral support (namely children, the elderly, and people with disabilities), amongst others.

Discussions at MMAS indicated that it focuses its action in the empowerment of women and youth (out of the education system) and stresses poverty alleviation. Also, MMAS operates under the principle that more empowered women will rear stronger families and a greater sense of society and belonging. MMAS recently announced that it will offer training in agro-business processing for 7,000 rural women belonging to 350 women associations in the central part of the country (districts of Caia, Gorongosa, Nhamatanda and Dondo, in Sofala, and

Guro, Bárue, Sussundenga and Gondola, in Manica). The training aims to reduce food insecurity of rural families during the dry season and also to empower rural women in entrepreneurship in agro business processing. The project will also include training rural women in business management, marketing, and establishment of micro-finance institutions. Earlier this year MMAS adopted five new manuals on: (i) household visits, (ii) household visit guidelines, (iii-v) guidelines on the treatment of drug addicts, detainees, and the mentally ill.

MMAS has established contacts with several large companies operating in the country to help local communities through corporate social responsibility programs (e.g. MOZAL, SASOL). It also runs a Food Subsidy Program (Programa de Subsídio de Alimentos "PSA"), considered the government's main basic social protection program in terms of population coverage. Its objective is to support the county's most vulnerable peoples. MMAS has other programs in diverse areas such as direct social support, social benefit for work, income generation and community development. Recently MMAS and LDH signed a memorandum of understanding for a joint program to protect the dignity of vulnerable groups affected by social exclusion such as drug addicts, detainees, mentally ill, and people living with HIV/AIDS. The joint intervention provides social, material and nutritional support but also includes psychosocial interventions.

According to Centre of Social Protection Information (CIPS)[96], MMAS launched a new campaign in 2011 to reduce the number of street children Maputo. The campaign was launched along with the MMAS National Directorate for Women and Social Action, the National Institute for Women and Social Action and other partners representing the Government, civil society, religious groups, the Police of the Republic and the Municipal Police. Activities include awareness raising activities for drivers, business people, parents, families, communities (undertaken in KaMavota, KaMaxakeni, KaMpfumu, KaMubukwana, KaTembe and KaChlamankulu neighborhoods). The program also includes the production of 78000 brochures with messages such as "Say no to begging, do not give out money in traffic, at your business place", "Channel your offers to charity institutions or the nearest social action institution", "Say no to violence against children, care for and protect your child". The campaign however is limited in its geographic scope.

96 CIPS stands for Centre of Social Protection Information, gathering related information from Angola, Brazil, Cape Verde, Guinea-Bissau, Saint-Tome and Prince and East Timor. Access at www.cipsocial.org.

LOCAL GOVERNMENT: With independence, a centralized administration was formed in Mozambique and the PRE (Economic Rehabilitation Program) initiated a series of reforms with the 1990 Constitution laying the foundations for decentralization. The Local Government Reform Program (PROL) and municipal development projects were carried out in five provincial capitals, namely, Maputo, Beira, Quelimane, Nampula and Pemba. In 1992, Law 2/97 was approved creating the first 33 local authorities (or municipalities) and the first municipal elections were undertaken in June 1998. Currently Mozambique has 43 municipalities (23 urban and 20 non-urban or towns). Local authorities or municipalities have their own legal status with administrative and financial autonomy. Municipalities are guided by annual work plans that are prepared based on their Municipal Development Plans (the municipality's five year plan).

There is a National Association of Municipalities of Mozambique (ANAMM), which brings together the 43 municipalities, and is tasked with the coordination and development of municipal programs and capacity. Most cities do have a municipal police force, which is tasked with supporting the municipal ordinances. The municipal police forces exercise a largely administrative role and actions are coordinated with the Ministry of Interior through the Mayor (whom is also the chief of the municipal police).[97] The municipal police may only intervene within the municipal jurisdiction and, accordingly to discussions with ANAMM, their role is limited in regards to the promotion of safety to information sharing. According to discussions held, the municipalities with the highest crime rates are Maputo, Beira, Xai-Xai and Matola.

Key Donors

UNITED NATIONS CHILDREN FUND (UNICEF): Given the emphasis on children's rights in Mozambique, it is no surprise that UNICEF has a strong and influential presence. Nationally, UNICEF works on seven themes (including guns/small arms, alcohol and drugs, gender based violence, early childhood development, and urban design/child-friendly spaces). UNICEF is hoping to build up its programs in three key areas. 1) Children in Conflict with the Law – While the legislations is well written, including alternative sentencing, little has been done in the way of implementation and according to UNICEF there are currently no civil society organizations running diversion programs in Mozambique. UNICEF is searching for funding

for a program that would focus on community service as an alternative sanction, strengthening of information systems on juvenile justice, and the construction of child courts. The strategy is underpinned by a focus on restorative, rather than retributive justice. 2) Children in Contact with the Law – Focusing on child victims of abuse. UNICEF hopes to expand its victim support model nationwide as well as establish care centers, legal aid works, and collect and test forensic evidence. UNICEF also proposes to support alternative care (foster and/or adopted) for most at-risk youth. 3) Prevention of Violence against Children – Working closely with the government, particularly the Ministry of Education, UNICEF has supported the development of the Mozambique Acceleration Prevention and Response to Violence against Child Program, which is a multisectoral government sponsored intervention, aimed a social mobilization, advocacy, child participation, multisectoral case management, justice, and health and social action.

UNITED NATIONS DEVELOPMENT PROGRAM (UNDP): UNDP is accelerating its work in support of security sector reform in Mozambique branching from its traditional focus on mine action and small arms to broader police reform (in collaboration with UNODC). Specifically, UNDP is working with the PRM on the establishment of a crime reporting system as well as a National Crime Observatory to be administered and run by the government. UNDP is also working with the MDI on community policing and supporting police training at Matabane.

EUROPEAN UNION (EU): The EU undertook an exhaustive review of the security sector in 2009 with the aim of launching a new program. In December 2009, The European Commission approved € 10 million for Mozambique's Annual Action Programme 2009 for support to the security sector and technical cooperation with two major lines of support: (i) To support the institutional development of the Ministry of Interior with € 7 million covering the period 2010-2012 with the overarching goal of improving the security situation in Mozambique and (ii) To improve the quality of services provided to the populace by the Ministry of Interior, with special emphasis on security.

In June 2010, the Government of Mozambique and the European Commission signed a Financing Agreement for a total of €7 million, as part of cooperation under the 10th European Development Fund to enable the implementation

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97 Decree 35/2006 of 6 September, article 2 et seq.

of the Ministry of Interior's Institutional Development Strategy (EDIMINT). Based on seven key areas, EDIMINT places particular emphasis on the development of human resources, infrastructure and equipment; in order improve the provision of services to citizens as regards preventing and combating crime, citizens' identification, public safety and migration. While the assessment team has yet to review any specific details, it is understood that the program will refurbish the police training academy at Matabane and strengthen criminal investigative capacity.

United Nations Interregional Crime and Justice Research Institute (UNICRI): While the UNICRI presence and strategy in Mozambique has varied over time, the current emphasis of its work is on juvenile justice. UNICRI is piloting a community approach whereby children in conflict with the law can access integrated services like legal advice and psychosocial support in Mafalala Kamaxaquene, and Hulene. In order to address issues around pre/post trial detention, UNICRI is also supporting the establishment of a juvenile observation and rehabilitation center at Chiango that can support up to 600 youth. The program further includes the preparation of the centre's regulations, the creation of a database for inter-Ministry data on minors in conflict with the law, the establishment of ad hoc shelters in police stations and the preparation of modules on minors in conflict with the law, to be disseminated in schools.

USAID and the Millennium Challenge Account (MCA): The majority of the USAID program in Mozambique is focused on health related issues, specifically HIV/AIDS prevention and treatment. Related areas in which USAID has a presence include municipal governance, anti-corruption, and girls scholarships. A new USAID education program is currently being designed. The Millennium Challenge Account is a program created by the US Government in 2002 aimed at increasing aid to developing countries. It began in Mozambique in 2007 and it is expected that US$506.9 million will be disbursed to the country in a period of five years in programs aimed at reducing poverty and promote the country's economic growth. Most of the MCA's funding will be concentrated in the provinces of Zambézia, Nampula, Niassa and Cabo Delgado, focusing in four distinct areas, namely water, sanitation, transport and agriculture.[98] The MCA also intends to finance Anti-Trafficking-in-Humans programs as part of its road rehabilitation program in the province of Nampula, in recognition that the improvement of roads increases the potential of trafficking in humans.

The target groups of these initiatives include women in general, families headed by women, children and orphans, local transporters associations, transport operators, hotel and restaurant operators, schools, and managers of construction works.[99]

Selected NGOs

There are thousands of Mozambican NGOs registered and providing services to Mozambicans in need. This report attempts to highlight but a few of the organizations with a more national level scope and impact.

Women's Rights and Victimization: Perhaps the most active sub-sector of the NGO world, Mozambique counts with well-established networks of organizations working in the areas of women's rights and victimization. At the national level, networks exist that provide both services and trainings to members as well as working on advocacy and public awareness initiatives. The strength of the women's rights movement resulted in the passage of Law 29 of 2009, the Law on Domestic Violence against Women, cited as groundbreaking legislation. Important organizations include:

Forum Mulher (Women's Forum): Founded in 1994, the Forum Mulher defines itself as a coordination mechanism, bringing together and supporting members in their work to defend the rights of women. Forum Mulher has 84 member organizations and has implemented projects reaching over 1.5 million Mozambicans in diverse areas including economic growth, gender based violence reduction, reproductive and sexual health education, political participation, and institutional strengthening (with focus on skills on how to attend to victims of violence). It is often cited by other NGOs as one of the most widely respected organizations and it is organized at the national and provincial levels. Forum Mulher has links with government agencies, for example working with the MINED on its school safety project and the Ministry of Health to obtain support for women who are victims of violence.

Another area of focus for the Forum Mulher is the strengthening of organizations (including non-member organizations) in psychosocial skills. It also undertakes awareness raising programs at schools, communities and youth groups in order to prevent violence. Forum Mulher and other civil society organizations are currently participating in a process coordinated by MMAS (with the participation of MISAU, MINT, MINJUS and MINED) on

the design of the National Plan Against Violence with the hope of designing an integrated victims support program, to improve the current scenario in which victims have to go to the relevant institutions separately (hospital, police, forensic medicine, psycho-social support), and have to file separate reports and repeatedly recount their traumatic experience.

MULEIDE: Muleide, also founded over 20 years ago, provides services and support to at-risk women in the areas of legal assistance, violence/trauma counseling, and psychosocial support to victims with a strong presence in Maputo, Cape Delgado, Pemba, and Beira. Training social assistance volunteers, Muleide associates engage in conflict mediation and resolution within family and community structures. Muleide also provides support to children and youth, with a focus on orphans and vulnerable children (OVCs) and HIV/AIDS widows.

NHAMAI: The Association of Human Rights of the Woman and the Child (NHAMAI) was created in 2004 with the objective of supporting women and children victims of any type of violence (with more emphasis on domestic violence and HIV/AIDS). In April 2011, NHAMAI, with the support of Italian NGO COSV, launched a program for the dissemination and awareness rising on the Law on Domestic Violence in all districts of Maputo. NHAMAI also has a partnership with HOPEM (Men for Change) to influence men to change their views on domestic violence. NHAMAI has a shelter (built with the financial support of UNIFEM) geared to the protection of women and children victims of domestic violence to ensure their safety while satisfactory solutions are found in conjunction with local leader and the offenders' families. Since the centre opened up in 2008 more than 700 victims of violence have been accommodated there.

CHILDREN'S RIGHTS AND VICTIMIZATION: Recognizing the extreme vulnerability of children and youth, and similar to the women's movement, there is an extremely strong and well-coordinated network of organizations focusing on children's rights and victimization. While groups tend to have a specific focus (i.e. trafficking) there is strong overall coordination. Important to note are:

REDECAME: The Network against the Abuse of Minors emerged from the "Together for a Happy Child" movement that brought together 30 organizations from civil society, religious groups and the government in 2000 to launch

the Campaign against the Sexual Abuse of Minors which responded to the 1996 Stockholm global conference on commercial sex abuse of children. RedeCAME has formed Child Protection Networks in all of the provinces focusing on issues around sexual abuse of children, trafficking of children, protection of children and child legislation. More recently, it has established a Child Help Line (116), a free call center to register and respond to information regarding transgressions against children.

REDE DA CRIANÇA: The Children's Network was formed in 1998 in order to enhance the impact of activities working on behalf of vulnerable youth and children – focusing on coordination, resource mobilization, and public awareness and advocacy and currently has over 100 member organizations. Rede da Criança is the Mozambican representative for ECPAT (End Child Prostitution, Pornography and Trafficking), ENSCW (European Network on Street Children Worldwide) and CRIN (Child Rights Information Network). It is also a founding member of ROSC (see below).

REDICEM/ROSC: The Network of Children's Rights in Mozambique (REDICEM) and the Civil Society Forum for the Rights of Children (ROSC - Rede das Organizações da Sociedade Civil Para os Direitos da Criança) are network organizations of national and international organizations working on pro-child issues. ROSC emphasizes training, advocacy, knowledge management, and mobilization of resources as its key areas of emphasis. Its core activity areas include monitoring and evaluation of projects, good governance, human rights, and child protection legislation. It is unique in that its coordinating body is a mix of national (Rede da Criança and FDC) and international organizations (UNICEF, Save the Children).[100]

ROSC, among others, facilitates the coordination of the work of all CSOs working in the child rights area in order to increase impact. It also aims to become a voice in the relationship between the government and children rights organizations, taking into consideration the international agreements on child rights signed by Mozambique. It also produces regular reports on child rights and on the applications of the UN recommendations on child rights. The ROSC is currently hosted by FDC (see below).

ARES: Associação Reconstruindo a Esperança (Rebuilding Hope) – ARES is an NGO dedicated to supporting

100 Member organizations of ROSC includes Save the Children, FDC, Rede da Criança, N'weti, Action Aid, Liga dos Direitos Humanos (LDH), FORCOM, MISA, HACI , RedeCAME, AWEPA, ICS, FAWEMO, SANTAC, Terres de Homens-TdH, Forum Mulher-FAWEMO, Centro de Aprendizagem e Capacitação da Sociedade Civil (CESC), Oxfam-GB, Rede Contra Abuso de Menores (RedeCAME), Associação Nacional e Prevenção Contra Abuso e Negligência-ANPPCAN, Centro Coperazione Sviluppo, APRODES, Movimentos de Educação para Todos (MEPT), Help Age International-HAI, Aga Khan Foundation, Hope for African Children-HACI, Médicos com África-CUAMM, Rede Nacional do HIV (Rensida), Plan Inter-national, , MISA-Moçambique, GTO, Liga dos Direitos Humanos, FORCOM, HACI, Action Aid, AWEPA, Conselho Nacional da Juverntude (CNJ), Instituto de Comunicação Social, Sociedade Aberta and N'weti.

Mozambican children in the areas of education, health, sexual violence, and post-war psychological support to child soldiers (now adults). It was created in 1996 in order to provide psycho-social assistance to ex-child soldiers. ARES is also an example of a public private partnership, as it has worked in alliance with MISAU, MMAS, Pedagogical University, and ISPU, also intervening to provide psychosocial support for child survivors of the 2000 and 2001 floods.

Governance, human rights, youth, and community development organizations – Given the extensive aid flowing into Mozambique, there are thousands of community development initiatives, many of which are supported by outside funding. In addition, there is a small but robust human rights community. The below are examples of some of the key organizations.

HUMAN RIGHTS LEAGUE (LIGA DE DIREITOS HUMANOS OR LDH): LDH was officially created in May 1995. Its primary objectives include the protection and promotion of human rights, including abuse of power. It is based in Maputo and has paralegal representatives in all provinces and in some districts. It works toward ensuring that the state, private sector and civil society respect human rights through advocacy, education, monitoring, pressure and legal assistance to citizens. LDH monitors and reports on alleged human rights violations, police abuse, summary execution of detainees, and provides situational analysis on the justice sector in general. It also plays an important role in providing strong evidence on issues around trafficking in peoples and human body parts. LDH has become a reference point in Mozambique for all human rights related issues and publishes an annual human rights report.

CIP: Centre for Public Integrity (Centro de Integridade Pública) – The CIP is a research-based anti-corruption group led by a Mozambican investigative journalist, Marcelo Mosse. CIP's work is focused on three main pillars: monitoring local governance; publicizing citizens' rights; monitoring donor practices. It is a not-for-profit, non-partisan organization created to promote integrity, transparency, ethics and good governance in the public sphere and human rights in Mozambique through research, exposure, advocacy, monitoring, and awareness building. CIPs funding partners include DFID, the Danish Embassy, Swiss Cooperation, the Embassy of Holland and the Embassy of Sweden. It has also formed partnerships with

local and international organizations active in diverse fora on anti-corruption and poverty. It has published extensively on human rights, corruption and recently on EITI (Extractive Industries Transparency Initiative).[101], It is geared at promoting transparency, ethics and integrity across all sectors of Mozambican society. CIP is an important actor in assuring governance and respect for citizens' rights and in paving the way for a more democratic society in Mozambique.

FDC: Fundação para o Desenvolvimento da Comunidade – The Foundation for Community Development (FDC) was launched in 1994 to help reduce poverty. Since its creation, it has intervened in priority areas such as education, health, food security, income generation, water and sanitation, and HIV/AIDS. It has a wide geographic coverage, operating in more than half of the country. Currently FDC coordinates the Civil Society Forum for Child Rights. Apart from its community development work, FDC has also been working in the promotion of child rights and has published studies on human trafficking and other human rights issues. It also serves as the Secretariat for the ROSC. FDC has also been involved in the capacity building of CSOs and more than 100 civil society organizations and networks have benefited.

JOINT: The NGO League of Mozambique is a group of national and international NGOS that focus on civil society strengthening nationwide in areas such as participation, social justice, and transparency. With 20 members, it is a relatively new organization founded in 2008, however, from September 2009 to April 2011, 19 new organizations applied for membership to the League.

THE MOZAMBICAN LAW SOCIETY OR BAR ASSOCIATION (OAM): OAM was established in 1994 and its current strategic plan, the Plano Estratégico da Ordem dos Advogados de Moçambique (PEOAM) covers the period 2009-2014. According to OAM's Activities and Financial Report 2010 (published in September 2011), OAM received financial support and coordinates with the Netherland's Embassy, Danish Embassy (Access to Justice Program), MASC (human rights and institutional capacity building program) and OSISA (institutional capacity and ICT). OSISA is also assisting the OAM with the establishment of a lawyers' directory.[102]

OAM is headed by a Chairperson, the Bastonário, elected from amongst peer lawyers. According to its statutes,

101
102 Relatório de Actividades e Relatório Financeiro 2010, Ordem dos Advogados de Moçambique, Setembro de 2011, pg. 15 et seq.

OAM's mandates are to (i) defend the rule of law, individual rights, freedoms and guarantees and to contribute to the proper administration of justice; (ii) contribute to developing a culture of law through the provision of inputs on draft legal instruments; (iii) participate in research and dissemination of laws; and (iv) ensure respect for the legal profession taking into consideration its social function, dignity and prestige of lawyers, and respect for deontological principles. OAM has established programs in institutional capacity building, lawyer's professional capacity building, and access to justice. OAM's focus is on ensuring Mozambican lawyers abide by the law and deontological principles in the exercise of their profession and ensuring proper access to justice.

NATIONAL YOUTH COUNCIL (CNJ): The Conselho Nacional da Juventude (CNJ) was established by Resolution no. 04/96, the National Youth Policy. The CNJ is tasked with coordinating youth associations at the national level (including political party youth groups) and to facilitate communication between youth and the State and other public, private, national and foreign entities. The CNJ is grounded in the associative movement that began after the signature of the General Peace Agreements and the approval of the first democratic constitution, which approved the right to association. The youth arms of both FRELIMO and RENAMO later joined the movement and the CNJ was created. The CNJ's structure includes a National Youth Council and Provincial and District Youth Councils with representation in all 11 provinces and all but 21 districts.

CNJ's four thematic priorities Include (i) Youth and Economic Development; (ii) Youth and Social Development; (iii) Youth and Political Development and (iv) Youth and Fighting HIV/AIDS. Each of these priorities addresses specific related themes. For instance, Youth and Economic Development issues include education, professional training, entrepreneurship, challenges to housing, etc. The CNJ is aware of many of the main issues surrounding crime and violence, noting the lack of provision of basic services, the lack of institutionalization and recognition of the role of community policing, easy access to alcohol, street begging, social exclusion, lack of appropriate public lighting in streets, lynchings, and others as drivers of crime and violence.

The CNJ is an advocacy body, advocating and providing inputs on youth related issues and decisions taken by the Government. Discussions with the CNJ indicate a positive relationship with the government with the youth participating in larger national programs such as the African Peer Review Mechanism (APRM or MARP) and the UN Committee of Counselors. The CNJ recognizes that it is important to continually dialogue with the government to ensure that the latter takes into consideration youth issues, perspectives and instruments in decision-making processes.

The CNJ has also been involved in the preparation of the New National youth policy. Its proposals include, amongst other, (i) that the new policy is approved by Parliament, not only by the executive (making it a State document); (ii) that the new policy embrace a multisectoral approach rather than a sectoral one; and (iii) that the policy includes appropriate indicators to enable proper monitoring and evaluation of its implementation and adequate budgeting for implementation.

The CNJ does not, at the moment, implement any explicit activities or programs designed to reduce and/or prevent crime and violence or to promote safety. Nevertheless, the CNJ has been involved in "pro-youth" activities such the undertaking regular visits to prison facilities to advocate for social reinsertion of detainees and the implementation of Pro-Jovem, a loan program for young entrepreneurs in Maputo (it has been reported successful and is now expanding into Matola). Osvaldo Petersburgo, the Chairperson of CNJ, believes that the media as been one of the main of the drivers of unsafety by forcing exposure to violence into peoples' houses (through soap operas, for example). He also addresses the current practice of the police as being punitive, creating fear instead of respect for the police. A society, he adds, "cannot reproduce itself by exerting violence on its citizens, but by educating its citizens, as a society that has to manage fear is deemed to disrupt itself."

Peace, Security, and Conflict Prevention Organizations: Perhaps the most underdeveloped of all civil society sectors, there are very few organizations that focus on peace, conflict and more specifically security issues. Many of those that do come largely from a small arms and light weapons background that focused on disarmament, demobilization and reintegration (DDR). The obvious priorities at the end of the civil war, work in DDR has not yet fully transformed into civilian engagement on broader security sector issues.

JUSTAPAZ: JUSTAPAZ is a Mozambican NGO that promotes religious pluralism, providing awareness and

OSISA
Open Society Initiative
for Southern Africa

OPEN SOCIETY
FOUNDATIONS

CRIME &
VIOLENCE
PREVENTION
INITIATIVE

training activities and bringing together all religions to promote debate and dialogue. It has worked on police capacity building, bringing together police and communities to understand how conflicts arise and how to work together for resolution. JUSTAPAZ also supports capacity building for local governments on issues around participatory governance, sensitive planning, and the relationship between conflict, governance and development.

IEPA: The Institute for Peace Building for Lusophone Countries (IEPA) was founded in 2006 based on the understanding that most of the concepts, approaches and methodologies around peace building were in English and therefore largely inaccessible to African Portuguese speaking countries. IEPA provides access to training in conflict transformation and peace building for Lusophone countries and helps increase the number of Lusophone peace building professionals. It also conducts research on conflict transformation and peace building issues. IEPA produces newsletters and training manuals on conflict transformation and peace building.

PROPAZ: PROPAZ was created in 1995 by two organizations serving ex-combatants from both FRELIMO and RENAMO. It grew out of the dissatisfaction and frustration felt by ex-combatants with the reintegration process and the need to find peaceful, non-violent solutions to conflicts that arose over issues of pensions and disarmament. PROPAZ is one of the organizations that was most active in peace building in Mozambique through the mobilization of ex-combatants in a set of activities such as identifying caches, demining projects, and training in conflict resolution and peace promotion. PROPAZ is well respected in the areas of reintegration and reconciliation of ex-combatants and was a major player in post-conflict reconciliation, bringing together former enemies to work together to build postwar peace.[103]

Originally PROPAZ's goal was to train ex-combatants in peaceful conflict resolution techniques so that they could assist their colleagues through the difficulties of reintegration. However, the programme quickly expanded to address conflicts and promote peace in the broader community. The mission of PROPAZ is "to promote peace, human rights, gender equality, unity and reconciliation through training programs in conflict resolution at the community and national levels." The primary activities of the PROPAZ peace promoters include: 1) Training local

mediators; 2) facilitating the resolution of conflicts; and 3) Public education on peaceful conflict resolution.[104]

FOMICRES: The Mozambican Force for Crime Investigation and Social Reinsertion (FOMICRES) is the only known NGO working on crime prevention in Mozambique. It has been operating for years in the area of small arms control and has a network of volunteers throughout the country. Between 2008 and 2010, FOMICRES undertook a research study on crime prevention with over 12,000 community members. FOMICRES has a Board of 11 and 507 active volunteers from all Provinces in Mozambique. FOMICRES is the current host of the HumaNet Southern African regional human security initiative (see below) and serves as a reference point for the International Small Arms Network (IANSA).

HumaNet: The Southern Africa NGO's Network on Human Security (HumaNet) is a group of civil society organizations that voluntarily came together to work and pursue shared goals of social development, particularly in safety and security and democratic governance within the Southern African states. Its vision is to guarantee the existence of a strong persuading, conscientious, participative, united and intervening civil society body, by 2020, with amplified voice toward achievement of greater influence and impact in human security matters. Its mission is to identify the justice barriers, analyze the fundamental causes toward finding solutions and intervene at national and regional level by interacting with Governments, SADC Secretariat, and AU with specific and sustainable actions at grassroots level. HumaNet held its second regional meeting in October 2011 and approved a three-year strategic plan in three fundamental areas namely: 1) Peace, safety, and Security, 2) Democracy and Human Rights, and 3) Community Empowerment, Reintegration & Development.

Religious Organizations

Religious organizations in Mozambique are, in general, active in the areas of human rights, democracy, HIV/AIDS, and peace building. For the most part, religious groups tend to seek reconciliation of those involved in conflict rather than the prosecution of perpetrators.

Conselho Cristão de Moçambique (CCM): The Conselho Cristão de Moçambique (CCM) was founded in 1948 and it is comprised of 20 religious organizations with nationwide representation. The CCM focuses on the dissemination of human rights materials, capacity building

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103 Lutas em Tempo de Paz, Trabalhando com Ex-Combatentes em Moçambique: o seu trabalho, as suas frustrações e sucessos. PROPAZ et NIZA.
104 http://www.restorativejustice.org/editions/2007/april2007/mozambique.

for other CSOs; dissemination of knowledge on HIV/AIDS including the protection of persons living with HIV/AIDS; promotion of gender equity through capacity building of women; participation of citizenry on governance issues; and advocacy for the promotion of primary health care and education. The CCM was extremely active both during the war and in the post-conflict period, particularly with demobilization and disarmament measures.

CONSELHO DE RELIGIÕES DE MOÇAMBIQUE (COREM): The Council of Mozambican Religions (COREM) dates back to the signing of the General Peace Agreements in 1992 when an Inter-Religious Forum was created to facilitate and mediate the signature of the agreement. The Forum morphed into the Inter-Religious Council of Mozambique (CIRM) in 1998 until being established in its current form, COREM, in February 2004. Throughout its transformation, this inter-religious group has worked to bring together diverse religions to promote peaceful co-existence. Members include the Christian Council of Mozambique, the Jewish Community, the Bahai Community, the Mozambican Scouts League, the Hindu Community, the Mozambique's Council of Islam, Aga Khan, the Johrei Community, the Buddhist Community, the Catholic Church-Roman, Traditional African, Brahma Kumaris and the Orthodox-Greek Church. The main objectives of COREM include the establishment and dissemination of a culture of peace, reduction of HIV/AIDS and absolute poverty in the country, education of youth, and strengthening of communities to recover ethical and moral values.[105]

REMAR: The Rehabilitation of the Marginalized organization (REMAR) is a Christian organization founded in Spain in 1982 and has been present in Mozambique since 1998. Its activities are related to the provision of social support to orphaned children, abandoned children, single mothers, substance-addicts, HIV/AIDS patients, widows and elderly. Services are provided free of charge and focus on both physical and psychical rehabilitation. REMAR has established 13 shelters in Maputo, Beira and Xai-Xai for substance-addicts, men, women and children. It also provides healthcare, clothing, food, education and training for children. REMAR is self-sufficient; it refurbishes second hand goods and has established a cleaning products line (Naturalia) for sale in order to fund its support and rehabilitation activities. So far REMAR has been able to provide shelter and support for about 200 orphans and

ill children and to assist in the rehabilitation of men and women out of the cycle of alcohol and substance abuse.

Private Sector

While the Mozambican private sector does not seem to be organized in order to contribute more broadly to development, safety, and security matters, there are several noteworthy initiatives underway at this point in time.

SASOL: SASOL is a South African company exploring natural gas in the province of Inhambane. It is the 9th largest company in Mozambique.[106] Besides being exported, the natural gas produced is also consumed within Mozambique for electric power production by various industries and as fuel for vehicles. SASOL runs an independent Social Support Program that targets communities from 9 districts in the provinces of southern Mozambique, namely Maputo, Gaza and Inhambane. The communities are either bases for the company operations or are located in areas crossed by the pipeline. SASOL finances diverse projects including the construction of schools, health units, sports and cultural infra-structure and the supply of learning materials to local schools.

MOZAL: MOZAL, a BHP Billiton group smelter, has been in Mozambique for more than a decade and was designed to produce aluminum for export. It was the first major foreign investment project in Mozambique and started production in 2000. It employs more than 13,000 Mozambicans and is the larger contributor to Mozambique's GDP. It is ranked as the 3rd largest company in the country. In 2000, the smelter´s shareholders created the MOZAL Community Development Trust (Associação MOZAL para o Desenvolvimento da Comunidade - AMDC)[107] which undertakes community support and development activities in small business development, education and training, health and environment, sports and culture, and community infrastructure. The target communities are within a 10km radius of the smelter, but projects in the Matola and Maputo areas are also considered. The Association aims to: 1) Align development initiatives with those of national, provincial and local government to fight poverty in alignment with the GoM's poverty reduction paper; 2) Foster the replication of pilot projects in other areas; 3) Establish development partnerships towards development sustainability; and 4) Involve all relevant stakeholders, including government, NGOs, community structures and the private sector. Specific contributions include the creation of over 200

105 Documentaçao de Experiencias, Resumos Organizacionais e Historias de Sucesso. Supported by USAID and HACI. August 2006.

106 Please see the 12th edition of the Ranking of the 100 Largest Companies in Mozambique, available for download at KMPG's website (www.kpmg.co.mz).

107 Please see http://www.corporateregister.com/a10723/moz03-comm-mz.pdf.

108 Activities cited in consultations with Mozal representatives.

new jobs for the residents of Beloluane and Djuba, helping improvement of living standards in the area; construction of 25 new classrooms within surrounding communities; co-funding the LSDI (Lebombo Spatial Development Initiative) spray program that reduces malaria infection rates by up to 18,3% in beneficiary areas; dissemination on HIV/AIDS information on prevention to more than 200,000 people; and the establishment of a Voluntary Counseling and Treatment (VCT) Centre in Boane.[108]

Moçambique em Acção: Moçambique em Acção (Mozambique in Action) is a social responsibility program created by the SOICO Group, an independent media company. The objectives of Moçambique em Acção are to contribute to create awareness around the roles of citizens and knowledge, dissemination. Amongst its many social initiatives to promote development, with a focus on youth and women entrepreneurship, Moçambique em Acção has undertaken 1) Television debates and programs to create awareness on child rights, women rights , violence against women, and early marriages; 2) Programs to create awareness on citizens' environmental responsibility; 3) Health promotion events on specific health dates (including promotion of exercise, free blood pressure checks, HIV/AIDS and diabetes testing and counseling, etc.); 4) TV fundraising campaigns to support women undergoing ARV treatment and orphan children; and 5) Rehabilitation of a health centre, including the establishment of a maternity ward and the provision of an ambulance.

VALE Moçambique: Vale do Rio Doce is a Brazilian company exploring and producing mineral coal in Moatize, in the Tete province. Its foundation is known as Fundação Vale, whose board members include representatives from the GoM and local community. It reports to have already invested more than US$90 million in projects in the areas of health, agriculture, social infrastructures, and sports and education. Some of the social responsibility work includes the rehabilitation of Tete's Provincial Hospital, Moatize's Health Centre and of the Institute of Geology and Mining. It also has built new schools and health units for people displaced to new as a result of mining activities.[109]

Mozambique's telecommunication companies are also actively promoting social corporate responsibility. This includes the two market leaders: VODACOM and MCEL (publicly owned), as well as the new entry MOVITEL (Vietnamese shareholding).[110]

Media

At independence Mozambique had 5 newspapers the Diário (previously Lourenco Marques Guardian, operating from 1905), the Noticias da Beira (1918), the Vox Africana (1932), the Diario de Mocambique, and Noticias. Noticias was the country's official Portuguese newspaper and the most widespread. Noticias was taken over by the government in 1975, and most other newspapers ceased to operate.

By 1990, the government gave up its sole grip on news and information and since then there has been a growth in news agencies including television broadcasters, radio broadcasters, internet news publications, fax-email based papers and magazines. The major newspapers include Notícias (government), Domingo, O País, Savana, Escorpião, Diário de Moçambique and the main television stations include TVM and private-owned STV and Miramar.

The media houses are regulated by the Supreme Mass Media Council (Conselho Superior da Comunicação Social), an independent body. This regulatory body is entrusted with guaranteeing press freedom and the public's right to information. At the moment, there discussions are underway on the review of the Media legislative package, which includes the approval of a Code of Conduct, the draft of which was prepared with the involvement of all media bodies in the country.

Sustainability of the private media is a concern for many agencies and there have been cases of journalists who avoid printing exposing news in exchange for monetary compensation. There have also been discussions about the integrity of journalists, who often work as press advisors for public officials, raising concerns around conflicts of interest.

The growth of the private media is seen by many as an opportunity to increase their role in the creation and development of a strong sense of citizenship among the people, by contributing to civic education of citizens' on their responsibilities and rights and promoting citizens awareness and participation in the development processes.

Most media outfits are based in Maputo, which raises concerns about information reaching the majority of the population. In this regards, community radio plays an important role. Despite the fact that the State´s radio broadcaster, Radio Mozambique, has national coverage, there are remote areas that are not covered by the State

109 http://nandiiwe.blogspot.com/2011/09/vale-empresa-mineradora-do-brasil-ja.html.
110 Examples include VODACOM and MCEL community support activities and MOVITEL's collaboration with the Ministry of Education Technology Plan to provide free internet services to select schools.

radio. In some areas Radio Mozambique programs are delivered via community radio stations. Many community radios are affiliated with the National Community Radios Forum (FORCOMM), which has 40 affiliated community radio members which besides news broadcasting and entertainment, also undertake discussions and awareness programs related to child rights, gender issues, community participation, and human rights, among others.

Academia and Research Institutes

There is very limited research capacity within Mozambique regarding crime and violence prevention and the initiatives that have been undertaken tend to rely heavily on foreign researchers to guide the methodology and study. For example, the Institute of Security Studies (ISS) of South Africa has authored much of the available material on security and crime in Mozambique.

At the University level, however, there are indications that academia might broaden its scope within Mozambique. Building on the work of esteemed researcher Carlos Serra, the University Eduardo Mondlane (UEM), in collaboration

with the Escola Nacional de Saude Publica Sergio Arouica (ENSP) of Brasil, has recently published an excellent textbook entitled Impacts of Violence: Mozambique and Brazil, which will be discussed further in the following section on promising practices. The University will soon be rolling out a violence prevention training program supported by Open Society.

CENTRO DE ESTUDIOS AFRICANOS: CEA (Centre for African Studies) - The Centre for African Studies (CEA) was formed in 1976, is part of the structure of Universidade Eduardo Mondlane (UEM). It undertakes social and human sciences research and its programs include teaching, debate and dissemination of results on social studies. Areas of investigation include studies on violence against women, the implementation of the Family Law, victimization, and school based violence among others. At the moment, the centre is undertaking the following research work[111]:

WILSA: Women and Law in Southern Africa Research and Education Trust – WILSA is a regional NGO mainly focused on carrying out research on women rights in seven

T10	CEA Current Research

Researcher	Topic
Amélia Souto	Mass Violence - Violência de massas em Moçambique, séc.XIX e XX War and Destabilization - Guerra civil/Guerra de desestabilização em Moçambique: uma bibliografia anotada
Carlos Serra	Victimization and lynching in Mozambique - Vitimização e linchamento em Moçambique
Isabel Casimiro	Baseline study on the implementation of the Family Law - Impacto e estudo de base da implementação da Lei de Família em Moçambique
Teresa da Cruz e Silva	School Violence - Identidades sociais e violência entre jovens nas escolas secundárias de Moçambique

111 http://www.cea.uem.mz/index.php?option=com_content&task=view&id=42&Itemid=40.

southern African countries (Botswana, Lesotho, Malawi, Moçambique, Swaziland, Zambia and Zimbabwe). WILSA in Mozambique strives to fight injustice against women, to promote gender equality, and also to promote human rights in general. It was created in Mozambique in 1989 and was formally part of the Centre for African Studies of the Universidade Eduardo Mondlane up until April 2003, when its independent articles of association were approved.

WILSA work in Mozambique has been mainly concentrated in research and its research activities have had important impacts, for example used in the reform of the Family Law and in drafting the Law against Domestic Violence. It has also been promoting, together with other women and human rights organizations, reform to other legislation and policies, such as the Penal Code (including focus on criminalizing sexual violation and de-criminalizing abortion, among others). WILSA also uses research results for training and to support lobbying work in the areas of: (i) gender violence; (ii) sexual violence of minors, including victims' support of minors at health and police stations; (iii) reproductive and sexual rights, (iv) and access of women to political participation (elections, political parties, local consultative councils). It has published extensive relevant information in both Portuguese and English around violence against women, violence against girls, and women rights.

A POLITECNICA: University A Politécnica is a private higher education institution and has a presence throughout the country. It was created in 1994 and in addition to its main campus offers extension services, including the Centre for Legal Assistance and Practices (CAPJ), whose mission is to provide legal assistance to communities. The CAPJ provides legal advice – including court representation - and psychosocial assistance, mainly for pre-trial detainees without any formal conviction. The CAPJ has more than 70 active cases, most of which are criminal cases.

Promising Prevention Initiatives

THE ASSESSMENT TEAM IDENTIFIED A NUMBER OF PROMISING PREVENTION INITIATIVES EITHER
UNDERWAY OR IN THE ADVANCED PLANNING STAGES. THIS IS NOT AN EXHAUSTIVE LIST, BUT RATHER
AN ATTEMPT TO HIGHLIGHT INITIATIVES THAT CAN BE FURTHER BUILT UPON.

ACCELERATING PREVENTION AND RESPONSE TO VIOLENCE AGAINST CHILDREN INITIATIVE: This is a joint initiative between UNICEF and the Government of Mozambique that focuses on child abuse, child marriage, and teen pregnancy. It contemplates the role of prevention (education, social action, role of the media and religious groups, etc.) as well as response and victim support (justice sector, health and social services). The Initiative is being coordinated by UNICEF and the Ministry of Education but directly involved a host of other government agencies including the National Council for Children, Ministry of Justice, Ministry of Health, Ministry of Women and Social Action, and the Ministry of the Interior. The proposal includes a wide array of interventions on behalf of the various sectors and agencies. With a budget of over US$30 million for implementation costs alone, the sustainability of the Initiative is in question. However, it does represent an important step in which the various related agencies have come together to present a joint proposal working in an integrated and coordinated fashion.

ZERO TOLERANCE TO CHILD SEXUAL ABUSE IN MOZAMBIQUE: This campaign, jointly implemented by the Ministry of Education and civil society, has recently launched a public awareness campaign regarding child sexual abuse. This is supported through radio programs, print media, and teacher orientation. This is also complimented by the Teachers' Union Code of Conduct, which includes explicit commitments to not commit any form of sexual abuse. One thing that makes this initiative a remarkable one is that it involves different State and non-State Institutions, recognizing the importance of the comprehensive participation of varied stakeholders that leads to increased legitimacy and credibility.

LOCAL CHILD PROTECTION COMMITTEES AND SCHOOL COUNCILS: The Local Child Protection Committees (Comités Locales de Protecção à Criança) were created following the approval of the National Action Plan for the Child (PNAC) and the Action Plan for Orphan and Vulnerable Children (PACOV), the Law on Trafficking in Persons, the Law on the Promotion of Child Rights, and with the creation of the National Child Rights Council. All these instruments underline the role of the family and the community in the promotion of the respect for child rights. Relatedly, the Decree on the Law on Local States Bodies recognizes the importance of community committees. Thus, Local Child Protection Committees, also called Child Protection Community Committees, are made up of members of community groups responsible for the protection of children. The Committees exist at the provincial level (for example the Provincial network Against Child Abuse of Tete) as well as the community level.

The Committees mobilize the community, including children themselves, to identify issues that affect children and respective solutions. Apart from dissemination of child rights, the Committees also strengthen mechanisms to report and provide victims support for children.[112] Recently the MMAS and Action Aid UK, along with other partners, have developed guidelines on the functioning of these child protection community committees.

Mozambique also has a well-established network of School Councils (conselhos de escola). The School Councils exist in all primary schools to promote child friendly schools and are formed by school administration, community representatives, teachers, pupils and parents.[113] The councils also focus on the promotion of quality education, girls' participation, and the promotion of child rights in general at community level. Discussions suggest that the School Councils vary in terms of their performance vary related to levels literacy levels, motivation, and the sometimes traditional mentality of local leaders regarding gender and violence issues.

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112 Guião de Referência para o Estabelecimento e Funcionamento dos Comités Comunitários de Protecção da Criança, Action Aid e Ministerio da Mulher e Acção Social, draft 5.
113 Half of the School Councils must be comprised off female members and its size depends on the number of pupils in the school. Their roles and responsibilities are defined by the Ministry of Education.

While the School Councils are intended to cover children in primary school, the Community Child Protection Committees serve children who aren't in school, including those at a pre-school age. Discussions suggest that the Community Child Protection Councils could provide continuity of services at the broader community level, and that there is no connection and/or coordination in the work of the two, even though their composition often includes the same members.

WELL DEVELOPED CIVIL SOCIETY NETWORKS: Mozambique has numerous established networks that bring together civil society organizations, many at the grassroots level, to achieve advocacy and networking agendas. Many of these organizations have their roots in HIV/AIDS prevention and treatment, although a good number have morphed to focus on women and children. The current relevant networks are largely geared to child and women's rights (noteworthy to mention are Rede Crianza, RedeCAME, Muleide, Forum Mulher) although others exist in areas related to economic growth, corruption and transparency. Longstanding networks of this nature imply a level of trust and openness amongst civil society organizations that is not often the case in a developing country. The initiatives being undertaken by these networks represent a good step to ensure coordination of stakeholders, thus, it is necessary that partner organizations craft shared agendas and also avoid duplication of effort.

POLICE STATION BASED VIOLENCE VICTIM SUPPORT UNITS (GABINETES DE ATENDIMENTO À MULHER E CRIANCA): The Gabinetes were first created in 2000, mostly with the support of UNICEF and the Swiss Cooperation (currently 7 are supported by Save the Children). Gradually the units were expanded to province levels and, at present, there are 21 Gabinetes and 216 Secções (sections). The Gabinetes are mainly physically independent units that only attend cases of violence against women and children; provide

psychosocial support to victims and facilities to allow victims to rest while awaiting support from the Ministry of Women and Social Action. These are meant to be safe spaces where victims can remain if they cannot return to their homes.[114]. Although the Gabinetes are intended to receive cases of violence against women and children they also take on cases of juvenile delinquency. A report from the Human Rights associations further suggests that the services of the Gabinetes shall be extended to the elderly.[115]

The Sections operate at the level of police stations and typically do not have dedicated facilities or attendance rooms and psychosocial support services are not provided. At both levels of gabinetes and sections, officers have proper training on taking cases and there are regular training updates. The vision (articulated under the Violence against Children Initiative, above, and by the Strategic Plan of Mozambique's Police) is to have one unit in each of the country's 128 districts. This will however require a tremendous influx of resources as well as the political will to roll out this pilot program. To date, the government has not allocated its own resources to establish the victims units.

DIALOGUE MECHANISMS: Mozambique has adopted PRPS based planning. The first and second PRSPs were designated as PARPAs (Absolute Poverty Reduction Plans) and the third one, currently in force, was simply designated as PARP (remaining as a poverty reduction plan, rather than a plan aimed at the reduction of absolute poverty). The principle underlining the preparation of these documents – which have a timeframe of five years, concurrent with the Five Years Government Plan, or "PQG" – is that civil society needs to be an active partner. For the preparation of the second PARPA (PARPA II), Mozambique created Development Observatories (initially designated Poverty Observatories), or "ODs", to serve as consultative forums for the discussion and debate on poverty related issues.

114 Until the establishment of these units, women which seek the police to denounce cases of domestic violence were frequently mistreated by police officers on duty, which even sent them home by recommending them never to expose issues which only concern man and wife. Today there is a room where, for the first time at State level, women are able to denounce and see their rights being protected (Shadow Report by the Civil Society on CEDAW's Implementation, 2007).
115 Revisão Periódica Universal – Conselho de Direitos Humanos ONU – Moçambique - Informações enviaas por organizações moçambicanas da sociedade civil, pg. 5.

The ODs include members of the government, civil society and international partners and their function is to jointly collect and analyze poverty data and to monitor the PRSP implementation. The ODs are also located at provincial level to facilitate dialogue and consultations on a decentralized level.

These ODs were created to foster the participation of citizens and communities in consultative processes with the government and its national and international partners in order to aggregate, coordinate and harmonize efforts. The main purposes of the ODs are to promote participation in preparing the PRSPs, and to monitor the progress of the achievement of the PRSPs objectives. Francisco et Matter assert that a fair assessment of the ODs comes to the conclusion that it is more an event than an effective and efficient M&E mechanism[116], however, the ODs present an interesting platform to build upon.

JUVENILE JUSTICE INTERVENTIONS: Children in conflict with the law – There are several initiatives that seek to increase support to children in conflict with the law. This is an issue that has been prioritized by UNICRI, which is piloting multi-sectoral community centers for children in conflict with the law, providing support in drug and alcohol rehabilitation, legal advice, information provision, and psychosocial support in three pilot communities (Mafalala, Kamaxaquene, and Hulene). UNICRI is also supporting the establishment of a pre/post trial minor detention center at Chango, with the capacity to supervise 600 youth. UNICEF is also hoping to initiate work in the juvenile justice sector by focusing on alternative sanctions at the community level (i.e. community service) in Maputo, Beira, and Nampula. Also on the agenda is the construction of child courts and strengthening of information systems of juvenile justice. Like the case of several other initiatives, funding for these pilots is uncertain and nationwide replication and roll-out unlikely without a significant infusion of external funds.

LEGAL AID: Mozambique has a well-established culture of the provision of legal aid. Non-governmental organizations including Forum Mulher, Muleide, and the Network of Women Lawyers all offer legal aid for victims, as do the newly established Police Station Violence Victims Support Units. However, the demand always greatly outpaces supply, and there are still serious hurdles to bringing cases to court, with most women and children seeking help in ameliorating their conditions, but not necessary risking the lengthy and complex court case. For example, while there have been a few cases prosecuted under the new domestic violence law, they have been relatively few.

CHILD HELP LINE: The Child Help Line (Linha Fala Crianca) was created in 2009 by RedeCAME following a series of awareness raising activities coordinated by RedeCAME and a collective recognition of the need to have a system to facilitate case reporting. The Child Help Line receives reports, provides counseling to children, generates data on crime against children, refers child victims to support services and manages and collects national statistical data on violence against children. The line is geared towards children, enabling them to report complaints through a toll free number (116). Save the Children Sweden initially supported the establishment of the Child Help Line and the private sector made important contributions. Telephone line charges are subsidized by both the private mobile telecommunication companies in Mozambique as well as the state-owned land-line company.

CRIME REPORTING SYSTEM AND CRIME OBSERVATORY: The PRM, with support from UNDP, is in the process of building a new crime reporting system. As noted, the information systems on crime and violence are not well established in Mozambique, with much data collection done with pen and paper. The crime reporting system will be developed externally, but run by the government with its own independent budget line item. In addition to the crime reporting system, which will focus on the efficient collection of crime data, there is also a discussion underway to form a Mozambique Crime Observatory. While there is no uniform definition of a crime observatory, it is generally understood to be much broader than a data system and something which involves multiple stakeholders and informs policy. A relevant precedent in Mozambique is the Mozambique Poverty Observatory, which integrates the Ministry of Planning and Development with the G20 (a group of civil society organizations). The design and implementation of both the crime reporting system and the crime observatory will need to be carefully monitored to determine the extent to which these initiatives addresses issues related to prevention, engage multiple stakeholders, and share data with non-governmental groups.

MEDIA - COMMUNITY RADIO AND OTHERS: Given its geographic spread, Mozambique has a well established network of community radios, most of which are members of the

116 FRANCISCO, António Alberto da Silva et MATTER, Konrad, Poverty Observatory in Mozambique: Final Report, Commissioned by Swiss Development Cooperation (SDC) and The Participation and Civic Engagement Team in the Social Development Department of the World Bank Draft April 2007.

National Forum of Community Radios (FORCOM), which is a collective body of over 40 community radios. FORCOM serves as a coordinator, representative, and defender of the community radio interests in Mozambique. According to FORCOM staff, all of the community radios deal with violence and crime issues, as this is of utmost importance to community members, although none have received any specific training or orientation on the issues. There are also instances of relevant radio soap operas that are broadcast, for example in the areas of violence against women. Many of the community radios are also adult, rather than youth-centered.

VIOLENCE PREVENTION TEXTBOOK: The University of Eduardo Mondlane, in conjunction with the National School of Public Health Sergio Arouca (Brazil) has recently published a comprehensive Portuguese language textbook entitled Impactos da Violencia (Impacts of Violence) – Mozambique and Brazil. The textbook includes chapters on the contextualization of violence in Mozambique, violence and health, violence and families, prevention of violence, youth and adolescents involved in violence, gender based violence in adult life, elderly abuse, families and violent communication, violence with special needs groups, and roles of health and education workers. This is one of the more detailed textbooks available on the global market that focused on social violence prevention and a tremendous asset for work in Mozambique. Perhaps the only limitation is the near exclusive emphasis of social violence prevention, without looking at situational prevention and the roles of multiple stakeholders. It is also unclear how exactly how this textbook will be used at the University and in other relevant sites.

WORKING WITH MEN ON GBV: There are a handful of very small organizations that focus on the role of men in gender based violence including Home para Mudanza (Men for Change), Home que e home (Man is Man), and others. These groups work with groups of men to explore traditional gender stereotypes, how to overcome negative social pressures of masculinity, and the benefits of being a "good man". They also advocate for attention to male victims of domestic violence that they estimate at around 10% of overall cases. There are also associated columns in the newspapers - Gritos y Respuestas (Screams and Answers), blogs, and TV shows that focus on issues round masculinity and gender based violence.

COMMUNITY COURTS AND TRIBUNALS: Community courts (tribunais populares) were formally established in Mozambique in a constitutional recognition of community and customary law in the resolution of community conflicts and in an effort to promote harmony and well being at community level. The competence of such tribunals is the resolution of small civil cases and family issues, especially occurring within traditional family structures, aiming at all times for conciliation between parties. These tribunals are comprised of five permanent members and three supplementary members, elected by local representative bodies and serving three years. The tribunals may charge fees and penalties.

A study undertaken in 2003 by CEA and the University of Coimbra (Conflito e Transformação Social: Uma Paisagem das Justiças em Moçambique) on the administration of justice in Mozambique recommended that the community tribunals be inserted within the formal justice administration. The tribunals were considered to be an effective means to fill the gaps resulting from the limitations in the justice system and support greater coverage in Mozambique.

Community Safety Councils and community policing – Community Policing, per se, does not exist in Mozambique, although the Mozambican authorities are in the process of institutionalizing Community Safety Councils (beforehand referred to as Community Policing Councils). The initiative was fostered by the Ministry of Interior and there are at present about 2,731 councils registered. These councils were introduced as a measure to ensure public order and security within communities, and involve the voluntary participation of local residents. According to MINT, this project has not been able to achieve the expected success, partly because the councils typically work independently without police follow-up.[117] Further, many of members of these councils think that being part of the committee is the same as being a police officer and thus some of them request firearms and salaries from the police. Since there is no positive response to that request, many abandon the council.[118]

Like many countries, the basic concepts and ideas behind community oriented policing are often misunderstood by the police and community alike. Instead of creating the desired trust and communication between the police and the community, the relationship is often non-existent or

117 http://www.portaldogoverno.gov.mz/noticias/news_folder_sociedad_cultu/maio2009/governo-melhora-perfil-da-policia-comunitaria/.
118 Idem.
119 R, Maria José et MEJIA, Margarita, Instâncias Locais De Resolução De Conflitos E O Reforço Dos Papéis De Género. A Resolução De Casos De Violência Doméstica.

strained. There have also been allegations that community-policing councils have taken the law into their own hand, sometimes using their perceived power to undertake theft and other crimes. A study by Arthur and Meja (WILSA)[119] concludes that when community courts do not exist or are weak, the neighborhood authorities (secretario de bairro), through the social services sector or the community policing council, are the ones who solve local conflicts. According to the study, there are serious concerns regarding the concentration of power, citing that many times community councils have gone beyond their mandate, imposed the use of force against the community, including through the use of illegal firearms, in an attempt to dominate local security.

However, the police believe that the councils have played a role in helping to clarify crimes committed within communities and the councils could be reinforced to play a more comprehensive role to promote community safety. In addition, the councils are appropriate mechanisms to introduce good community based practices focusing on crime and violence prevention. The councils provide a forum to bring together the police and the community. Further effort could focus on bringing together the diverse actors to ensure that the councils act in compliance with human rights and citizen warranties, within the law, with an understanding of the non-punitive-policing mandate, and to create a filtering mechanism to avoid the participation on wrong-intentioned volunteers.

COMMUNITY SAFETY VOLUNTEERS: According to unconfirmed reports by FOMICRES, there is an informal network of community safety volunteers operating at the local levels of approximately 450,000 Mozambicans, presumably members of the community policing councils. FOMICRES recognizes that most have not received any training or orientation and the performance is varied – and in some cases the community sees them as perpetrators of violence rather than protectors. However, if such a group of volunteers do exist, and are committed to the positive concepts of safety at the community level; this is a potential base of support for prevention programming moving forward.

INTEGRATED SUPPORT FOR VICTIMS OF VIOLENCE: Led by the MISAU, there is clearly support for a program that would provide integrated support to victims of violence and bring together multiple service providers. This is certainly considered a best practice globally, but requires a combination of political commitment, strong coordination, and significant resources in order to implement.

Select Key Challenges to Crime and Violence Prevention

The assessment paper has focused largely on providing information and analysis on the existing conditions and initiatives related to crime and violence prevention in Mozambique. It has detailed a wealth of legal, policy, and programmatic interventions and highlighted some promising practices being undertaken. The following section looks to identify gaps in the violence and crime prevention agenda in Mozambique.

MINIMAL ATTENTION TO OUT-OF-SCHOOL YOUTH: While many of the key stakeholders acknowledged the risks associated with the high levels of unemployment in Mozambique, and the tendency of many Mozambicans to view migration to South Africa as a ticket to a better life, few made explicit mention of the need to cater services and support to out-of-school youth. This is somewhat surprising given the emphasis placed on youth in other African countries and the rising acknowledgement of both the positive and negative influences yielded by this numerous, powerful, and often frustrated sector of the population that often feels excluded from decision making (as evidenced, for example, by the recent Arab Spring).

In Mozambique, while the Ministry of Education is taking the lead on the government side in focusing on violence in the schools, there is little attention provided to the large majority of youth outside of school setting. According to a recent report commissioned by OSISA, "over 50% of the Mozambican population is between the age of 6 and 25 years and less than 20% of those who complete basic primary education succeed in enrolling in secondary education and from those less than 10% go to university or find adequate employment, including self-employment."[120] This indicates that there are millions of Mozambican youth that are excluded from education and livelihood opportunities, in both rural and urban settings, and are prime targets for recruitment into criminal activities. In addition to severely limited formal education opportunities, the following areas also detail needs areas which are greatly underserved:

Minimal support for the informal sector: As noted above, the large majority of Mozambican youth will be forced into the informal sector but there are few support programs in

place. The National Institute for Employment and Vocational Training (INEFP) of the Ministry of Labor (MOL) aims to provide training to 95,000 Mozambicans, working through both public and private sector institutions per year (up from roughly 20,000 per year in the period of 2005-2009). While a significant and ambitious undertaking, even if the Institute meets its targets, the demand greatly outpaces supply. Technical training institutions, which had flourished in Mozambique, have been largely abandoned and government attempts to reactivate technical training facilities are fledging. More often than not, non-formal education is focused exclusively on literacy, and does not incorporate recognized market-oriented skills sets such as entrepreneurship, financial literacy, or life skills.

Youth exclusion from economic empowerment programs: While there are programs designed to support small business development, group savings and loans, and group income generating programs, these are often focused on women (single parents) rather than with a specific youth focus. The team found little evidence of economic empowerment programs targeting highly vulnerable youth.

Relevance of formal education system and extracurricular programs: As is frequently the case in developing countries, there are serious concerns regarding the relevance of the curriculum and the Mozambican education system to the realities of the country. With schools operating in up to three shifts per day to provide basic education, there is little or no time or resources dedicated to after-school programs, extracurricular activities, and student leadership programs all of which are effective tools to provide youth with additional and relevant skills.

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MARGINALIZED ROLE OF LOCAL GOVERNMENTS: Given the strong and centralized political system in Mozambique, the local governments are lacking both skills and resources to take a lead role in addressing a variety of issues at the local level. For example, it is well documented that local government can play a critical role in situational violence prevention (i.e. improving street lighting, instituting municipal ordinances, etc.); however, the assessment team found little evidence of the municipalities engaging in broader issues of crime and violence prevention or including safety issues in their municipal plans, aside from the role of the municipal police forces.

LACK OF ENGAGEMENT OF THE PRIVATE SECTOR: Notwithstanding the tremendous economic growth in the past few decades, there is relatively little engagement of the private sector in broader development issues and a lack of dialogue on corporate social responsibilities. With the exception of a few noteworthy undertakings, the private sector has remained largely disengaged from the safety and security agenda.

LIMITED RESEARCH AND KNOWLEDGE SHARING ON CRIME AND VIOLENCE PREVENTION Unlike many of its contemporaries, the Mozambican institutes of higher learning do not have criminology departments, let alone programs on criminal justice and/or safety. For example, the well-designed Impacts of Violence Program was supported by the Sociology Department of the University of Mozambique. There are no known think tanks dedicated to safety and security issues and very limited capacity in this regard. External researchers and organizations have led almost all of the analytical work done in the sector. Not surprisingly, many of the best Mozambican minds have migrated to find opportunities outside of the country. With the exception of a few noteworthy examples (for example Prof. Carlos Serra), the academic community is very thin, and those researchers who are based in Mozambique are in high demand to engage on a number of different topics. Research and data on crime and violence is unreliable, information on the security sector is dominated by the State, and there is little civil society engagement or oversight.

ABSENCE OF DEBATE ON SECURITY SECTOR REFORM Related to the lack of research capacity, there is a noticeable dearth of debate on security sector reform. The assessment team was unable to identify NGOs dedicated to working in this area – either in a research capacity or advocacy on security matters, transparency and accountability. The state security apparatus seems to operate in a vacuum of informed debate and broader community input.

PARENTING AND EARLY CHILDHOOD DEVELOPMENT NOT PRIORITIZED: With a tremendous focus on support for women and children victims of violence, the team found little evidence of programs in place focusing on parenting and/or early childhood development, although there are private ECD centers and some services provided by the Ministry of Health. Not surprisingly, given the burden of free primary education for all on the MINED resources, attention to pre-school age children has been largely overlooked. Relatedly, the team found little clear evidence of programs targeting positive parenting in place.

RELIGIOUS SECTOR NOT FULLY ENGAGED: In many countries, the religious sector provides support to highly vulnerable youth particularly in tertiary prevention and related to juvenile offenders, reintegration and rehabilitation. This does not seem to be the case in Mozambique, as the religious sector has played a less than fully active role, and aside from some support for small arms reduction and welfare programs, does not have a highly visible presence in supporting the most vulnerable youth at risk.

POOR SUPPORT FOR DISPLACED PEOPLE : Given the well known and issues around trafficking, coupled with frustrated attempts at migration, there is a high degree of fluidity in certain parts of the country with very limited services provided to reintegrate returnees or support displaced persons, be they of Mozambican or other descent. In particular, the Tete corridor was raised in various meetings as a critically under-served geographic zone.

DISCONNECT BETWEEN NATIONAL POLICIES AND PROGRAMS AND LOCAL REALITIES: As clearly evidenced by the consultation study done in the communities of Magoanine "C" and Feroviario das Mahotas, the reality on the ground at the community level is often very different from that of the national actors. While these vulnerable communities face innumerable risks, they do not seem to benefit from the positive presence of state actors. In both communities, the police were viewed with suspicious as extorters, rather than providers of safety services. Furthermore, there are few community organizations working on issues related to violence and security, with the possible exception of the local Community Safety Committees.

Section 7

Conclusions and Recommendations

The Open Society Initiative for Southern Africa and the Open Society Foundations Crime and Violence Prevention Initiative has developed and approved a multi-year intervention plan that includes five core activities; namely, the crime and violence assessment, the undertaking of community safety audits in 3-4 targeted Mozambican communities, the development of community crime and violence prevention plans in three sites, technical support for the development of a National Crime Prevention Strategy, and the establishment of a crime and violence prevention training program.

This final section of this assessment report presents a series of conclusions and recommendations to OSISA and the CVPI for its future programming based on the findings of the assessment team.

Endorsement of community-based focus: As evidenced by consultation undertaken by FOMICRES, there is somewhat of a disconnect between the centralized government authorities and the reality on the ground in communities. The assessment team concurs that only by working at the community level, engaging with multiple stakeholders and testing new approaches, can Mozambique develop the required knowledge and experience to broaden its focus on crime and violence prevention. However, while the community-based work in critical, it must be linked to broader national level processes.

Public sharing of data and studies: The government of Mozambique has not established an open data platform whereby citizens can access information on crime and violence (or any other issues). The norm seems to be to retain control of data and only release general information with no clear back-up data sets. Pressure should be applied to share the information and make it widely accessible

Knowledge Generation: There is a critical gap in the area of research, data, and analysis regarding crime and violence issues, with few individuals or organizations specialized in this area. OSF support will be critical to help establish a cadre of violence and crime prevention professionals from various sectors of Mozambicans society, including government and non-governmental actors. An overall knowledge generation strategy could include four primary components:

- **Training on violence prevention –** Building off of the work of Eduardo Mondlane University and the Impactos da Violencia textbook, a short-course on violence prevention is currently being launched by the University Eduardo Mondlane. This course will provide an introduction to crime and violence issues (beyond social prevention) and incorporate a wide variety of participants, both government and non-governmental. The participants are to be selected to represent various sectors (i.e. child protection, women's rights, education, health, municipal authorities, etc.) and integrate urban, suburban, and rural participants. In addition to the actual learning, the cross fertilization between different actors will be an important outcome whereby there is closer coordination and information sharing between government and non-governmental actors.

- **Support for research on crime and violence -** OSF can consider providing direct support to a prioritized research agenda, to help fill the significant information and data gaps in Mozambique.

- **Documentation of promising practices –** Little has been written about successful programming in Mozambique and most of the examples cited in this assessment have been based on anecdotal rather than grounded research and documentation. OSF could consider providing support to document and analyze the impact of programming at the national and community level, contributing to the availability of data on crime and violence in Africa.

- **Support work on insight into and oversight of the criminal justice and public security sector –** There is an urgent need to support efforts by which the Mozambican

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public gains access to information regarding the security sector, and can play its mandated civilian oversight role. Unlike the case of other OSF CVPI intervention in countries like Kenya, there are no civil society counterparts working on issues around policing, transparency and oversight. The role of civil society is not envisioned to be antagonistic to the state security apparatus, but rather providing complimentary support to a shared agenda.

Crime and Violence Prevention Framework: It is understood that in 2009 a consultative process was undertaken to help develop a framework on issues related to crime and violence, although this has never been finalized or shared. The Mozambican government has the mandate to put forward the strategic framework for crime and violence prevention. OSF could provide support for a consultative process that emphasizes the role of prevention (along with law enforcement) as tools in addressing crime and violence and support the government of Mozambique in the development of this framework.

Engagement of new sectors, particularly local governments: OSF could consider programs aimed at both informing and engaging important sectors of the Mozambican society which have not engaged on issues around crime and violence prevention, or need further tools and information by which to do so. Sector strategies can be designed, and information provided, that meets individual needs. Key sectors to prioritize include the private sector, media, religious groups and local government authorities.

Build off of Brazilian knowledge: Mozambique has a natural partner in Brazil, due to shared language, culture,

and history. In the area of crime and violence prevention, the Brazilians are global leaders and have a wealth of information, knowledge, and experience in this area. OSF could consider structured programs to learn from and build off of the Brazilian experiences (through exchanges, virtual linkages, etc.). This could be a fundamental component of a strategy to engage new sectors by supporting relationships between Brazilian counterparts. Immediate possibilities include inviting Brazilian mayors to discuss the role of local government, businesses to discuss the role of the private sector, journalists and media owners (for instance O Globo) to discuss the role of media, etc. The visits can coincide with annual conferences or activities that bring together a large number of interest stakeholders.

Support programs and services for youth: OSF can play an important role in focusing attention on programs and services focusing on youth (as opposed to women and victims), with a particular emphasis on out-of-school youth. Given the sheer numbers of youth, and the natural development stages, Mozambique should thoughtfully consider ways to ensure that the youth cohort have opportunities to minimize the potentiality of the youth being manipulated and recruited into the growing criminal networks. In addition to providing support for livelihoods, this area could also focus on youth empowerment, youth solidarity, and youth participation. While the gangs issue has not reached a threatening level, like in some neighboring countries, Mozambique can help prevent the spread of organized criminal networks.

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Annex 2

List of Key Interviewees in Mozambique

Name	Organization
Matilde Zitha	RedeCAME
Daniel Noa	RedeCAME
Carlos Manjate	RedeCAME
Albino Forquilha	FOMICRES
Ennis Fontaine	UNDP
Livio Sarandrea	UNDP
Lucia Simao	UNDP
Paula Monjane	CESC
Joana Gonzales	Forum Mulher
Graca Julio	Forum Mulher
Clotilda Noa	Muleide
Fidelix Culiposa	Univ. Cape Delgado
Carla Mendonça	UNICEF
Mariana Muzzi	UNICEF
Boavida José Manuel	MINT
Gaspar Moniquela	MINJUS
Francelina Romão	Ministry of Health
Ivette Mafundza	Association for Women's Lawyers
Salvador Nkamate	Human Rights League
Dionisio Cherewa	Mozambique's Municipalities Association
Albino Francisco	FDC
Terezinha da Silva	WILSA
Andrea Fiore	UNICRI
Esmeralda Mutemba	MINED
Pita BongeceAlfandega	MMAS
Naldo Chivite	FORCOM
Simao Tila	Joint
Pasquale Capizzi	UNHabitat
Mohammad Yassine	APRM
Lurdes Mabunda	Women and Children Units
Gilberto Macuácua	Associação Homem que é Homem
Rabia Valgy	Associação Luta contra a Pobreza
Felisberto Mulhovo	Westminster Foundation For Democracy
Firmino Malate	ARES (Rebuilding Hope)
Maria Augusta Elias	STV (Moçambique em Acção)
Hermenegildo Mulhovo	NIMD (Netherlands Institute for Democracy)
Narciso Hofisso	MEPT - Movimento Educação para Todos

Annex 3

Community Snapshot

Community snapshot on violent crime in two communities of Maputo: Magoanine "C" and Ferroviário Das Mahotas

September 2011

1. Crime, violence and safety in the city of Maputo

Violence, crime and safety are critical issues within the Mozambican society in urban peri-urban, and rural areas. Efforts are currently being undertaken in order to mitigate the causes and effects of crime and violence through a process whereby government authorities no longer have exclusive responsibility for crime and violence. In addition to the government, the broader Mozambican society, and in particular communities and varied forms of community organizations, are engaged.

Official government data, mainly from 2004 to 2009, indicate that crime, especially violent crime, has been increasing on an annual rate of 15%. FOMICRES undertook a survey in 2010 interviewing 12,000 respondents regarding crime and violence issues. Based on these survey findings, there is a common perception (53.17% of the 12.000) that about 10 violent crimes are committed per day in each of the neighborhoods of the largest Mozambican cities, particularly in Maputo, Matola, Beira, Nampula. Many of these crimes are not reported to the formal justice administration authorities, according to the same survey.

In the light of this concerning community perception, also in 2010 FOMICRES monitored Block 57 of the community of Ferroviário das Mahotas, District of KaMavota – City of Maputo. The FOMICRES team coordinated the monitoring work with the Head of the Block (Chefe de Quarteirão). During the survey period (March 8 to April 8, 2010), 10 violent crimes were committed in the period of 30 days,

including physical aggression (6), breaking into houses (3) and shooting (1). The entire Ferroviário das Mahotas neighborhood has 96 blocks. Presuming that the same situation occurred in the remaining 95 blocks not monitored at the time by FOMICRES, an estimated 864 crimes would have been committed during this month long period, most of which were not reported to the police. If we apply this result to the 64 communities that form the city of Maputo, violent crime estimates would be more than 55,000 per month in the city of Maputo alone – an extremely high figure!

In order to better understand crime dynamics, further field research was carried out by FOMICRES in August 2011 in two neighborhoods: Magoanine `C, also known as Matendene, in the Municipal District of Kamabukwane and Ferroviário das Mahotas, in the Municipal District of KaMavota, both located in the City of Maputo. It is this survey data that forms the basis of this Community Shapshot Annex to the Open Society commissioned report on Crime and Violence in Mozambique.

2. The Research

The research team used semi-structured interviews with residents of the neighborhoods and also conducted interviews with community institutions, such as the Neighborhood Administration, schools, hospitals, businesses and agents of the Police of the Republic of Mozambique. The team conducted 30 interviews, which were then complimented by literature review and further data analysis for the preparation of this report. Please see

Appendix 1 for details on the survey instrument. All findings in this report have been informed based on the original interview data. Italics are used to indicate a direct citation from a community member.

2.1 The neighborhood of Magoanine `C` - Municipal District of KaMubukwane

Magoanine `C` is essentially a new neighborhood. It was formed as a result of the transfer of populations affected by the 2000 floods that resettled from their original places of origin. Thus, the designation of "Matendene" (from the Portuguese word tenda, for tent), as initially the resettled population was accommodated in tents. According to local sources, it has more than fifteen thousand inhabitants. In terms of income generating activities, most of the residents work downtown in the city of Maputo and others operate in the nearby informal market. Some of the residents farm in the low-lying areas of the Mulaúza River.

Regarding teens and youth, with the increase of AIDS in the country, the neighborhood has many families run by children, teenagers and youth. Due to low levels of literacy and the lack of healthy coping strategies, many youth get involved in crime (in many cases violent crimes) as well as in the sex business. In terms of community infrastructure, the neighborhood has 4 public schools, 1 police post and 1 health post (the health post of Moyo).

According to residents, in the past 12 months there has been a reduction in the number of cases of violence and crime in the community, although theft, assault using guns, aggression and rape still persist. The community reports that night shift students and workers are most vulnerable when returning to their homes. Poor lighting in the neighborhood has contributed to this vulnerability. By way of example, just prior to the research period, a *13-year-old girl student in Zimpeto's Primary, who always used the same xapa (local designation for private operated minibuses) to go to school was raped by the cobrador (minibus money collector) of said xapa. Due to the severity of the injuries, she was referred to the Hospital José Macamo.*

In terms of age groups, violent conduct is mostly associated with teenagers and unemployed youth and youth from the informal market. The involvement of women in domestic violence, including trafficking of children, and thefts (while

working as domestic employees) has been noteworthy as of late.

Crimes are largely categorized into: 1) breaking and entering and 2) crimes against personal integrity (local definition). More specifically, respondents mentioned:

- Theft of mobile phones and lady purses, often resulting in physical aggression, through the use of knifes
- Breaking into property and /or use of firearms in order to steal vehicles, computers, home ware, and other household belongings
- Assassinations
- Rape
- Domestic violence
- Popular justice (lynching)

In regards to criminal motivation, the neighborhood cites the use of psychoactive substances, jealousy (machismo) and unemployment. Adultery is indicated as one of the causes – for instance a woman, as a financial coping strategy, has more than one partner, even though she is married, either formally or traditionally. The same tendency also applies to men. A nurse from the local health post made reference to *a woman who was severely beaten by her husband for asking him where he had spent the night.* Trafficking of children was also reported, although less frequent. The main locations of crime and violent acts were noted as barracas (places of leisure), the area of mangueiras (mango trees), the great Maputo, and the bus (xapas) stops.

There is also a tendency towards the formation of criminal networks to carry out organized attacks. For example, *"A young well dressed man was in the barraca (kiosk) having a chat with all clients in a natural way. His goal, after all, was to monitor the financial capacity of the remaining clients. After leaving the barraca to head home, the clients were approached by a group of criminals who were able to describe the entire trajectory taken by the person, his respective expenses, remaining money, and the time spent in the barraca, forcing him to hand over all valuables in his possession."*

There are some cases of successful interventions. For example, it was alleged that the same gang assaulted a local internet café twice, at night. Due to a strong coordination with the police, the criminals were identified and arrested. However the challenges remain. Two assassinations occurred in 2011 where two adult men were found dead,

but to date there has been no explanation given for these heinous crimes nor have suspects been arrested.

Crime and violence is also expanding to the school environment, through violent theft and aggressions. One of the causes noted by the respondents is the use of psychoactive substances in schools. Alcohol, in its diverse forms (with focus on the cheapest brands, such as Tentação, and Boss) and drugs (such as cannabis sativa, also called suruma, are amongst the most used) are present within the school boundaries. Last year, all of the computers in one of the schools were stolen.

In many cases, criminals are not from the neighborhood. As a means to avoid being recognized, a common strategy is for youth to attack neighborhoods away from their places of residence, although with some local contacts or previous reconnaissance done on the target community.

Domestic violence is, in most cases, caused by gender inequality and fed by some cultural dogmas that give supremacy to men, requiring the women to be submissive, a practice that violates her rights and freedom. There are also cases of violence against children perpetrated by parents and stepparents. The community never reports the large majority of the crimes that occur within the family to the police or neighborhood structures due to the fear of negative reactions by the community or by the family itself; as in many cases the perpetrator is a family member in a care-giving position.

There is an overall lack of confidence in the police and the community often takes justice into its own hands. The police are accused of facilitating the escape of detainees, contributing, rather than preventing or responding to crime. For example, one resident states "We caught a thief stealing in a house and we handed him over to the police. To our surprise, the thief was circulating in the neighborhood two weeks later. We have attempted to find out what happened and were disappointed to know that the thief's family bribed the police to release him. We were perplexed because we know that the law doesn't refer to any bail being paid to the police. We rather know of bails that are paid at Court level and not at the level of Esquadra (police station). We are sure that this was not the case. Therefore, when we now catch a criminal, we prefer to beat him up to death. We burn him using a tyre to ensure that we will no longer be his victims again."

Main community actors that respond to violence and crime and promoting safety within the community:
Respondents have identified the Police of the Republic of Mozambique as the ideal partner in crime prevention, although there are isolated cases in which interviewees believe the police are collaborating in criminal acts. For some of the interviewees, the police only exist to extort money from resident, for example one stated, "In this neighborhood, cops operate more in a location where the sand trucks pass through, because they extort the drivers. They patrol the areas where the can collect dividends."

There are no community level organizations working in areas related to the prevention of crime and violence. The strong perception exists that crime and violence issues are the sole domains of the State. FOMICRES is one of the organizations identified as working in crime prevention, however, respondents said that this organization is only located in the city of Maputo or in other areas collecting guns, and only occasionally undertakes satellite work in the neighborhood of Magoanine "C". Its presence and support is not sufficient given the challenges.

As a suggestion for improvement, residents suggest the reestablishment of the Council of Community Safety Volunteers (CVSC), commonly known as community policing (CPC). Residents assert that they know that these Councils exist in some areas, but the impact of their work is not being felt and, in some cases, the community does not even know them. Interviewees are also of the opinion that there should be specific times the barracas are allowed to operate people are allowed to circulate

Initiatives undertaken by the community
- It is necessary to continue to eliminate crime hotspots, which are mostly barracas, abandoned construction sites and waste grounds. As an example, the neighborhood had an area full of trees. Once the trees were cut down and the land started being occupied, criminals stopped using the location for their activities;
- As a means to contain crime, inhabitants in the area met and agreed that whenever someone is being robbed he/she must yell so that all other residents are able to get out in the street to provide assistance or chase the criminal;
- There are no local structured initiatives for preventing and combating crime. There should be NGOs for that purpose. The community is available to participate.

- There are various organizations in the community that may contribute such as the associations of youth and women, the local neighborhood committee (comité do círculo), the police post, the health post, schools and the local point of sale of electricity.

Solutions proposed by the community
- Subsidize and provide the Council of Community Safety Volunteers (CVSC) with necessary means and incentives to allow them to survive honestly while doing their jobs;
- The community should participate in the selection of members of CVSCs its actions should be constantly assessed by the community itself.
- The capacity of the CVSCs should be built in terms of knowledge of crime prevention;
- The police should be better equipped both terms of knowledge on human rights, and in human, technological and transport means to enable them to do their job effectively;
- NGOs should be established to help prevent and fight crime in their respective communities;
- Establishment of healthy and entertaining programs for teens and youth;
- Electrification and street planning in the neighborhood is seen to be adequate, but lighting needs to be improved in some locations;
- Promotion of lectures in neighborhoods.

2.2 Neighborhood of Ferroviário das Mahotas, in the Municipal District of KaMavhota

This neighborhood is located in the extreme south of the municipal district of KaMavota and borders with the Municipal District of KaMaxaquene through the neighborhood of Polana Caniço "B". In the north it borders with the Neighborhood of Laulane through Rua da Beira and in the East with the Neighborhood of Costa do Sol. In the west it borders with FPLM Avenue, Mavalane "B" and Hulene "A"

Prior to independence, the national railway company (CFM) had established a neighborhood for white-only employees of the company designated as the European Neighborhood. After independence this was renamed the neighborhood of Laulane, which was extended from Xiquelene to the neighborhood of Mavotas, all of which was later divided into four parts. The Ferroviário neighborhood was created and named as a result of the influence that the railway

company had in the area. According to the census of 2007, the neighborhood has 54.453 inhabitants. The main economic activities include agriculture, general business, and small industry (carpentry, woodworks, bread making). The majority of the population makes its living from informal commerce. The existing state institutions present in the neighborhood include the neighborhood administration, health centre, police (PRM) post, and district command of the municipal police, civil records and notary services.

According to the residents, crime is a top concern in the neighborhood and the most frequent types of crime are sexual violence against minors (mainly orphans), breaking into residences; domestic violence; homicides; vehicle theft, and robbery of ducks, cell phones and other goods. Land conflicts are also very common.

A growing number of women get involve in cases of violence. Recently there was a lady who beaten her neighbor allegedly for being her husband's lover. The timely intervention of neighborhood structures prevented the situation from escalating. Another recent trend is the increase in the cases of children or fetuses being abandoned in dumping grounds and latrines. *A girl that recently gave birth to a baby threw the baby on a neighbor's latrine. When they heard the baby cry the neighbors were able to rescue the baby alive, who was then referred to the General Hospital of Mavalane. The 4-day-old infant is well and out of danger. The infant's mother, a teenager, was handed to the police authorities and is detained, although she denies being responsible.*

Similar to Magoanine C, interviewees indicated problems such as the consumption of alcohol and drugs, machismo, illicit existence of firearms and knifes, and unemployment as contributing to crime. Also cited was the increased cost of living in recent times. Residents complain of the lack of recreational space for a healthy entertainment and occupation of youth. The location with the most serious problems of crime and violence is thought to be Block 30 (Minguene), where there is a concentration of ex-soldiers from the provinces. There is also a high concentration of unemployed youth, marginalized people and consumption of homemade alcohol drugs in this area. Poor lighting as also cited as a contributor to crime and violence. As an example, a worker returning to his home after a day of work in the city, was assaulted and robbed of all his goods. The criminals were not happy yet, thus, they hit the victim m*any times and left him unconscious. The man was later found by other residents*

and taken to the hospital. As a result of the trauma suffered the victim moved into a different house.

Residents allege that criminals have also being using sleeping agents (either chemical agents or water of the dead121) during assaults to residences. The robbers entered through the window and stole cell phones on a couple's bedside. They did not hear anything but woke up at 5 in the morning and realized their home had been robbed. There were no clues although it was possible to spot steps of the robbers outside the house.

Despite the challenges the community has participated in crime prevention activities. One of the examples that the community is somehow organized against crime is the case of a young man who was robbing a night student returning home. The student cried out loud and residents came out of their houses and arrested the criminal. Despite of all the excitement of some residents who wanted to lynch the criminal, he was handed over to the police.

Initiatives Undertaken by the community
- Regular periodic community meetings are held in order to create awareness on non-violence and crime.
- As local leadership identifies suspects or receive complains they, in turn refer problems to the esquadra de

Policia (police station) or to local tribunals, including the community tribunal. For instance, we had a situation of theft of electrical home ware but the tribunal managed to return these to their respective owners.
- The community is aware of, and has participated in, the reporting of criminal cases to local structures.

Solutions proposed by community members
- The Council of Community Safety Volunteers is not active and its presence not felt by the community. It is necessary to give these committees a different dynamic, creating conditions for reactivation and supporting capacity building;
- Incentivize youth and women associations to participate in the process of preventing and fighting crime;
- Establish healthy programs to occupy the time of youth and teens, mainly through the establishment of facilities for educational and vocational training;
- The work of PRM is to be praised as it has been patrolling inside neighborhoods. It is important that the police continues to increase is operational capacity
- The neighborhood is infested with many "entertaining houses" which serve as brothels. A review needs to be done in these houses to close the ones that have been promoting deviating behaviors and selling alcohol to minors.

3. Conclusion

The data presented indicates the seriousness of crime and violence in both neighborhoods. One must also recognize the work that has been undertaken by communities, particularly bearing in mind the limited community capacity in terms of preventing and fighting crime. There are local initiatives aimed to prevent and respond to violent crimes that need to be stimulated and supported. The PRM and the local leadership have been playing a crucial role in preventing and fighting crime, however, a stronger interaction and mutual understanding, between the police and the community, in crime prevention is needed.

Clearly there is a need for FOMICRES to expand its activities to these neighborhoods, mainly to support the community's participative strategy in the crime prevention process. Some initiatives to develop could include:

- Meetings with local structures for the creation of local associations for preventing and fighting crime. The plan of activities and functioning of CVSCs should be articulated with the local police and other community members.
- Local associations could receive technical support, training and monitoring from FOMICRES
- Establishment of partnerships with other NGOs and state institutions for the creation of educational programs aimed focused on adolescents and youth. Programs could include sports, sexual and reproductive health, entrepreneurship and vocational training.

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Snapshot Appendix 1

Community Interview and Presentation Guide

We are workers of FOMICRES, a non-governmental Mozambican organization whose aims are to promote peace, crime prevention, community training and social reinsertion activities. We are currently undertaking research on violent crimes, including domestic violence, which is already a crime in our country. We have selected two neighborhoods, Magoanine "C" and Ferroviário das Mahotas, both in the City of Maputo. The study's objective is to understand crime in these communities, main motivations, the role of society and the existing forms or mechanisms for community prevention and/or intervention. With the results of the study, FOMICRES aims to contribute to the formulation of policies and strategies for an adequate community intervention in the prevention of crime.

Aware that crime prevention is also the interest and the responsibility of the community, we request your availability to respond to the questions below. We count on your rich contribution. There are no wrong answers. The questionnaire is confidential and your answers do not need to be revealed to us and it will take only 10-15 minutes per person.

The interview

Gender _____   Occupation _____

Neighborhood of residence _____

Marital status _____

Academic Qualifications _____

Age _____   No. of Children _____

1. **The community's background**
- Number of inhabitants
- Main economic activities
- Geographical and historical references of neighborhood, its genesis, designations and other
- Existing legal structures, both governmental and non-governmental

2. **Biggest existing challenges for the community concerning violent crime and its prevention**
- How do communities define crime and violence?
- What are the types of crime or violence that occur more frequently in the neighborhood?
- What are the major age groups involved in crime or violence actions, its causes?
- To what extent women are involved in crime and violence?
- What are the major cases of violence and crime been resolved or known?
- Where are the places were crime or violence occurs most in the community, why?

3. **Main community actors involved in responding to criminal acts, including domestic violence, which is already a crime in Mozambique**
- How has the process of prevention and fighting crime in the community been managed? Please give examples.
- What are the main existing synergies/ partnerships between involved actors? Who are those actors?

4. **Existing initiatives**
- What are the main cases of success registered in the preventing and fighting crime and violence in the community? Please give examples .
- What are the main existing difficulties in the mitigation of crime, violence and in the maintenance of safety in your community?
- What are the main lessons learned? concrete examples

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