



PROPOSAL FROM MOZAMBIQUE

July 2012

Executive summary

Despite growing global awareness of the issue of disability, relatively little is known about the actual situation and daily struggles of people with disabilities, particularly in developing countries.

This joint UN proposal will employ a twin-track approach involving targeted as well as mainstreaming interventions in Mozambique. The work proposed with the National Institute of Statistics is a clear example of mainstreaming, whereby indicators on issues related to people with disabilities will be incorporated in a quarterly, national survey to improve data collection as a prerequisite for defining more accurate policies and programmes. On the other hand, the collaboration between UNDP, Handicap International and *Rede de Assistência as Vitimas de Minas* is a targeted intervention, which seeks to empower the often marginalized group of mine survivors to claim their rights. Finally, the support to the Mozambican Association of People with Disabilities (FAMOD) is an interesting example of an intervention with an inherently dual nature, as the stronger representation of a disabled people's organisation in national fora will contribute to the advancement of the creation of a "society for all". FAMOD will receive capacity building support for the "Mozambicanisation" of the Convention on the Rights of Persons with Disabilities through a review of the existing legislative / policy framework and for monitoring its implementation.

Total budget requested from the UNPRPD Fund amounts to USD 340,046.

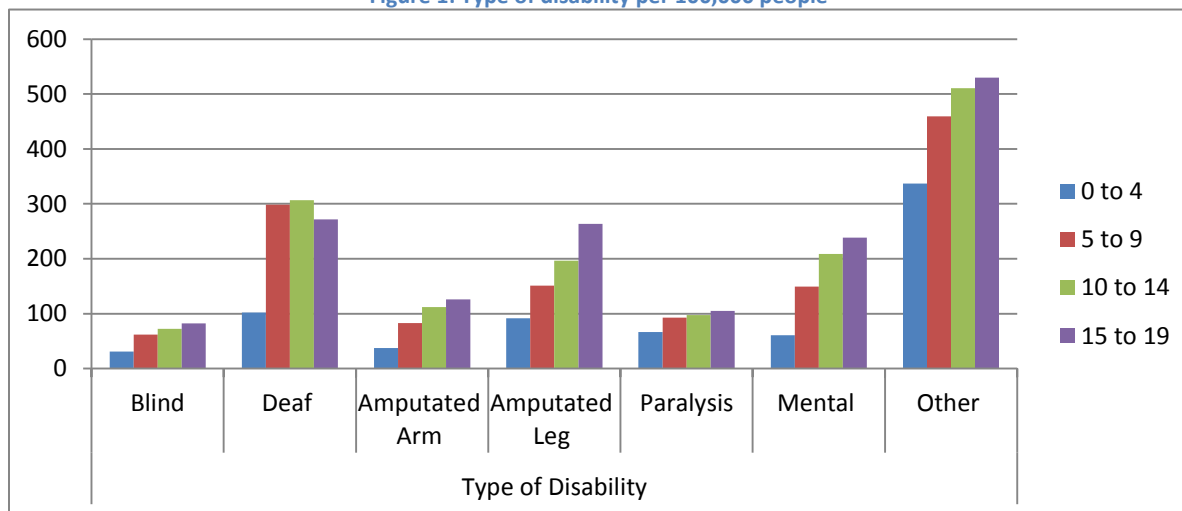
1. Background

Mozambique is one of the poorest countries in the world, with an estimated 54.5% of the population living under the poverty line. Globally, people with disabilities, are significantly represented in the bottom quartile of income globally¹, and Mozambique is no exception. Among the most vulnerable sections of the Mozambican populace are People with Disabilities (PWD), who are often rejected by society due to cultural beliefs and taboos, being rendered nearly "invisible". Moreover, due to inadequate training of service providers, public services are often physically inaccessible and/or not adapted to the specific needs of persons with disabilities, further perpetuating their social exclusion.

¹ World Bank. *Social Protection Policy Paper*. 1999.

However, the scale of these challenges is somewhat difficult to ascertain, as there is a wide range in estimates in terms of PWD. The 2007 Census found that only 2.3 per cent of the population was disabled², with “Other” being the main type of disability (see Figure 1), while a more participatory survey found a figure that was almost double (5.5 per cent)³. In addition, another study estimated 13.5 per cent of children aged 2-9 in Mozambique have some kind of disability⁴.

Figure 1: Type of disability per 100,000 people⁵



Other challenges faced by people with disabilities are that, in a country with 11.5 per cent prevalence of HIV, studies have shown that the level of knowledge about HIV/AIDS amongst disabled youths is lower than among non-disabled youths⁶. In addition, while there are no exact data on violence against and abuse of people with disabilities, it is clear that such cases face additional hurdles in being reported or prosecuted⁷.

Furthermore, the legacy of the civil war in the form of Landmines and Explosive Remnants of War (ERW) that remain scattered across the country cannot be ignored. Although there is not a reliable estimate of the total number of landmine and ERW casualties living in Mozambique, a national survey on disability indicated in 2009 that landmine and war casualties accounted for 6.8% of the disability causes in Mozambique, making it the third largest cause of disability in Mozambique after disease and road accidents⁸.

There is, however, a political will for change and an enabling policy environment for improving the situation of disabled people. In particular:

² National Institute of Statistics (INE). *Socio-Economic Characteristics of People With Disabilities*. 2012.

³ INE, SINTEF and FAMOD. *The living conditions of persons with disabilities in Mozambique*. 2009.

⁴ National Institute of Statistics (INE). *Multiple Indicator Cluster Survey*. 2008.

⁵ National Institute of Statistics (INE). *Census*. 2007.

⁶ Céline Lefèvre-Chaponnière. *Knowledge, attitude and practices regarding HIV/AIDS amongst disabled youths in Maputo*. 2009

⁷ Handicap International and Save the Children. *Out from the Shadows: Sexual Violence Against Children with Disabilities*. 2011.

⁸ INE, SINTEF and FAMOD. *The living conditions of persons with disabilities in Mozambique*. 2009

- The *Constitution of the Republic (2004)* stipulates that disabled citizens shall fully enjoy the rights enshrined in the Constitution and shall be subject to the same duties, except those which their disability prevents them from exercising or fulfilling, while also recognizing their right to specific assistance and protection, particularly in the case of children;
- The *Children Act (2008)* guarantees the rights to fundamental rights and to non-discrimination due to disability, as well as the right to access education, health services, and protection from violence “irrespective of physical or mental situation”;
- A *National Policy for People Living with Disabilities* was adopted in 1999 noting the importance of protecting people with disability and allowing them equal opportunities in all spheres;
- *The National Plan of Action in the Area of Disability (2006 – 2010)* was evaluated in 2011, based on which, and in consultation with civil society, a second Plan (2012 – 2019) has been developed and is to be submitted to Council of Ministers for approval shortly;
- The *Education for All* law and national Education Policy makes specific mention of disabled children; and
- The *Convention on the Rights of Persons with Disabilities (CRPD)* was ratified in 2010⁹; it should be noted that this was in fact the main recommendation stemming from the Universal Periodic Review related to disability, as the report was submitted before the ratification.

Moreover, relevant ministries, including Health, Foreign Affairs and Social Affairs have expressed a high level of political support that is expected to continue after the project’s completion.

That being said, there is still room for improving related legislation and programme implementation, particularly as disabled children in Mozambique do not receive the full support they deserve given they are perceived within a medical context and not social as advocated for by the Convention¹⁰. The development of the second Plan of Action in the Area of Disability, and the need to report on its progress periodically, provides an excellent opportunity to advance the rights of PWD as regards to enhancing their visibility through improved data collection, improving land mines awareness and programming, and monitoring government programmes as suggested in this proposal. These activities would also complement on-going initiatives supported by UNDP and UNICEF, and would catalyse further momentum in this area.

⁹ However, Mozambique did not submit the ratification to the Committee on the Rights of Persons with Disabilities until January 2012.

¹⁰ Better Care Network. *Enabling Reform* 2012.

2. Programme approach

The UN Partnership to Promote the Rights of Persons with Disabilities in Mozambique intends to advance disability rights, in keeping with the vision of the CRPD to create a “society for all”, by striving to ensure that People with Disabilities are no longer an “invisible”, socially excluded group.

The proposed programme will employ *three entry points* towards this end by supporting:

- a. *The specific right of Disabled People’s Organisations (DPOs) to participate in the development, implementation and monitoring of programmes for PWD*

One of the fundamental principles of the CRPD is the right of PWD to “[f]ull and effective participation and inclusion in society” (Article 3)¹¹, including in terms of “[f]orming and joining organizations of persons with disabilities to represent persons with disabilities at international, national, regional and local levels” (Article 29). The key enabling factor in this regard is that Mozambique is fortunate in having a national association for DPOs, FAMOD¹², as well as a platform for international non-governmental organisations working in this area, which are both well-respected as partners by government and address issues related to all types of disabilities (i.e. have no specific in-focus group). The two seek to work in tandem to raise awareness on the CRPD, to support the “Mozambicanisation” of the CPRD through a review of the existing legislative / policy framework vis-à-vis Convention, to monitor the implementation of the CRPD and to prepare an independent monitoring report.

- b. *Improved data collection on PWD by the National Institute of Statistics (INE) as an enabling factor for defining more accurate policies and programmes*

Article 31 of the CRPD on “Statistics and Data Collection” calls on state parties to “collect appropriate information, including statistical and research data, to enable them to formulate and implement policies to give effect to the present Convention”. While INE has a long and distinguished history of data collection in Mozambique, its new Strategic Plan re-envisioned the nature of its work, in particular through the creation of a quarterly national data collection initiative (INCAF). The INCAF already has provisions for incorporating PWD issues, but there is room for improvement to ensure the participation of DPOs in the design of the survey, in bringing the indicators in line with international standards, and in ensuring that the enumerators collecting data do so in a way sensitive to the right of PWDs. Thus, the rights that would be advanced through this enabling factor would be the fundamental human right to be counted so as to ensure the development of policies and plans to further address other basic human rights e.g. access to services. The in-focus groups that would benefit from this initiative would be PWDs in general.

¹¹ *The Convention on the Rights of Persons with Disabilities*. 2006.

¹² The abbreviation in Portuguese for Forum das Associações Moçambicanas de Deficientes

c. *Mine survivors as an in-focus group requiring assistance to ensure their equal rights as Mozambican citizens*

Article 8 of the CRPD calls on state parties “To raise awareness throughout society, including at the family level, regarding persons with disabilities, and to foster respect for the rights and dignity of persons with disabilities”. Based on a comprehensive needs assessment of mine survivors in Mozambique, the project will provide national Victims Assistance (VA) stakeholders with relevant and accurate information on needs and priorities of mine survivors to develop appropriate programmes and policies. Handicap International (HI) will work with RAVIM¹³, the mine survivors’ representative organization, to advocate for the rights of mine survivors so as to ensure that the rights and capacities of survivors are known and respected throughout Mozambican society, based on human rights principles - especially those of non-discrimination, special attention to vulnerable groups, full and effective participation and inclusion. The key enabling factor will be the openness of government to bring about more inclusive and accessible services for mine/ERW survivors and victims, their families, and other PWD.

As described above, the proposed programme will employ a ***twin-track approach*** involving targeted as well as mainstreaming interventions. The work with INE is a clear example of mainstreaming, as the INCAF is a national survey collection exercise. Support received via this proposal will ensure the incorporation of issues related to PWD. On the other hand, the collaboration between UNDP, Handicap International (HI) and RAVIM is a prime example of a targeted intervention, which seeks to empower an often marginalized group to claim their rights. Finally, the support to FAMOD is an interesting example of an intervention with an inherently dual nature, as the stronger representation of DPOs in national fora will contribute to the advancement of the creation of a “society for all”.

Capacity development is at the core of this proposal. While INE’s technical know-how in terms of data collection is commendable, there is scope for improving the enumerators’ sensitivity to PWD, as well as at an organizational level, for enhancing the participation of PWDs in survey design and bringing national definitions and indicators. As for FAMOD, while their technical expertise in the area of PWDs is unquestioned, their functional capacity in financial resources and political clout has been constrained, and needs to be strengthened. Finally, Handicap International will work with RAVIM to strengthen their capacity to influence policy makers to take the needs of PWD into account through evidence-based advocacy, to promote good practices for VA in Mozambique, and to improve their management skills.

Given the strong emphasis on capacity development, it is anticipated that the ***results should be sustained***, as the project goal and activities are in line with existing civil society and local authorities’ commitment to the Mine Ban Treaty, Convention Against Cluster Munitions and CRPD that will continue beyond the project lifetime. In particular, since INE relies on a relatively consistent pool of enumerators, once they have been (re)trained, and indicators improved, these should be maintained over time. Moreover, FAMOD is already widely recognized as the national voice of PWDs, and this additional support will enable them to consolidate

¹³ The abbreviation in Portuguese for Rede de Assistência as Vitimas de Minas.

and maintain that position in the future. Finally, the project correlates well with the national vision of VA as a cross-cutting issue that should be mainstreamed into all sector development plans.

3. Objectives and expected results

The programme responds to the Mozambican poverty reduction strategy (PARP) and its objectives for good governance. The intervention is also programmed within the UN Development Assistance Framework (UNDAF) for period 2012-15 and will contribute to output 6.5: *International and regional human rights instruments implemented and monitored, under the Governance focus area.*

Table 1. Expected impact

Impact		
National institutions, including civil society organizations, have strengthened capacities to develop, implement, monitor and evaluate relevant fulfillment of international conventions, national policies, plans and services for People with Disability in Mozambique.		
Impact indicators		
Indicator	Baseline	Means of verification
Improved Knowledge, Attitudes and Practices as regards PWD	To be conducted by UNICEF in 2012	INCAF findings

Table 2. Expected outcomes

Outcome 1		
Enhanced participation of DPOs in the development, implementation and monitoring of programmes for PWD		
Outcome indicators		
Indicator	Baseline	Means of verification
Production of independent report monitoring the implementation of the CRPD	N/A	Submission of report to the Committee on the Rights of Persons with Disabilities
Outputs		
Formulation	Tentative timeline	
1.1. Increased social awareness among PWDs and the general public on the CRPD and the rights of PWDs	October 2012 – October 2013	
1.2. Review of the existing legislative / policy framework in Mozambique vis-à-vis the CRPD	October 2012 – October 2014	
1.3. Implementation of the CRPD monitored on a regular basis	October 2012 – October 2014	

Outcome 2		
Increased and improved data available on PWDs in Mozambique		
Outcome indicators		
Indicator	Baseline	Means of verification
Availability of statistically significant and robust data on PWD	Basic availability of data on PWDs (2007 Census, 2009 SINTEF)	Chapter on PWD in INCAF report endorsed by DPOs
Outputs		
Formulation		Tentative timeline
1.4. Consultations held with MMAS, FAMOD, the Disability Platform and other interested parties to review existing indicators and definitions related to PWD so as to bring them in line with international standards and domestic requirements		October – November 2012
1.5. Enumerators trained on revised tools related to data collection for PWD, including		December 2012
1.6. Data collected by enumerators and process supervised by INE central		January – March 2013
1.7. Lessons learned from PWD data collection process mainstreamed into INE data collection techniques		June 2013 onwards

Outcome 3		
Appropriate VA policies, plans and services designed through needs assessment and public awareness campaigns.		
Outcome indicators		
Indicator	Baseline	Means of verification
Needs assessment report available.	Minimal information available on needs of mine victims	Publication of the needs assessment report
Advocacy campaign held on mine victims	No advocacy campaigns held to date	Project progress report
Outputs		
Formulation		Tentative timeline
1.8. A needs assessment survey, including a baseline on the living conditions of mine/ERW survivors, their families and those families of people killed by mine/ERW's is implemented, published and disseminated		October 2012 – June 2013
1.9. RAVIM have enhanced capacities to implement lobby/awareness-raising activities		October 2012 – March 2013
1.10. Four advocacy campaigns are implemented on the Rights of PwDs and Mine Survivors		June 2013 – March 2013
1.11. A plan of action for mine survivors is defined within the PNAD II		January 2013 – March 2013

and in line with the UNCRPD	
1.12. A National Seminar gathering Mine Action and Disability actors (IND, CNAD, RAVIM, HI, MIMAS, MISAU, FAMOD) highlights the needs of Mine Survivors and contribute to feed international monitoring conferences on compliance with CRPD and Mine Ban Treaty.	January 2013 – March 2013

4. Management arrangements

As a pilot country for “Delivering as One”, the UN in Mozambique has a robust and comprehensive approach to co-ordination, and years of experience in doing so. There are three “development results groups” (Governance, Social and Economic) and joint teams (HIV and AIDS and Gender) which provide the umbrella for the joint implementation of the 2012-2015 United Nations Development Assistance Framework (UNDAF). Initiatives related to PWD will be co-ordinated by the UN Governance Development Group, comprising of twelve different UN agencies. UNDP, is the chair of the group with an overall responsibility to coordinate activities within the Governance focus area, promote integration of cross cutting issues (e.g. gender, HIV and AIDS, culture), ensure joint UNDAF reporting and planning and be the primary interface with the government. Within this coordination framework, UNICEF will be the focal point for this programme intervention. It will be responsible for timely and quality reporting and convene programme management/ implementation meetings with partners (primarily INE and the Ministry of Women and Social Action) and in close collaboration with civil society through FAMOD and the National Disability Platform. Both UNICEF and UNDP also count on being able to draw on the technical expertise on disability available at a headquarter level.

It should be noted that the budget that is being requested of the UNPRPD would be supplemented by UN agencies’ own contributions towards the monitoring of these activities and a participatory evaluation at their end. Moreover, in finalising the proposal for the UNPRPD, it was decided to focus the proposal on three key outcomes so as to complement on-going initiatives related to PWD across different UN agencies:

- UNDP is engaged at the policy level to support the establishment of a system that provides medical and socio-economic assistance to benefit all persons with disability, as well as in the provision of direct support to persons with disabilities as a result of the war and landmines;
- The ILO is engaged in labour creation for persons with disabilities and to ensure their equal integration in the workforce;
- UNHCR is working to support integration and social inclusion of persons with disabilities in refugee camp and ensure their access to adequate support; and
- UNICEF is working to improve the lives of children with disabilities through inclusive education, access to material and psycho-social support, and nationwide awareness campaigns on their equal rights.

Table 3. Implementation arrangements

Outcome number	UNPRPD Focal Point	Implementing agencies	Other partners
1	UNICEF	<ul style="list-style-type: none"> • INE (<i>government</i>) 	<ul style="list-style-type: none"> • FAMOD (<i>national NGO</i>) • MMAS (<i>government</i>)
2	UNICEF	<ul style="list-style-type: none"> • FAMOD (<i>national NGO</i>) 	<ul style="list-style-type: none"> • The Disability Platform (<i>international NGOs</i>) • MMAS (<i>government</i>)
3	UNDP	<ul style="list-style-type: none"> • Handicap International (<i>international NGO</i>) 	<ul style="list-style-type: none"> • RAVIM (<i>national NGO</i>)

5. National ownership, participation and partnership-building

The primacy of national ownership is clear in the UNDAF, which calls for the “maximum alignment of UN processes with national systems and [national development plan] processes”, particularly in terms of planning, by ensuring UN activities are approved in government annual workplans and that all funds are “on-budget” (i.e. reflected in government plans). The UNDAF was developed in close consultation with the government and was signed by the council of Ministers end of 2011. It is aligned with national priorities spelled out in the Mozambican national poverty strategy (PARP) as well as relevant conventions and development goals the country is committed to. In addition, this proposal development has also followed the principle of “nada para nos sem nos” – i.e. nothing for us, without us. In particular, consultations have been held with FAMOD as the national organization representing PWED; the Disability Platform and Handicap International as organisations working with PWD; and with INE, the national statistics agency. The National Council on Disability and the National Demining Institute will also be key partners in developing a Mine Survivor Action Plan in line with the second National Plan of Action on Disability.

These discussions have been essential in shaping the nature of this proposal – for example, both INE and FAMOD separately identified the need to deepen their relationship, and INE also highlighted the timeliness of this discussion, as they had been planning on having PWD as the theme of the data to be collected in January to March 2013. Thus, facilitating the building of partnerships between these different entities is also a key role that UN agencies have been playing, and will continue playing as required.

6. Knowledge generation and potential for replication

The 2012-2015 UNDAF recognizes knowledge management as a “key area of strategic emphasis for the UN in Mozambique”¹⁴. Furthermore, each Development Results Group has been given the responsibility for monitoring the implementation of the UNDAF. Thus, it is anticipated that the monitoring of the activities described in this proposal would be conducted by the Governance Development Group, chaired by UNDP.

¹⁴ *United Nations Assistance Development Framework for Mozambique 2012-2015*

The centrality of improved data collection related to PWD that features in this proposal will also go a long way towards the UNDAF’s emphasis on “[e]vidence-based policy and programme formulation in support of the most disadvantage people through systematic knowledge management...” that is also echoed in the UNPRPD Strategic and Operational Framework. The collaboration with the National Statistics Agency will strengthen the credibility of these efforts and the buy-in from different government ministries, which rely on INE as their touchstone for data and research.

However, data is not the be-all and end-all of knowledge; the documentation of good practices and lessons learnt is also a centerpiece of knowledge management. As an example, UNICEF in 2011 produced a documentation of good practices and lessons learned relating to programmes for Orphans and Vulnerable Children that was widely shared amongst government ministries, civil society partners, and even at the level of the Council of Ministers, as a way of raising awareness of positive experiences that could be replicated elsewhere¹⁵. Thus, while not a specific line item activity in this proposal, UNDP and UNICEF are confident of contributing to the body of knowledge related to PWDs through the activities described above. Finally, based on data from Knowledge, Attitude & Practice surveys, RAVIM will help to ensure that the rights and capacities of victims are known and respected throughout Mozambican society, through awareness-raising on human rights principles - especially those of non-discrimination, special attention to vulnerable groups, full and effective participation and inclusion.

7. Budget

Total budget requested from the UNPRPD Fund amounts to USD 340,046. Please note that both UNICEF and UNDP are supporting activities related to PWD as described above, but these are complementary to the initiatives described in this proposal, and are therefore not reflected per individual activity budget line. Funding from other donors to support activities related to PWD currently reaches \$2.5 million.

Overall budget							
Category	Item	Unit cost	No. units	Total cost	Request from UNPRPD Fund	UNDRPD POs cost-sharing	Other partners cost-sharing
Supplies, commodities, equipment and transport	Computers	1,800	2	3,600	1,800	See Note	1,800
	Office furniture (RAVIM)		Lumpsum	5,000	3,000	See Note	2,000
	Car running costs	900	9	8,100	4,000	See Note	4,100
	RAVIM car running costs	900	18	16,200	12,000	See Note	4,200

¹⁵ Cristiana Pereira. *Documentação de Boas Práticas, Inovações e Lições Aprendidas nos Programas de Apoio as Crianças Órfãs e Vulneráveis*. 2011.

Overall budget							
Category	Item	Unit cost	No. units	Total cost	Request from UNPRPD Fund	UNDRPD POs cost-sharing	Other partners cost-sharing
	RAVIM participation to International MBT Conference	4,000	2	8,000	0	See Note	8,000
Personnel (staff, consultants, travel and training)	Quarterly monitoring and reporting writing on the CRPD	2,000	8	16,000	16,000	See Note	0
	Review of lessons learned for mainstreaming PWD in surveys	10,000	1	10,000	10,000	See Note	0
	Technical Assistance from UNICEF Knowledge Management and Communications Staff	12,000	2	24,000	24,000	See Note	0
	Project Manager RAVIM	1,000	18	18,000	9,000	See Note	9,000
	Research Assistant (HI)	700	9	6,300	0	See Note	6,300
	10 Surveyors	300	3 months	9,000	9,000	See Note	0
	Driver (RAVIM)	600	18	10,800	5,400	See Note	5,400
	Main Researcher (HI) – International Staff	7,500	9	67,500		See Note	67,500
	Training of counterparts	Training of enumerators on survey tools	5,000	11	55,000	55,000	See Note
Meetings of the research committee		700	3	2,100	600	See Note	1,500
Training of 10 surveyors on survey tools		4,000	1	4,000	0	See Note	4,000
Implementation of quantitative survey		10,000	Lumpsum	10,000	5,000	See Note	5,000
Implementation of		5,000	Lumpsum	5,000	3,000	See Note	2,000

Overall budget							
Category	Item	Unit cost	No. units	Total cost	Request from UNPRPD Fund	UNDRPD POs cost-sharing	Other partners cost-sharing
	qualitative survey						
	Data processing and analysis	2,000	Lumpsum	2,000	2,000	See Note	
	National Dissemination Seminar	12,000	1	12,000	6,000	See Note	6,000
	Advocacy campaigns on Mine Victims	3,000	4	12,000	12,000	See Note	
	Final report layout and printing	35	500	17,500	7,500	See Note	10,000
	IEC material for 2 provinces		Lumpsum	4,000	1,500	See Note	2,500
Contracts	Consultant to review legislative / policy framework	3000	3	9,000	9,000	See Note	0
Other direct costs	Provincial level Social mobilisation on PWD and CRPD	5,000	11	55,000	25,000	See Note	30,000
	Consultation meetings prior to INCAF	1,000	3	3,000	3,000	See Note	0
	Implementation of quantitative survey	5,000	11	55,000	55,000	See Note	0
	Provincial level Monitoring	2,000	11	22,000	22,000	See Note	0
	Final report layout and printing	10	500	5,000	5,000	See Note	0
	RAVIM office running costs	1,000	18	18,000	12,000	See Note	6,000
	Financial Audit	4,000	1	4,000		See Note	4,000
Subtotal				497,100	317,800	See Note	179,300
Indirect costs (7%)				22,246	22,246	See Note	0
Total				519,346	340,046	See Note	179,300