



# MOZAMBIQUE

TRANSPARENCY ASSESSMENT 2020

The citizens' analysis of government openness in southern Africa

ENGLISH VERSION



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MISA Regional Secretariat

P.O. Box 32295

Lusaka, Zambia

Tel: +260 211 294285/6

E-mail: [pogg@misazambia.org.uk](mailto:pogg@misazambia.org.uk)

Website: [www.misa.org](http://www.misa.org)

**A project supported by:**

Friedrich-Ebert-Stiftung (FES)

*fesmedia* Africa

Windhoek, Namibia

Tel: +264 (0)61 417500

E-mail: [info@fesmedia.org](mailto:info@fesmedia.org)

Website: [www.fesmedia-africa.org](http://www.fesmedia-africa.org)

*“Public bodies hold information not for themselves but as custodians of the public good and everyone has the right to access information...”*

African Charter on Human and Peoples Rights

[www.africanplatform.org](http://www.africanplatform.org)

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The MISA Transparency Assessment is a study conducted by local researchers according to specific guidelines. The findings, interpretations, and conclusions reported are those of the researcher and do not necessarily reflect the views and opinions of *fesmedia* Africa or the Friedrich-Ebert-Stiftung (FES).

Editor/Coordinator: Thomas Zulu

Researcher: Egidio Guambe

Portuguese Translator: Rui Correia

Copy Editor: Bryony van der Merwe

Layout: Bryony van der Merwe

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## BACKGROUND

Since 2009, the Media Institute of Southern Africa (MISA) has evaluated the level of openness of government and public organisations in its annual Transparency Assessment. Carried out by MISA Chapters alongside local researchers, the study seeks to establish the ease or difficulty with which citizens can access public information.

The study assesses whether public organisations proactively make relevant information available via an online presence in the form of a website or social media accounts. It further evaluates to what degree information is made available to citizens upon request.

Every year, on 28 September, MISA joins the international community in commemorating the International Day for Universal Access to Information. MISA marks the occasion through:



The regional launch of the MISA Transparency Assessment



Hosting National Golden Key and Golden Padlock Awards Ceremonies

## DATA ANALYSIS

### Category 1:

Evaluation of government and public organisation websites to determine the accessibility and presence of credible and updated public information, which includes but is not limited to: powers and functions of the organisation in question, budgetary allocations, procurement procedures and contact details.

### Category 2:

In this category, information requests are submitted to government and public organisations in order to determine the ease with which public information is obtained from government and public organisations.

## DESCRIPTION OF ASSESSMENT CRITERIA

The total number of points allocated to categories 1 and 2 is 20 points (n = 20) each.

Points are awarded based on the researcher's answer: yes (2 points); partial (1 point); no (0 points).

Public organisations fall into one of the following groups in accordance with the number of points they received:

### Category 1: Website Analysis

**Group 1 (0–6):** Absence of a website or an extremely poor website containing no or almost no relevant public information.

**Group 2 (07–13):** Average website containing some relevant public information.

**Group 3 (14–20):** Well-organised, transparent website providing a good amount of relevant public information.

### Category 2: Requests for Information

**Group 1 (0–6):** Denied access to reasonable information requested or acted with high levels of secrecy.

**Group 2 (07–13):** Displayed an average level of openness in allowing access to public information.

**Group 3 (14–20):** Displayed openness in allowing access to public information. The organisation was helpful and transparent.

The following countries were surveyed in this 2020 MISA Transparency Assessment:  
Botswana, Eswatini, Lesotho, Malawi, Mozambique, Namibia, Tanzania, Zambia and Zimbabwe.

# TRANSPARENCY ASSESSMENT REPORT

## INTRODUCTION

It has been roughly five years since Mozambique introduced the Right to Information Law (LEDI) – Act No. 34/2014, of 31 December – a sign of government commitment to the opening of organisations holding information of public interest. It goes without saying that making information available is an important indicator of the consolidation of democracy and good governance. The commitment of public authorities to the implementation of LEDI therefore entails the need to strengthen democratic principles.

However, despite a legal framework that underlies the opening of organisations, becoming proactive in providing information, a number of incidents of resistance were noted. Notwithstanding the existence of LEDI, as a rule, legislation governing the making of information available still suffers from elements that hinder its effective implementation. One of the most significant examples of this is Act No. 12/79, of 12 December – the Law on State Secrecy – and, above all, the way in which it is interpreted and the abusive manner in which it is applied to prevent access to information, over and above issues related to the limitations arising from appeals procedures, imposed by law, as reported in a recent study carried out by MISA, the Bar Association, Sekelekani [communication for development NGO] and the Observatory of the Rural Environment<sup>1</sup>.

State secrecy stood out among the various reasons put forward for the withholding of information, used as a tool to limit the free flow of information and, sometimes, to arrest and assassinate academics, political opponents and journalists.

In a context in which the Mozambican State faces – on the one hand – a loss of credibility among its financial partners due to the discovery of a loan obtained illegally and – on the other – ever spreading military conflicts in the north and centre of the country, the margin of opportunity for organisational openness to the idea of access to public interest information has a tendency to shrink. Furthermore, the announcement of the discovery of huge gas and coal deposits and the

expectation of exploiting these resources seems to have reinforced a discourse around the reconstitution of the authoritarian regime characterised primarily by intensified violence and a tendency to close the mechanisms for information sharing and transparency.<sup>2</sup>

From the point of view of reorganising organisations to create the conditions for the implementation of the LEDI, it seems that there is no government strategy to strengthen internal administrative procedures. The research data are indicative of the absence of organisational mechanisms for information management. Thus, despite a considerable degree of dissemination of LEDI, there are still challenges in terms of implementation, i.e., physically organising the information and making it available. In many organisations there is a near complete absence of archives, spaces in which to peruse documentation, dedicated staff to handle requests for information or a system to locate and retrieve documents.

The growth in the use of online media, specifically websites and social media, is quite significant in the organisations that were evaluated. While websites tend to provide information on the organisations' operations, social media pages are used to showcase, in infographics, the activities of those organisations. However, it is clear that the use of online media still lacks a professional touch and clear strategies. A large number of the organisations share information through these channels on a seasonal basis, without a timetable or a clear categorisation of the information posted.

Overall, it can be said that the release of information is improving due to the growth of online platforms, but this growth is very slow and requires bold actions to improve information sharing mechanisms – what the Mozambican law and international principles call *proactive information delivery* – for the sake of transparency, good governance, and for the consolidation of democracy.

<sup>1</sup> SEKELEKANI, OAM, MISA E OMR, Lei do Direito a Informação, as Cadeias de Valor: Relatório de Monitoria da Implementação da Lei nº34/2014, de 31 de Dezembro, Maputo, 2020

<sup>2</sup> Carlos Nuno Castel-Branco, *Growth, capital accumulation and economic porosity in Mozambique: social losses, private gains*, Review of African Political Economy, vol. 41 / 1, 2014, p. 26-48.

## RATIONALE AND RESEARCH PARAMETERS

This study was carried out after an intense period in Mozambican politics, namely the holding of the 2018 local elections and the 2019 legislative, presidential and provincial elections. As a result of these political processes, structures of government have changed profoundly. A sustainable peace negotiation process between the Government of Mozambique and the Renamo party resulted in yet another amendment to the 2004 Constitution to accommodate a new form of local government. A major amendment pertains to changes to the way in which Provincial Governors are appointed, henceforth being elected through the Provincial Assemblies. A new State Representation body was created at provincial level, namely the Provincial Secretariat of State. These structures of government contributed to the creation of an environment of uncertainty about forums for making information available. At the local level, the remit of the powers of the Provincial Government, the Secretary of State and the Municipalities are confusing not only to these local government structures, but to the citizen, as to where to request specific information about what procedures.

Over and above changes to the structures of local government, the elections brought about changes in the leadership of organisations, both at the level of local bodies as well as at the central level, such as the appointment of, for example, new ministers, and other changes resulting from new appointments. In a situation characterised by a low level of organisational entrenchment of principles of governance and, above all, excessive centralisation in leadership structures, these changes strongly alter the nature of their functioning. These changes influence the functioning of organisations and their relationship with the citizen.

The findings of the survey will help MISA design more intervention actions to improve the implementation of LEDI and the procedures for making information of public interest available. Five years after the enactment of the law, there is every interest in understanding the most significant changes in the process, the best practices to be reproduced and strengthened to improve the transparency of public organisations, enabling better access to information and exploring new technologies. The basic assumption is that Democratic Rule of Law must assert itself through the exercise of transparency and the provision of information as basic principles for citizen participation in public life.

Ten organisations were included in the evaluation, applying the principle of continuity, by including some organisations that were part of previous evaluations, carried out in 2018 as well as some from 2016 and 2017. It should be borne in mind that there was no evaluation on open and secret organisations in 2019. The continuity factor of the evaluation made it possible to monitor and analyse the degree of learning, a product not only of the passage of time, but also of initiatives carried out by MISA Mozambique. In some of these, as was the case of Moçambique Celular, MISA Mozambique carried out lobbying actions, as it also did in the case of the City of Matola, which in 2018 was awarded the distinction of the *'most secret institution'* (golden padlock). The entire process of evaluating organisations was informed and bounded by the Mozambican legal framework governing access to information and making information available.

## METHODOLOGY

The research on open and secret organisations follows a basic cross-methodology criterion. Basically, it has two fundamental guidelines addressing: (i) the assessment of the organisations' websites based on the idea that all organisations have a mechanism for proactive delivery of information and to handle requests for information. In this regard, the research consisted of monitoring the organisations' websites for 21 days (time frame defined in law for government organisations to respond to requests); (ii) the information request form addressed to the organisation. The purpose of the forms is twofold, serving to capture the nature of handling requests for information and to log observations during face-to-face visits on-site.

Despite the existence of the forms, there was a need for adaptations according to the legal framework governing the management and release of information in Mozambique. In this respect, the study started with desk research of the legal framework to define the limits and adjustment of the evaluation parameters according to the specifications of the Mozambican framework of access, management procedure and proactive provision of information of public interest. This methodology was complemented by a review of the literature on experiences of similar assessments.

Once the research framework was defined and, more importantly, the parameters were specified, ten public organisations were selected from among national and local entities, including enterprises in which the State is a shareholder.

In terms of the sequence of the process, there were, as always, three basic phases:

- The first phase consisted of sending letters to organisations with one or more requests for information of public interest. The subject matter of the requests sent to the organisations was formulated according to relevance and topicality in terms of public interest. All information request letters were sent on 23 and 24 June 2020. A period of 21 working days was allowed for responses before closing this phase, according to the legislation, therefore, on 22 of July 2020.
- While waiting for responses to the requests for information, an analysis was done of each organisation's website. We monitored not only how often information was updated, but also the relevance of information and documents made available online. As part of this process, we checked if the organisations were on social media and how relevant their use of the platform was.
- Lastly, semi-structured interviews were conducted at all organisations with those responsible for information management or other people designated for the task. During the interviews, note was taken of where information was stored and of the designated spaces for perusal of documents.

## **ORGANISATIONS SURVEYED**

The following organisations were part of the assessment of access to information:

1. Matola City Council
2. National Research Fund
3. Institute for the Management of State Holdings
4. National Institute of Land Transport
5. Ministry of Agriculture and Rural Development
6. Ministry of Economy and Finance
7. Ministry of Health
8. Ministry of Public Works, Housing and Water Resources
9. Ministry of Mineral Resources and Energy
10. State Secretariat for Youth and Employment

## SUMMARY OF KEY FINDINGS

### Category 1: Website analysis

- There is a growing trend to use websites and social media for interaction with the public.
- Many organisations have improved in terms of sharing information on their websites.
- There is more news and infographic information rather than relevant documents to share with the public.
- Many websites are not well maintained.
- Lack of a management and maintenance timetable for the websites; some websites depend on volunteers to populate the site.
- Difficulty in covering the costs of running and hosting the site.
- Almost all the organisations had difficulty in interacting through online channels.

### Category 2: Requests for information

- There is still no specific structure responsible for receiving, forwarding, processing and responding to requests for information within public and state organisations, which makes it difficult for those receiving the requests to identify the department holding the requested information to which the request should be forwarded. Consequently, requests end up circulating from department to department.
- In all organisations, requests are filed at the Reception, General Secretariat or the Communication and Public Relations Departments.
- Organisations have mechanisms to control incoming requests, through service counters or the office assistants of the organisations, but there is poor control of requests by citizens once these enter internal circulation which results in requests being lost.
- In many organisations, there prevails an excess of centralisation of information in the person of the top leadership of the institution, which means that requests take more time in circulation, complying with the *bottom-to-top* and then *top-to-bottom* hierarchy. So, first the request received is sent to the head of the sector, who sends it to the director, the director in turn sends it to the deputy minister and

finally to the minister. The minister devolves the request down to the director of the sector, who in turn sends it down to the head of the department, then to the clerical officers who process the information. After processing, the same hierarchal path is followed up to the minister, before being sent to the citizen who requested it. This process takes more than 21 days.

- All organisations have spaces and human resources to handle requests for information, such as libraries or information archives.
- In some organisations, an authorisation by the Chairman of the Board of Directors is not sufficient for the release of information, which also requires an authorisation by the portfolio director. This means that even if there is an instruction from the manager, it can take a long time for the information to be released, when middle management are not in agreement.
- We were pleased to note that all organisations that responded to requests took care to do so within the timeframe set by law.

# DETAILED FINDINGS

## 1. MUNICIPAL COUNCIL OF THE CITY OF MATOLA

### CATEGORY 1: WEBSITE

The Municipal Council of the City of Matola does not have a functioning website. Despite being present on social media, namely on Facebook, the information provided does not include details about the organisation. The information is mostly about events related to the Mayor.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?		X		
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?		X		
3. A list of laws, acts, etc, issued within the scope of its powers?		X		
4. Copies of reports, policies or programmes?		X		
5. Information on budget and expenditure?		X		
6. Information about procurement procedures or signed contracts?		X		
7. Information about vacancy and employment procedures?		X		
8. The address, telephone number, and working hours of the organisation?		X		
9. The contact details of specific public officials?		X		
10. A mechanism to request and receive responses to electronic messages and requests for information?		X		

**Total score: 0/20**

### CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the Municipal Council of Matola:

- The complete contract for the commercial running of the space of the municipal garden "Parque dos Poetas", in the city of Matola.

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?		X		All information is filed at the Reception of the City Council.
2. Did the organisation reply within 21 days?		X		The request was received at reception, but then forwarded to the Health Inspection Department. This department forwarded it to the Management Unit for Procurement Implementation, who did not receive the request.



n = 20	Yes	No	Partial	Additional information
3. Did the organisation respond to the request for information?		X		
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?		X		
6. Did the organisation provide written reasons for the refusal of information?		X		
7. Did the organisation disclose information about its operations, budgets, structure, etc.			X	A statement from the City Council alerting the public to the existence of a land sale scam was displayed at their offices.
8. Did the authority provide information without questioning the aims and motivations of the applicant?				N/A
9. Did the organisation acknowledge the request for information within 7 days?		X		
10. Was the information received clear and understandable?				N/A

**Total score: 1/20**

## 2. NATIONAL FUND FOR RESEARCH

### CATEGORY 1: WEBSITE

[www.fni.gov.mz](http://www.fni.gov.mz)

The National Research Fund of Mozambique has a website with updated and relevant information, especially with regard to activities. However, it is not very informative about internal processes such as budget and reports on internal procedures of the organisation. It is also on social media, with a particular focus on Facebook. However, the information is not updated; its last publication was on 13 June 2017. It also has a YouTube channel, but without content, other than a video about the organisation.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?	X			
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?	X			
3. A list of laws, acts, etc, issued within the scope of its powers?				It does not provide any legislation or other documents.
4. Copies of reports, policies or programmes?		X		The website says almost nothing about the fund. It focuses on external calls for applications from interested parties applying for research grants.

n = 20	Yes	No	Partial	Additional information
5. Information on budget and expenditure?		X		
6. Information about procurement procedures or signed contracts?			X	It has detailed information on tenders for research funding, etc.
7. Information about vacancy and employment procedures?		X		
8. The address, telephone number, and working hours of the organisation?	X			
9. The contact details of specific public officials?	X			
10. A mechanism to request and receive responses to electronic messages and requests for information?	X			

**Total score: 11/20**

## CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the National Research Fund:

- The Project Financing Report for the year 2019, setting out the nature of the projects, organisations and entities financed; the amounts disbursed and the outcomes achieved.

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?		X		Requests are filed at reception and from there they are channelled to the executive director d.
2. Did the organisation reply within 21 days?	X			
3. Did the organisation respond to the request for information?	X			
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?	X			
6. Did the organisation provide written reasons for the refusal of information?				
7. Did the organisation disclose information about its operations, budgets, structure, etc.		X		Information on COVID-19 measures and on scholarships was displayed at their premises.
8. Did the authority provide information without questioning the aims and motivations of the applicant?	X			
9. Did the organisation acknowledge the request for information within 7 days?		X		
10. Was the information received clear and understandable?	X			

**Total score: 10/20**

### 3. INSTITUTE FOR THE MANAGEMENT OF STATE HOLDINGS

#### CATEGORY 1: WEBSITE

[www.box5204.temp.domains/~misamoca/igepe3](http://www.box5204.temp.domains/~misamoca/igepe3)

The Institute for the Management of State Holdings has a website with updated content. It contains some relevant documents, despite a complete absence of information on budgets and expenses. Publication on the website is sporadic. The organisation also has a Facebook page. However the account was created only on 11 September 2019.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?	X			Despite having some current data, the website does not indicate the dates of publication.
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?	X			
3. A list of laws, acts, etc, issued within the scope of its powers?	X			
4. Copies of reports, policies or programmes?			X	Few documents referring to aspects of policies, programmes and reports.
5. Information on budget and expenditure?		X		
6. Information about procurement procedures or signed contracts?			X	There are some elements on procurement and tenders for the provision of services, but there are no contracts and/or reports on supplier selection processes.
7. Information about vacancy and employment procedures?		X		
8. The address, telephone number, and working hours of the organisation?	X			
9. The contact details of specific public officials?	X			
10. A mechanism to request and receive responses to electronic messages and requests for information?			X	There is no online communication channel other than a telephone number; there is no email address.

**Total score: 13/20**

#### CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the National Institute for the Management of State Holdings:

- The Financial Report for the financial year 2019 pertaining to all State holdings.

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?		X		The information is filed at reception and from there it is forwarded to the Chairperson.
2. Did the organisation reply within 21 days?	X			
3. Did the organisation respond to the request for information?	X			
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?	X			The Chairman of the Board of Directors authorised viewing of the information on 2 July, but the MISA researcher could only view the documents three days after presenting the letter that authorised him. Authorisation from the Chairperson is not sufficient for the provision of information, further authorisation from the director of the information holding department is required.
6. Did the organisation provide written reasons for the refusal of information?				N/A
7. Did the organisation disclose information about its operations, budgets, structure, etc.		X		
8. Did the authority provide information without questioning the aims and motivations of the applicant?	X			
9. Did the organisation acknowledge the request for information within 7 days?	X			
10. Was the information received clear and understandable?	X			

**Total score: 12/20**

## 4. NATIONAL INSTITUTE OF LAND TRANSPORT

### CATEGORY 1: WEBSITE

[www.inatter.gov.mz](http://www.inatter.gov.mz)

The National Institute of Land Transport is an organisation under the supervision of the Ministry of Transport and Communications and has its own website. However, when conducting the research, many of the data categories on the site were not available. It also has a Facebook page, however the last update was made more than a year ago, on 19 June 2019.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?	X			
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?	X			
3. A list of laws, acts, etc, issued within the scope of its powers?			X	
4. Copies of reports, policies or programmes?		X		
5. Information on budget and expenditure?				
6. Information about procurement procedures or signed contracts?		X		
7. Information about vacancy and employment procedures?		X		
8. The address, telephone number, and working hours of the organisation?	X			
9. The contact details of specific public officials?	X			
10. A mechanism to request and receive responses to electronic messages and requests for information?	X			

**Total score: 11/20**

## CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the National Land Transport Institute:

- The minutes of the tender award process relating to restricted procedure No. 04/UGEA/INATTER/DPCD/2019, for the rehabilitation and maintenance of INATTER's facilities.
- The contract signed with the winning company for the above mentioned rehabilitation.

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?		X		
2. Did the organisation reply within 21 days?	X			INATTER replied that the hiring process had been managed at the level of the Provincial Directorate of Cabo Delgado, within the framework of decentralisation of powers and management.
3. Did the organisation respond to the request for information?	X			
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?		X		
6. Did the organisation provide written reasons for the refusal of information?	X			

n = 20	Yes	No	Partial	Additional information
7. Did the organisation disclose information about its operations, budgets, structure, etc.		X		
8. Did the authority provide information without questioning the aims and motivations of the applicant?		X		
9. Did the organisation acknowledge the request for information within 7 days?		X		
10. Was the information received clear and understandable?		X		

**Total score: 6/20**

## 5. MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT

### CATEGORY 1: WEBSITE

[www.agricultura.gov.mz](http://www.agricultura.gov.mz)

The website contains updated information of public interest, which is easily to locate and retrieve. The website also contains relevant organisational documents. It even has an electronic magazine, though the last issue was published in 2018. It also has a Facebook page with up to date information. The ministry is on Flickr and YouTube, where it showcases its activities through images, but without any updating.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?	X			
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?	X			
3. A list of laws, acts, etc, issued within the scope of its powers?	X			
4. Copies of reports, policies or programmes?	X			
5. Information on budget and expenditure?		X		
6. Information about procurement procedures or signed contracts?			X	The website provides details about tenders and contracts; however it does not provide reports on the selection processes.
7. Information about vacancy and employment procedures?			X	Although there is a category for applications, nothing is said about vacancies and jobs.
8. The address, telephone number, and working hours of the organisation?	X			
9. The contact details of specific public officials?	X			
10. A mechanism to request and receive responses to electronic messages and requests for information?	X			

**Total score: 16/20**

## CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the Ministry of Agriculture and Rural Development:

- Mechanisms used for the disbursement of 240 million meticaís in cotton subsidies earmarked by the government in May 2020 for the 2019/2020 campaign.
- The indicative reports on the disbursement of the cited amounts, destined for small farmers.

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?		X		
2. Did the organisation reply within 21 days?		X		We were informed that the document was received in the Minister's Office. For his part, the minister dispatched it to the Cotton Institute. No further feedback was received.
3. Did the organisation respond to the request for information?		X		
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?		X		
6. Did the organisation provide written reasons for the refusal of information?		X		
7. Did the organisation disclose information about its operations, budgets, structure, etc.			X	There is some information available on the structure of the ministry.
8. Did the authority provide information without questioning the aims and motivations of the applicant?				
9. Did the organisation acknowledge the request for information within 7 days?		X		
10. Was the information received clear and understandable?		X		

**Total score: 1/20**

## 6. MINISTRY OF ECONOMY AND FINANCE

### CATEGORY 1: WEBSITE

[www.mef.gov.mz](http://www.mef.gov.mz)

The Ministry of Economy and Finance has a relatively up-to-date website, which contains relevant information of public interest, about its organisational structure, the organisations that fall under it, the general accounts of State, as well as key oriented documents on national economic planning. Despite this information, the Ministry should improve the quality of the information made available, taking into account the fact that the reports – on the state's debts and revenues, for example, are not available in greater detail.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?	X			Information is updated even though there is no clear update schedule.
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?	X			The site contains fundamental elements of its structure including local levels.
3. A list of laws, acts, etc, issued within the scope of its powers?	X			
4. Copies of reports, policies or programmes?			X	Notwithstanding the availability of a lot of management documents, there are many gaps in reports, such as those related to debts.
5. Information on budget and expenditure?	X			The ministry has all the documents relating to the budget, including the annual general budget of the state.
6. Information about procurement procedures or signed contracts?			X	The ministry does not clearly provide information on the selected candidates and the procedures for signing contracts.
7. Information about vacancy and employment procedures?		X		There is no information on the internal management of human resources.
8. The address, telephone number, and working hours of the organisation?	X			
9. The contact details of specific public officials?	X			
10. A mechanism to request and receive responses to electronic messages and requests for information?	X			

**Total score: 16/20**

## CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the Ministry of Economy and Finance:

- The budget plan and the funds mobilised by the government to deal with the COVID-19 pandemic, as well as the criteria for distribution and allocation among key sectors of activity directly involved

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?		X		The information request is delivered to the secretariat
2. Did the organisation reply within 21 days?		X		



n = 20	Yes	No	Partial	Additional information
3. Did the organisation respond to the request for information?		X		
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?		X		
6. Did the organisation provide written reasons for the refusal of information?				N/A
7. Did the organisation disclose information about its operations, budgets, structure, etc.		X		
8. Did the authority provide information without questioning the aims and motivations of the applicant?				N/A
9. Did the organisation acknowledge the request for information within 7 days?		X		
10. Was the information received clear and understandable?				N/A

**Total score: 0/20**

## 7. MINISTRY OF HEALTH

### CATEGORY 1: WEBSITE

[www.misau.gov.mz](http://www.misau.gov.mz)

Besides its website, MISAU has an updated Facebook account with news and public information, especially concerning public health matters, with emphasis on COVID-19. The MISAU website is properly updated and has information deemed relevant, although there are no annual and audit reports of the organisation. The information is presented in a clear and well-organised manner and it is easy for the public to access.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?	X			
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?	X			
3. A list of laws, acts, etc, issued within the scope of its powers?	X			
4. Copies of reports, policies or programmes?		X		Although there are a number of reports, they are not updated and many are not available.
5. Information on budget and expenditure?				
6. Information about procurement procedures or signed contracts?		X		Despite the existence of some information, many elements of procedures, contracts are not available.
7. Information about vacancy and employment procedures?			X	This information is definitely not available

n = 20	Yes	No	Partial	Additional information
8. The address, telephone number, and working hours of the organisation?	X			
9. The contact details of specific public officials?	X			
10. A mechanism to request and receive responses to electronic messages and requests for information?		X		Contact details, including WhatsApp are limited to the COVID-19 pandemic.

**Total score: 11/20**

## CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the Ministry of Health:

- The global action plan and its budget to address the COVID-19 pandemic in Mozambique.

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?			X	Requests are delivered to the General Secretariat and the head of the General Secretariat is responsible for requests for information made by citizens
2. Did the organisation reply within 21 days?		X		
3. Did the organisation respond to the request for information?		X		
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?				N/A
6. Did the organisation provide written reasons for the refusal of information?				N/A
7. Did the organisation disclose information about its operations, budgets, structure, etc.		X		
8. Did the authority provide information without questioning the aims and motivations of the applicant?				N/A
9. Did the organisation acknowledge the request for information within 7 days?		X		
10. Was the information received clear and understandable?				N/A

**Total score: 1/20**

## 8. MINISTRY OF PUBLIC WORKS, HOUSING AND WATER RESOURCES

### CATEGORY 1: WEBSITE

[www.mophrh.gov.mz](http://www.mophrh.gov.mz)

The website contains relevant information. The ministry is also on Facebook. However, neither of these platforms are updated. The most recent publications date from 2018.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?			X	The most recent publications date back to 2018.
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?	X			
3. A list of laws, acts, etc, issued within the scope of its powers?	X			
4. Copies of reports, policies or programmes?			X	The reports available are from 2016 and 2017 and all published in 2018. There are no recent documents.
5. Information on budget and expenditure?		X		
6. Information about procurement procedures or signed contracts?		X		
7. Information about vacancy and employment procedures?		X		
8. The address, telephone number, and working hours of the organisation?	X			
9. The contact details of specific public officials?			X	Only details of a physical address and phone number are available.
10. A mechanism to request and receive responses to electronic messages and requests for information?		X		No email or any other channel for online contact.

**Total score: 9/20**

### CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the Ministry of Public Works, Housing and Water Resources:

- The Public-Private Partnership concession contract with TRAC for the plans, construction, financing, operation and maintenance of a portion of Highway No. 4 from the Republic of South Africa and Highway No. 4 from Ressano Garcia.
- The Public-Private Partnership concession contract with Estradas do Zambeze for the construction, financing, operations and maintenance of the Kassuende and Samora Machel bridges and the N7 and N8-N9-N304 roads.

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?		X		All information is filed at the Reception of the Ministry Secretariat.
2. Did the organisation reply within 21 days?		X		The receptionist confirmed that the request was received, but did not know which department it had been sent to. He indicated the Office of the Permanent Secretary as the likely destination, however this office had not received it. We were then referred to the Ministry's Procurement Unit, which also had no record of the request. The request remained missing.
3. Did the organisation respond to the request for information?		X		
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?		X		
6. Did the organisation provide written reasons for the refusal of information?		X		
7. Did the organisation disclose information about its operations, budgets, structure, etc.		X		
8. Did the authority provide information without questioning the aims and motivations of the applicant?		X		
9. Did the organisation acknowledge the request for information within 7 days?		X		
10. Was the information received clear and understandable?		X		

**Total score: 0/20**

## 9. MINISTRY OF MINERAL RESOURCES AND ENERGY

### CATEGORY 1: WEBSITE

[www.mireme.gov.mz](http://www.mireme.gov.mz)

The Ministry of Mineral Resources and Energy has a website with relatively updated content. It also has a number of contracts for programmes of the ministry. MIREME also has a Facebook page, although it has not been updated. Even though the website has some relevant information, it lacks many important elements and documents about the ministry, such as the Ministry budget for the year 2020.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?	X			Despite the absence of a lot of relevant information, the MIREME website is updated.

n = 20	Yes	No	Partial	Additional information
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?	X			
3. A list of laws, acts, etc, issued within the scope of its powers?	X			
4. Copies of reports, policies or programmes?	X			Although relevant documents are available, the reports are not organised and their publication is infrequent.
5. Information on budget and expenditure?			X	The budget documents are outdated, with none available for the year 2020.
6. Information about procurement procedures or signed contracts?			X	Even if the tenders and contracts are published, there is an absence of reports on the selection processes.
7. Information about vacancy and employment procedures?		X		The tab for vacancies and jobs has no content.
8. The address, telephone number, and working hours of the organisation?	X			
9. The contact details of specific public officials?	X			
10. A mechanism to request and receive responses to electronic messages and requests for information?	X			

**Total score: 16/20**

## CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the Ministry of Mineral Resources and Energy:

- The complete contract with SICPA, a company contracted by MIREME in 2018 to carry out fuel marking (petroleum products) in Mozambique

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?		X		
2. Did the organisation reply within 21 days?	X			MIREME responded but refused to provide the information alleging the following: "The Ministry of Mineral Resources and Energy reiterates that you have the right to receive the requested information, because it is not a matter of State secrecy. however, due to the fact that the process of awarding the public tender, which resulted in the contract in question, is still the subject of a dispute, for the moment it cannot be provided to you; moreover, if the dispute is resolved and the conflict situation is overcome, MIREME can provide the information to any public or private entity that requests it".
3. Did the organisation respond to the request for information?	X			
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?		X		The information was not provided.
6. Did the organisation provide written reasons for the refusal of information?	X			
7. Did the organisation disclose information about its operations, budgets, structure, etc.	X			
8. Did the authority provide information without questioning the aims and motivations of the applicant?		X		
9. Did the organisation acknowledge the request for information within 7 days?		X		
10. Was the information received clear and understandable?		X		

**Total score: 8/20**

## 10. STATE SECRETARIAT FOR YOUTH AND EMPLOYMENT

### CATEGORY 1: WEBSITE

[mol.gov.na](http://mol.gov.na)

Very recently created (about six months in existence) as a result of the reshaping of the Ministry of Labour, Employment and Social Security. The Secretariat of State for Youth and Employment does not have any website. Information regarding its activities is difficult to locate using online channels.

n = 20	Yes	No	Partial	Additional information
<b>Does the website contain the following:</b>				
1. Up-to-date information?		X		It does not have its own website, some data about the organisation can only be found on the Government Portal.
2. A description of the organisation's powers and structure, as well as its functions and responsibilities?		X		
3. A list of laws, acts, etc, issued within the scope of its powers?		X		
4. Copies of reports, policies or programmes?		X		
5. Information on budget and expenditure?		X		
6. Information about procurement procedures or signed contracts?		X		
7. Information about vacancy and employment procedures?		X		
8. The address, telephone number, and working hours of the organisation?		X		
9. The contact details of specific public officials?		X		
10. A mechanism to request and receive responses to electronic messages and requests for information?		X		

**Total score: 0/20**

### CATEGORY 2: REQUEST FOR INFORMATION

The following request was made to the State Secretariat for Youth and Employment:

- The number of jobs lost by sector of the economy, as a ratio in terms of the forecasts from April to June 2020, taking into account the impact of COVID-19 in Mozambique.
- The number of new jobs created (including particulars of the 48,000 jobs created since January) broken down by sectors.
- The investment that will be made to preserve jobs in the context of COVID-19.

n = 20	Yes	No	Partial	Additional information
1. Is there an official, who is designated to take and respond to information requests?		X		Requests are filed at the secretariat, which is shared with the Office of the Secretary of State for Sport.

n = 20	Yes	No	Partial	Additional information
2. Did the organisation reply within 21 days?		X		
3. Did the organisation respond to the request for information?		X		
4. Does the organisation publish their procedures for handling information requests?		X		
5. Did the organisation provide all of the requested information?				N/A
6. Did the organisation provide written reasons for the refusal of information?				N/A
7. Did the organisation disclose information about its operations, budgets, structure, etc.		X		
8. Did the authority provide information without questioning the aims and motivations of the applicant?				N/A
9. Did the organisation acknowledge the request for information within 7 days?		X		
10. Was the information received clear and understandable?				N/A

**Total score: 0/20**



## SUMMARY

Organisation	Website	Request for information	Total score
1. Municipal Council of the City of Matola (CMCM)	0	1	1
2. National Fund for Research (FNI)	11	10	21
3. Institute for the Management of State Holdings (IGEPE)	13	12	25
4. National Institute of Land Transport (INATTER)	11	6	17
5. Ministry of Agriculture and Rural Development (MADER)	16	1	17
6. Ministry of Economy and Finance (MEF)	16	0	16
7. Ministry of Health (MISAU)	11	1	12
8. Ministry of Public Works, Housing and Water Resources (MOPHRH)	9	0	9
9. Ministry of Mineral Resources and Energy (MIREME)	17	8	25
10. Secretary of State for Youth and Employment (SEJE)	0	0	0

## RESEARCH CONCLUSIONS

The findings of this study show a slight progress of public organisations in the process of making information of public interest available, in response to requests for information, when compared to the previous study in 2018. In this study, four out of 10 organisations responded to requests for information, all within the 21 days established by the Right to Information Law. Of these four, two respond satisfactorily, providing all the information requested, two did not. The remaining six organisations kept quiet.

Although the evaluated organisations are still not showing much progress in terms of structural arrangements to handle requests for information – they still do not have dedicated areas in which to examine documents or staff trained specifically in handling citizens' requests for information – we noted considerable progress in the provision of information through websites. The websites of the organisations contain a growing volume of relevant information, but there is still a tendency to not provide information related to financial audit reports, public contracts, public procurement reports, processes that are often the subject of disputes due to lack of transparency.

We also noted that the organisations selected for continuity purposes assessed in earlier evaluations (IGEPE, CMCM, INATTER, MEF and MOPHRH) continue

to face the same organisational difficulties in terms of making information available. In this survey, only two of the five entities that took part in earlier studies responded to requests for information, one acceding to the request (IGEPE) and the other rejecting it (INATTER, which claimed that the tender process had been handled at provincial level in Cabo Delgado). However, there were clear improvements in the information available on their websites.

Some organisations such as CMCM and MOPHRH lost the letters of request for information. When the research team visited the organisations, staff were unable to locate the documents.

Although the organisations do not yet have dedicated spaces and a specific person to receive and respond to requests, we note that most organisations have libraries and communication and public relations departments that can be used as places for access to information.

The law still lacks clear and less bureaucratic mechanisms for accountability of employees who do not respond to requests or do not provide the requested information, which encourages keeping quiet as an option in responding to citizens' requests for information.

The libraries visited contain only internal information of the organisations published in internal newsletters. The rest of the information is quite old.

## RECOMMENDATIONS

- Further rollout of the training of civil servants in the area of the Right to Information Law aimed at holders of public office, key people holding and managing relevant information such as contracts, minutes of public tender awards, reports and accounts.
- Training of directors and heads of legal departments of public enterprises so they can master the Right to Information Law.
- Continuation of training of employees on website management, as well as on prioritising information of public interest, rather than uploading organisational news; when updating websites.
- Dissemination, at all levels, of the directive produced by MISA and CEDIMO with guidelines for employees in the process of making information available through websites.
- Intensification of the plan to raise awareness of organisations holding public information to eradicate the culture of secrecy and fear.
- Adaptation of libraries and archives to serve as spaces in which to examine information in hard copy, with the help of communication departments.
- Continuation of assistance to Government in the dissemination of the Law on the Right to Information and information that must be accessible to the public.
- Review of the Law in order to define clear accountability mechanisms for agents who deny information.
- Continuation of awareness raising among journalists and the public of the need to use the law for information requests.



### THE MOST SECRETIVE PUBLIC ORGANISATION IN NAMIBIA

In most public organisations, information remains very protected and inaccessible to the citizen, despite the training campaign for civil servants carried out in recent years by MISA and the Ministry of Civil Service and Administration. The organisation with the lowest score was the Secretariat of State for Youth and Employment which scored 0 points in both categories.

**Therefore, the 2020 Golden Padlock Award goes to the Secretariat of State for Youth and Employment.**



### THE MOST OPEN PUBLIC ORGANISATION IN NAMIBIA

The Institute for the Management of State Holdings has an updated website and provided the information as requested.

**Therefore, the 2020 Golden Key Award goes to the Ministry of Labour, Industrial Relations and Employment Creation.**