



**Evaluation of KEPA's Activities in the  
Library Sector  
in Mozambique (1996-2002)**

**Final Report**

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with the collaboration of Inger Bäcksbäck  
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**KEPA**

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## List of Acronyms<sup>1</sup>

AIDS	Acquired Human Immune-Deficiency Syndrome
BNM	National library of Mozambique
BPD	District Public Library
BPI	Public Library of Inhambane
BPN	Public Library of Nampula
BPP	Public Library of Pemba
BR	Boletim da República (government gazette)
CD	Cabo Delgado province
CFD	Association Child Family and Development
CIDOC	Training Institute in Documentation Sciences
DPC	Provincial Directorate of Culture
DW	Development Worker
FBLP	Portuguese Language Bibliographic Fund
FIM	Finnish Marks
FLA	Finnish Library Association
FMFA	Finland Mozambique Friendship Association
FNGO	Finnish Non Governmental Organization
IFLA	International Federation for Library Associations and Institutions
KEPA	The Service Center for Development Cooperation
MONASO	The network of AIDS NGOs
Moz	Mozambique
NGO	Non Governmental Organization
PARPA	The Mozambican poverty reduction plan
UNESCO	The United Nations Organization for Education, Science and Culture
UNICEF	The United Nations Fund for Children activities
USD	American Dollars

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<sup>1</sup> Note that when acronyms refer to the names of Mozambique's institutions the Portuguese acronym is used preferably.

## Executive summary

KEPA has been supporting the public library sector in Mozambique since 1996. Its support has consisted of the posting of two development workers in the libraries of Maputo and Nampula between 1996 and 1998, and small funding. With the small funds, a need assessment survey of the sector was carried out, capacity building activities and supervision of the public libraries developed, seven public library workers were trained at the Training Institute in Documentation Sciences. Additionally, organizational and financial support was given to exchange visits; and small quantities of books and equipment were purchased. KEPA managed also the Democratization Project that provided newspapers subscriptions to 39 public libraries, with funds from the Finnish Embassy in Maputo.

The evaluation addresses the needs of KEPA to have a holistic picture of its efforts to develop the library sector in Mozambique, as well as to place its own program within the context of the public libraries development in the country and the efforts of other actors. It assesses the relevance, the effectiveness and efficiency, and the sustainability of KEPA's intervention, as well as the major achievements, strengths and weaknesses of KEPA's activities and the stakeholders' perspectives of factors associated with successes and failures.

The evaluation is based upon the review of the available documentation and interviews with key informants, both in Finland and Mozambique, and findings from field visits to three selected provinces in Mozambique. Visits to and interviews with people in the education sector assessed the development of libraries in this sector, its needs and opportunities. Contacts with government officials in the Culture sector and with municipal officers provided information and insights on the challenges and perspectives and the interviews with the clients and the civil society organizations were especially fruitful to determine the role of public libraries in strengthening civil society in Mozambique.

In general, KEPA's intervention in the public library sector in Mozambique between 1996 and 2002 was positive. It supported the revival of the sector after more than two decades of stagnation and brought up the human resources basis on which the development of the libraries is to be founded. This was possible because there was the motivation to change on the side of the Mozambican partners. KEPA's role was to provide the expertise in terms of information and technical knowledge and skills, and the financial resources as well as coaching for the process of change. Yet, KEPA's support may have not been enough to impel the sector if other key factors were not present. During this period the number schools and higher education institutions has largely increased as well as the availability of books, newspapers and magazines, the democratization process advanced somewhat, and other actors became involved in the public library sector, in particular Mozambican ones. On the Finnish side, the KEPA's intervention benefited from the additional support to public libraries by other organizations, such the Finland Embassy and the Emmaus.

KEPA's results are more visible where direct support over a longer period of time and additional support from other sources coordinated with KEPA's one was provided, as is the case of Nampula. Results are lesser visible in Pemba due to shorter period of intervention, and in the national library due to the complexity of the institution. Fewer effects were seen in the other libraries that received support from KEPA's direct partners: the district libraries in the two northern provinces and the other provincial public libraries.

KEPA's scope of support was limited, which did not enabled the development of key factors to the advancement of the public library agenda. Little has changed over this period of time

in terms of policy and legal framework and financing for libraries. Moreover, activities directed at increasing the awareness about the role and potential of public libraries, as means for citizenry and community development were insufficient to originate significant changes on the public and authorities perception of the institution.

### *The decision making process*

KEPA's involvement in the library sector followed those of the FMFA and Emmaus Helsinki and was pushed forward by the Mozambican libraries, after an exchange visit to Zimbabwe in 1993. Decision on getting involved with the Nampula library was easier for KEPA Mozambique because it made sense to have a DW working with an organization who was already being supported by another Finnish NGO. Providing support to the national library was more questionable because the possibility of making a relevant contribution to a complex institution working in a more difficult environment was slimmer. Decision to cooperate with the national library was made based on the need to provide back up support and development orientation to the provincial libraries, among which two were or had been supported by Finnish NGOs. KEPA would not get involved in the library sector if two other NGOs from Finland had not been active in the field previously.

### *Concepts of public library and values behind*

KEPA's intervention was well founded in the added value of the Finnish expertise in this field, in which Finland is recognized as leader. Public libraries play an important role as information centers in the Finnish society and guarantee basic democratic values such as the right to free expression and information and to value of lifelong learning.

The concepts of public libraries in Mozambique are mixed. Coming from a Portuguese tradition of conventional libraries, Mozambique is still attempting to define its own concepts and values. Only very few library personnel, as the BNM and BPN directors, had been exposed to an information center concept of libraries before KEPA's intervention. KEPA's activities contributed to mainstreaming the concept among staff of the partner organizations and to expose librarians from the other provinces to the concept for the first time through the training workshops and meetings.

### *The relevance of KEPA's intervention*

KEPA's activity in the sector was highly relevant in relation to the Mozambican partners' programs but less regarding the aim of reducing poverty and developing a democratic society. KEPA supported the objectives, the activities and the results sought by the Mozambican libraries. Non conditioned cooperation enabled partners to solve problems arisen in the implementation of its activities, which is very appreciated by the Mozambican libraries.

However, exactly because it was an open cooperation, KEPA did not push for more clear definitions of the concepts and roles of public libraries in the Mozambican society. This led to the continuation of a situation where these libraries function more as school libraries than public libraries, this being one reason why public libraries are not so relevant for poverty reduction and democratic development. KEPA is now responding to the problem by defining criteria that require a proportion of books to be development related (but not democracy related).

Activities in the sector were on average coherent with KEPA's principles and aims. They made a small contribution to the participation of women and less advantaged groups, it increased the availability of free information to the public and promoted the development of human resources. In Finland it contributed to more information about Mozambique through articles, exhibitions and presentations. The weakest point was little results in terms of bridge building, and KEPA was not able to engage more organizations in the Mozambican public library sector in Mozambique.

### *The effectiveness and efficiency*

It is only possible to assess in very broad terms the effectiveness and efficiency of the activity, which can be considered as fair. Most planned activities were carried out, and when they were not, it was the mostly in consequence of unrealistic planning with too ambitious objectives. The main issue regarding effectiveness is that most plans and programs did not have measurable indicators to assess the completion and quality of the intervention. Most resources seem to have been well used, with the exception of the supervision visits by library managers that did not filled out what was expected form them, apparently due to little skills in this area.

### *The achievements, strengths and weaknesses*

KEPA has succeeded in introducing to a larger number of librarians the concept of library as an information center. A large number of factors constrain the transformation of the concept in practices, but the idea is there. Other achievements are a significant number of library staff trained on the job on practical issues of librarianship, the first group of qualified documentalists in the public library sector, and some networking among libraries, especially in the northern provinces.

KEPA intervention has helped a few Mozambican libraries to transform their faces from "places where some quantities of outdated books were kept by personnel with little professional identity to serve a few people" to a "service with more updated and sometimes relevant books though in small quantities, and a collection of the main newspapers produced in the country, where better trained staff may assist clients in looking for what they need, during a longer period of time in the day".

KEPA's strengths were found to be an approach based on long term, multifaceted and program cooperation through supportive relationships with partners, the Finnish expertise in the library sector and the links with other Finnish NGOs, together with a good knowledge of Mozambique and dedicated personnel. These characteristics give KEPA a particular place among the international cooperation agencies in the sector.

Major weaknesses are the limited resources, the insufficient networking in the field, and little attention to management and gender issues in the planning and monitoring of the activity. These weaknesses led to a situation where Mozambican partners are quite dependant on KEPA's support and a few concerns need to be addressed by KEPA before it moves to a new strategic approach.

### *The sustainability of results*

The sustainability of the KEPA activity is mixed, higher for some results than for others. The sustainability is higher regarding the institutional capacity and human resources development. KEPA supported, through technical assistance and funding, a large number of capacity building activities, in particular training. Those activities have had impact in the functioning of the libraries directly supported. The library staff improved their skills and has been able to expand the training to other libraries. Skills obtained through the DW in Nampula, in particular to carry out cultural events and exhibitions have continued after the DW left, though less frequently. The exchange visits have established a close collaboration between the Nampula and Cabo Delgado, which continues today and this has helped the second to respond to its needs. Participation in international events also continued but did not become more consolidated relationships with other international partners.

Financial sustainability is very low, but KEPA's investments in the sector were also modest. At present, partners are quite dependent on KEPA and Finnish support, particularly, in Nampula. Future actions to promote financial sustainability needs to consider the widening of number and types of sources of support. One of these sources may be the municipal government if the effort of decentralization within the central government as pushed forward and if debate over relationships between public libraries and municipalities is developed.

Participation and ownership of the cooperation program was well developed and contribute to increased sustainability, but the excessive concentration of the program responsibilities in the library managers within the involved institutions needs to be dealt with. KEPA's intervention was generally well framed in terms of social and cultural aspect and values.

Finally, sustainability regarding gender balance proved to be weak. Efforts promoted during the period of the DWs have not been sustained and there are evident signs of inequalities in accessing the cooperation benefits based on gender. The general environment, in particular in the northern provinces, is not conducive to gender equality and urgent and key efforts need to be developed to address the issue. The relevance given by the Mozambique government to the promotion of gender equity provides enough bases for an assertive intervention in this area.

### **General recommendations**

- ▯ To continue promoting increased access to information that is relevant to reduce poverty and to develop a democratic society for Mozambican citizens.
- ▯ To engage immediately in a dialogue with present partners to define a short-term cooperation program in order to complete the work already initiated and to prepare partners for KEPA's new program policy. The specific contents for this cooperation are presented in the report.
- ▯ To actively promote networking and exchange of information and experiences among the relevant stakeholders, at the national level, including the FBLP. Networking and exchange of information seem to fit well in the new KEPA program policy under elaboration. It is recommended that KEPA plays a facilitator role, in co-operation with the FBLP, to bring together all relevant stakeholders in

the library field in Mozambique at the national level, in order to create synergies and an enabling environment for the future development of the sector. KEPA should also play a role in getting more Finnish and Nordic organizations, including the professional associations and governments, involved in the Mozambican library sector.

- To develop a civil society line of work, assisting local groups and organizations developing relevant experiences, in particular to promote more interest and responsibility among citizens regarding public libraries and to stimulate the organization and development of professional's associations to improve library standards.

There are now a number of experiences that have a good potential and could be further developed, as library based groups of users, in particular youth, library based programs for women and children, etc. The support to these initiatives needs to be well planned because the groups are still informal and institutionally very weak.

- To focus attention in the two northern provinces where KEPA is already working in order to develop synergies amongst its interventions in the diverse fields and make the best use of its resources.
- To direct its intervention within the public library sector, if this continues, to the provincial libraries in order to capacitate them for a supporting role towards the district and other libraries.

# 1. Introduction

## 1.1 Background

The Service Center for Development Co-operation of Finnish Civil Society Organizations (KEPA) has been involved formally in the library sector in Mozambique since 1996, when two development workers (DW) were posted in the National Library of Mozambique (BNM) in Maputo and in the Provincial Public Library of Nampula (BPN). Before KEPA's intervention had begun, two Finnish associations, both members of KEPA, had been active in supporting the public library sector in Mozambique: the Finland-Mozambique Friendship Association (FMFA) in Sofala province since 1989, and Emmaus Helsinki in Nampula province, since 1993.

KEPA's program in Mozambique started after an agreement with the Mozambican government in 1991. The local Non Governmental Organizations (NGO)' sector was incipient then and KEPA began working mostly with government departments, in the fields of health, environment and social services. KEPA's program consisted of the posting of volunteers and small funding for projects. The library intervention came when KEPA was moving from a technical assistance towards a partnership organization, at the request of both the BNM and BPN.

KEPA's support to the library sector has consisted of: the posting of two DWs between April 1996 and December 1998 / January 1999, and small funding for: a needs assessment survey of the sector, capacity building and supervision of the public libraries, the training of seven public library workers at the Training Institute in Documentation Sciences (CIDOC), organizational and financial support to exchange visits; and the purchase of small quantities of books and equipment for the public library network.

Together with its own funded activities, KEPA managed the Democratization Project with public libraries, funded directly by the Finnish Embassy in Maputo, between 1999 and 2001, as well provided and continues to provide support to the Emmaus Helsinki cooperation program with the BPN. The first project's objective is to increase access to information by purchasing and distributing newspapers and magazines to district and provincial public libraries KEPA's intervention in this project ended when the Embassy took over its management responsibilities by the middle of 2002. Emmaus Helsinki project is going on since early 1990's, but was interrupted in 2003 waiting for the Finnish government approval of funds to Emmaus proposals<sup>2</sup>.

KEPA's activities in the library sector have been reviewed in annual meetings with partners and monitoring visits carried out by KEPA's program officers, and KEPA partners regularly submitted financial and activity reports. In the first semester of 2000, an external evaluation of KEPA's activities in the provinces of Nampula and Cabo Delgado was carried out.

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<sup>2</sup> The proposals were approved and the Emmaus Helsinki cooperation with the Nampula library network will continue.

## **1.2 The evaluation's scope and objectives**

This evaluation addresses the needs of KEPA to have a holistic picture of its efforts to develop the library sector in Mozambique, as well as to place its own program within the context of the public libraries development in the country and the efforts of other actors<sup>3</sup>. The evaluation assesses the relevance, the effectiveness and efficiency, and the sustainability of KEPA's intervention, as well as the major achievements, strengths and weaknesses of KEPA's activities and the stakeholders' perspectives of factors associated with successes and failures.

Specifically, the evaluation analyses:

- the context of library sector in Mozambique, the actors (governmental, non-governmental, local and foreign) and their roles
- the concepts of public library and the values behind the activities from both parts
- the relevance of objectives of KEPA, its partners and other actors, to strengthening the civil society and the democratization process in Mozambique, to the needs of partner organizations, to the previous volunteer strategy and the present resource center strategy of KEPA
- the relevance of this type of cooperation with public libraries to increasing the access to information and to strengthen civil society in Mozambique
- the decision-making process within KEPA to clarify the initial objectives of the program
- the activities of the volunteers and the financial support from Finland for the various activities
- the impact of the librarians training to the development of the libraries, to the improvement of the services to the client, to the improvement of the working situation and opportunities, as well as job security of the personnel trained
- the unexpected results and effects of this cooperation.

Recommendations are made on KEPA's option on eventual future role within this sector. KEPA new strategic aims (defined in 2001) are: a) to serve as a North-South resource center for non-governmental organizations, b) to be a strong opinion leader in Finland, and c) to serve as an interest group and co-operation organization for its member organizations.

In Mozambique, KEPA aims at: improving the human rights of disadvantaged groups; supporting civil society for increased intervention in public affairs; enhancing the efficiency and management of its partner organizations; and promoting activities against HIV/AIDS by the partners, as well as at increasing the understanding between the Finnish and the Mozambican civil societies through direct contacts between its organizations. Presently, KEPA is in the process of developing its program to a more coherent whole.

The time-span of the evaluation covers the period of KEPA's intervention, from 1996 to 2002.

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<sup>3</sup> From the Terms of Reference. Full text in the annex 1.

### **1.3 Methodology and limitations**

The evaluation is based upon the review of the available documentation and interviews with key informants, both in Finland and Mozambique, and findings from field visits to three selected provinces in Mozambique<sup>4</sup>. The visits to Cabo Delgado and Nampula provided information on KEPA's directly supported activities, while the visit to the Inhambane province's public library sector was organized for comparing KEPA's supported libraries to those that had not received the direct support of KEPA<sup>5</sup>. Visits to and interviews with people in the education sector assessed the development of libraries in this sector, its needs and opportunities, as well as what role they perceive for role public libraries. Contacts with government officials in the Culture sector and with municipal officers provided information and insights on the challenges and perspectives for the sector. The interviews with the clients and the contacts with the civil society organizations were especially fruitful to determine the role of public libraries in strengthening civil society in Mozambique, the relationships between public libraries and civil society organizations and to assess the potential for citizens organization around library issues.

The evaluation process approach was to incorporate the various actors' points of view, as well as to bring out lessons that can be used by KEPA in the present context of Mozambique. Interviews were carried out in Finland with twelve relevant informants, among whom the two volunteers who have worked in Mozambique, representatives of the Finnish NGOs involved in the cooperation with the public library sector in Mozambique, representatives of the Finnish Library Association (FLA) and other library experts, as well as with former and present KEPA's officers.

In Mozambique, around 100 persons from the provinces of Cabo Delgado, Nampula, and Inhambane and the capital city of Maputo were involved in the evaluation. The group included directors, staff and clients of the public libraries, library experts, as well as representatives of the government departments of Culture and Education, municipal councilors, representatives of civil society organizations and international NGOs active in the field. KEPA's officers and the coordinator during the second part of 1990's, as well as the Finnish Embassy officer for the democratization project were also interviewed. Women were one third of the interviewees. The national library, the provincial libraries of Pemba, Nampula, and Inhambane, as well as the district libraries of Monapo, Ilha de Moçambique, Jangamo and Morrumbene were visited as were a number of school libraries (see the program in the annex 3).

Two consultants, Ms. Fernanda Farinha and Ms. Inger Backsbacka, carried out the evaluation of KEPA's activities in the library sector, between the end of April and July 2003. The first carried out the work in Mozambique and wrote the final report, while the second interviewed relevant Finnish organizations and people in Helsinki and produced a Fact - Finding Report<sup>6</sup>, whose main considerations are integrated in this final report. Communication between the two consultants was developed through e-mail.

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<sup>4</sup> See people interviewed in the annex 2 and the evaluation program in Mozambique in the annex 3.

<sup>5</sup> It should be noted that indirect support was provided to Inhambane, via BNM, for training, supervision, and provision of books.

<sup>6</sup> Inger Backsbacka. Evaluation of KEPA's Library Activities of the Volunteer Programme and Partnership Programme in Mozambique (1996-2002). Fact - Finding Report, Finland. Draft 17 June 2003.

## Limitations

On the whole, the evaluators estimate that the data collected give an accurate vision of KEPA's activities and its effects on the library sector in Mozambique, despite a number of problems and constraints faced during the process of the evaluation. The first issue to be dealt with was to discern between the results from KEPA's intervention from those related to the intervention of other organizations, in particular the Emmaus Helsinki and the Finnish Embassy. Frequently the interviewees did not know whether a specific activity had been funded by KEPA, Emmaus, or any other organization.

Availability and quality of basic data was a constraint. The report of the baseline survey carried out by the BNM in 1996 was only available after fieldwork was finished, due to delays in translating a document originally written in Finnish. This made it impossible to use it as a tool during the research phase of the evaluation. Other types of data problems were the quality of library statistics regarding number and characteristics of readers, and not finding the original sources of information. Library statistical data is of uncertain quality due to poor information systems and insufficiently trained staff, and comparisons among libraries and within library overtime may be flawed. On the other hand, information about activities was mainly obtained in KEPA's annual reports to the Mozambican government and not in the original sources the partners' reports. Information about finances was particularly difficult to assess due to different types of sources (cooperation agreement, transfers of money, KEPA's annual reports) and had to be reviewed based on new available data after the draft report was produced. In some cases, it was necessary to base the analysis on verbal information due to lack of written documentation. These constraints were considered and reported in the analysis of data.

To assess the value of KEPA's intervention comparison with libraries in provinces not directly supported by KEPA was considered. Inhambane province was chosen for convenience and it is difficult to determine if it represents the whole country. Inhambane has not received direct support from any main international organization during the past several years. However, it benefited from of a Portuguese Language Bibliographic Fund (FBLP) project and a number of District Public Libraries (BPD) were established following a UNICEF (United Nations Fund for Children) funded project carried out by the National Institute of Rural Development. The access to the province from the capital city of Maputo is relatively easy and inexpensive, which renders supervision activities from the part of the national library easier. Thus Inhambane public library network may be in the middle between those who got more resources and support and those who had the least of them. Considering these factors, the evaluation assumes that Inhambane is a good representation of the public libraries in the country.

Another limitation of the evaluation was the small numbers of clients interviewed, around 30 people. On one hand, there were time constraints both on the part of the public and of the evaluator. On the other hand, the visits and first interviews in Nampula, and later in the other public libraries, showed that the public was quite restricted in terms of characteristics and interests. The clients were mostly young male students, worried about school exams at that particular moment, whose interests was the availability of schoolbooks. The interests of the public seemed to be strongly related to their library experience: when they have had the opportunity to get different types of books they spelled out more varied interests, as in the Pemba provincial library. When their access was restricted to schoolbooks, it was difficult to elicit other interests. To widen the understanding of the general public needs, the evaluator decided to ask people from civil society organizations and other interviewees about what they

would like to get from the city public library, even when they were not users of the public library. In this report, the word client refers only the actual users of the libraries.

The evaluators acknowledge the large number of people, who gave their time to gather information, answer questions, discuss and analyze issues with the evaluators and provided logistic backup to the evaluation. We thank all those who were interviewed both in Mozambique and Finland and those who helped the organization of the work. The KEPA managers and staff, in particular the KEPA Mozambique coordinator, Bodil Wikman and the program officer Severino Ngole in Maputo were most helpful. Special gratitude goes to Frederico João, the program officer in Nampula who organized, accompanied, informed and discussed the KEPA's program, as well as drove one evaluator through the provinces of Nampula and Cabo Delgado.

## 2. KEPA's involvement with libraries

KEPA's intervention in Mozambique started in 1991 and it was only five years later that it began explicitly supporting the public library sector, at the request of the Mozambican government sector. This chapter describes and analyses how KEPA started its involvement with public libraries and KEPA's concepts and values about libraries behind its intervention. The Mozambican partners' concepts and values of libraries are presented in the following chapter, when analyzing the Mozambique context.

### ***2.1. How KEPA became involved (the decision-making process)***

Detailed documentation on the decision-making process that got KEPA involved in the support to the library sector in Mozambique was not found. The assessment below is based on the discussions with the informants, both in Finland and in Mozambique.

The first Finnish NGO to intervene in the sector was the Finland Mozambique Friendship Association (FMFA), which began funding small-scale activities in the Beira Public Library (BPA) by late 1980's. This support was later strengthened to become a project of around 45 thousand Finnish Marks (FIM) a year and ended in 1996.

In the meanwhile, KEPA had begun its activities in Mozambique and had a number of volunteers throughout the country. In Nampula, volunteer Ms. Helene Stuckey was working in the health sector in 1991 and began receiving Portuguese language classes from the director of the provincial public library, Mr. António Pilale. Ms. Stuckey got interested in the work of the library and talked about KEPA's micro funds project to Mr. Pilale who was, at the time, attempting to re-establish the public library sector in the province after more than a decade of extremely destructive civil war. Another language student of Mr. Pilale was Mr. Aage Riis, a Danish librarian, the husband of a development worker posted in Nampula, who began working in the library as a non paid volunteer, assisting in the staff training as well as in proposal writing for funding raising. Still in 1992, Ms. Eeva Ratinen from Emmaus Helsinki visited Nampula province and offered the possibility of Emmaus Helsinki support to the library activities during a visit to the library. Suggestions for Ms. Ratinen to visit to the library seem to have come from Ms. Stuckey and Mr. Erik Sjoberg, the Nacala Finnish bilateral project's chief and a former FMFA chairperson.

In 1993, the FMFA organized a visit to Zimbabwe for Mozambican librarians in order to expand their vision of the public libraries role in society. The FMFA financed the participation of Sofala librarians and coordinated with Emmaus Helsinki to get support for the BPA director (Mr. Antonio Pilale) trip, and with KEPA to get funds for the BNM director's one (Mr. Emílio Araújo). The visit to Zimbabwe increased awareness about the importance of qualified personnel in the sector, and discussions for the recruitment of volunteers began with KEPA, the organization that was running the Finnish Volunteer Program in Mozambique.

Later, when the proposal from the Nampula provincial library for a volunteer came to the Maputo office, the KEPA coordinator took it to the BNM's director to make it official. At that time, Mr. Araújo presented his own proposal for a volunteer in the national library. KEPA's coordinator was then a board member of FMFA and knowledgeable about the Sofala experience. Moreover, KEPA had been accompanying the Nampula library activities funded by Emmaus Helsinki.

KEPA's assessment was that it was easy to agree with a DW for the provincial library in Nampula because this library was already receiving Finnish NGO support. "A development worker would bring additional value to the NGO support. It was in line with the program of KEPA to recruit development workers for NGOs to cooperate with the member organizations. " When the request to support the National Library came I was more doubtful. The National Library was a big institution without any support, and the question if a single development worker would be able to have any impact on the development of the institution was there. But as other important libraries, like for example the university library, had support we decided to post a development worker there, also to collaborate with the one posted in Nampula". From the Mozambican part, the pressure was heavy: the BNM director was watching the development of the provincial libraries (first in Sofala and later in Nampula) and felt that the national library was much in need of securing support if it wanted to play its role within the public library sector.

Public Libraries are government institutions in Mozambique. In principle KEPA's mission was not to support government institutions, but due to the specific situation of Mozambique where CSOs were then incipient, KEPA was heavily involved in cooperating with government departments. Nevertheless, if other Finnish NGO were not already involved in the library sector in Mozambique, KEPA would hardly have started to support this.

The initial steps of KEPA and other Finnish NGOs in the public library sector in Mozambique are presented in the next page table.

**Table 1**  
***Initial steps of the Finnish support to the library sector in Mozambique***

Year	KEPA	Emmaus	Embassy	FMFA
1989				Small-scale project for the Public Library of Beira and its provincial network
1990				
1991				From mid 1990 to mid 1996, support to Sofala province public libraries (around 45.000 FIM / year)
1992	Pilale teaches Portuguese to KEPA volunteer Stuckey and to Riis in Nampula. Stuckey informs about micro funding opportunities and Riis begins working voluntarily at BPN BPN requests and gets from KEPA small fund to buy books in Nampula, mostly educational books	Ratinen, member of FMFA, visits Nampula and the BNP that was then functioning in what is today Catholic University facilities. She offered the opportunity for BPN application for funding from Emmaus		Funds used mostly to purchase (school) books, to subscribe newspapers and magazines, to buy furniture, and carry out training.
1993	KEPA finances BNM director visit to Zimbabwe BNM discusses with KEPA the recruitment of a volunteer for the national library KEPA accompanies Emmaus Helsinki support to BPN	Riis assists in writing a proposal for the rehabilitation of public library network in Nampula The beginning of Emmaus Helsinki funding to BPN, which included book boxes (around 300 books) in school premises in the districts, a mobile box in Nampula city, purchase of shelves, books and bicycles, and capacitating courses Supports financially BPN director visit to Zimbabwe		1993 - Organizes visit to Zimbabwe and supports financially librarians from Sofala province trip
1994	KEPA accompanies Emmaus Helsinki support to BPN	Three-year program support. It included rural network of libraries, purchase of books and newspapers, furniture, and supervision trips within the province.		
1995	BNM director raises again the issue of Finnish technical assistance Purchase of books for the BNM KEPA accompanies Emmaus support to BPN	8 rural libraries are established in 1994/5		

Sources: KEPA's reports and interviews in Finland and Mozambique

## **2.2 The concepts and values of library**

Broadly, KEPA's support to the library sector in Mozambique is congruent with the importance and values of libraries in Finland, where they are seen as a common good, a manifestation of the welfare state, and an education system for lifelong learning. Former chief librarian of the Helsinki city library, Mr. Sven Hirn, points out that the libraries have had an essential democratic function from the beginning, ensuring that anyone interested in reading can access information without buying the books.

The starting of the library system was slow in Finland. It began in late nineteenth century based on voluntary efforts of enthusiastic adult educators and charity organizations, sobriety- and workers associations, who collected money to buy books. Reading rooms in the countryside were created and book boxes sent to rural areas. It took a long time before the people got used to this type of services. The book collections were very modest in the beginning but the commercial book offers also used to be available in the libraries. Initially little attention was paid to children, but gradually one realized that it was important for children to get the taste for books as early as possible, which had a big impact on their attitude to books and reading as adults. The first children's collections were small collections of pedagogical books for children.

Authority involvement has developed gradually. Increased awareness that public libraries should be financed by the authorities led to municipal financing by the end of the 19<sup>th</sup> century. But it took yet a long time before the state became involved. A library law economically secured the municipal libraries in 1929, and another law, in 1961, enabled new buildings for library activities, bookbuses, and qualified full-time personnel. During the 1970's the libraries became the most important cultural institution of the municipalities. The activities were widened with music departments, fairytale hours, puppet theatre and other activities, new libraries were built with rooms for exhibitions and meetings, and a network of bookbuses was established all over the country. In 1993, deregulation of the sector passed to the municipalities the decision on how they use their money in libraries. Nevertheless, Finland is still the first in the world when it comes to book loaning (about 20 books per inhabitant/year).

Values in the society can be found on a micro level in the library field. In the Finnish society inherent Nordic values and norms on one hand, and international professional contacts through the years on the other, are factors that form present professional values. They are defined by professional organizations, mediated to some degree through education and more through practice, and are interpreted by members of the library community. Freedom of expression and right to access of information are stated in the Finnish constitution as follows: "documents and recordings in the possession of authorities are public, unless their publication has for compelling reason been specifically restricted by an Act. Everyone has the right to access to public documents and recordings." (Constitution of Finland, Section 12)

The tradition of unbiased openness was rooted already around 1910 in arguments for absolute impartiality concerning language, political orientation and other matters: "every class and every opinion must be able to confide in the library without fear for any guardianship. It cannot be the task of a library to, for instance, foster conservative or liberal citizens, but if possible to create good conservative and good liberal ones." (Einar Holmberg, *Nya mål och nya medel, Några tankar om biblioteket och dess betydelse vid upplysningsarbetet*. Helsingfors, Svenska folkskolans vänner, 1911). Ever since the 60's libraries have had a liberal policy and one of the secrets behind the very high Finnish lending rates is undoubtedly

openness and lack of pointers. The librarians are not rigid guardians of books, (in the beginning they were) but an active force in society.

The present Library Act (1998) begins: “The objective of the library and information services provided by the public libraries is to promote equal opportunities among citizens for personal cultivation, for literacy and cultural pursuits, for continuous development of knowledge, personal skills and civic skills, for internationalization, and for lifelong learning. Library activities also aim at promoting the development of virtual and interactive network services and their educational and cultural contents”.

The Finnish Library Association (FLA), a non-profit organization founded 1910 and opened to everyone interested in library matters, is the dominant actor in the national scene. The FLA plays a very important role especially when it comes to handle international contacts. There is also a Finnish-Swedish Library Association that pays special interest to lingual minority service besides engagement in general matters. Other library associations are concerned with academic and university libraries, with information specialists, and other specific matters.

### 3. Overview of the program

When KEPA started operating in Mozambique, the FMFA was already working with public libraries in Sofala, and within two years another Finnish NGO, Emmaus Helsinki, became involved in the sector. This chapter looks at KEPA's intervention and presents briefly the other Finnish activities in order to situate KEPA's own.

#### 3.1 KEPA's activities

KEPA's intervention in the library sector began officially in 1996, when two volunteers were posted in Maputo and Nampula. Earlier, KEPA had made available small funds for the purchase of books for the BPN (in 1992), and financed the BNM director visit to Zimbabwe organized by FMFA in 1993. KEPA was also following the BPN activities funded by Emmaus Helsinki in the Nampula province.

Direct expenditures of KEPA in the library sector amount to around 562,000 American dollars (USD) for the period between 1996 and 2002, corresponding to an average of 80 thousand USD a year. Together with its own funds for the sector, KEPA managed the Democratization Project funded directly by the Finnish Embassy in Maputo, in the total amount of 46,675, between 1999 and 2001.

KEPA's funding of the sector was uneven throughout the above period, both in terms of funds per year and funds per partner, as the table 2 shows.

**Table 2**

*KEPA's expenditures in the library sector, by recipient<sup>7</sup>, between 1996 and 2002 (in USD)*

Year	1996	1997	1998	1999	2000	2001	2002	Total
<b>Recipient</b>								
DWs	124,498	121,440	114,408	9,152	-	-	-	369,498
BNM	11,222	4,372	13,000	54,500	46,500	13,963	6,037	149,594
BPN	1,213	645	3,650	3,982	13,153	250	5,000	27,893
BPP	-	-	3,350	3,168	1,950	903	5,451	14,822
Total	136,933	126,457	134,408	70,802	61,603	15,116	16,488	561,807

Sources: KEPA's documents (detailed information in annex 4)

Democratization project	-	-	-	22,100	24,575	-	-	46,675
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Source: the Finnish Embassy

Around two thirds of that value (65,8%) was used for development workers assistance (two volunteers) during 33 months between 1996 and January 1999. The training activities were the second largest area of KEPA's investment, all together representing 19.1% of the total financial expenditure of KEPA in the library sector in Mozambique. Of the 107,581 US dollars spent in training activities, more than half (56,523) were used to fund the training of seven employees at CIDOC (see annex 5 for detailed information on training activities).

<sup>7</sup> The volunteer activity and the Democratization project are presented separately.

Analysis by recipient, shows that the national library received three and a half times more money than the Nampula and Cabo Delgado libraries together.<sup>8</sup> Throughout the period under evaluation, amount of funding for each partner varied somewhat, reflecting, as mentioned above, the activities supported and project management processes<sup>9</sup>.

Finally, KEPA's financial support to the sector has been conspicuously decreasing since 2001, both in absolute (total money) and relative (percentage of total KEPA's Mozambique funds) terms, as shown in table 3 (the democratic project funds are not included in this analysis).

**Table 3**

***Evolution of KEPA Mozambique expenditures in the library sector between 1996 and 2002 (in USD)***

<b>Year Expenditure</b>	<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>Total</b>
KEPA Moz (1,000 USD)	909	727	691	691	708	538	566	4830
Library activities (1,000 USD)	137	126	134	71	62	15	16	562
% library / total KEPA Moz	15.1	17.3	19.4	10.2	8.8	2.8	2.8	11.6

Sources: KEPA's documents

If the DWs' activity is removed from the analysis, the trend changes: around two thirds of the money was provided in 1999/2000 (more than half to send librarians to CIDOC), but the percentage of funds given to the sector in 2001 and 2002 were higher than in the years before 1999, as shown in table 4:

<sup>8</sup> It should be considered that part of the funds to the national library were used to improve conditions in the provincial libraries, through purchase of books, training and supervision.

<sup>9</sup> Funds from one year were carried out to the following year and sometimes micro-funding was provided by KEPA to cover periods when there was no funded project running.

**Table 4**

***Evolution of KEPA Mozambique expenditures in the library sector without the DW activity, between 1996 and 2002 (in USD)***

<b>Year</b>	<b>Funds (1,000 USD)</b>	<b>Percentage</b>
1996	12.4	6.4
1997	5.0	2.6
1998	20.0	10.6
1999	61.7	32.0
2000	61.6	32.0
2001	15.1	7.8
2002	16.5	8.6
<b>Total</b>	<b>192.6</b>	<b>100</b>

Sources: KEPA's documents

Detailed documentation on specific use of funds by activities within libraries programs was not available<sup>10</sup>. The listing of activities and partners budget proposals suggest, however, that priority was to activities directed at improving the qualification of the Mozambique library personnel, both through the technical assistance provided by the volunteers and through funding for workshops at the national, regional, provincial and local levels and professional training at CIDOC. The table in the following page lists activities funded by KEPA as well as by other Finnish agencies for the period 1996-2002.

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<sup>10</sup> Detailed data were provided after the draft report was produced, but this text is kept because the information given does not change significantly the analysis.

**Table 5**

**Activities funded by KEPA and other Finnish organizations (1996-2002)**

<b>Year</b>	<b>KEPA</b>	<b>Emmaus</b>	<b>Embassy</b>	<b>FMFS</b>
1996	Two Finnish DWs begin working in libraries in Mozambique National baseline survey of public libraries BNM director visits six provinces to advocate library interests before provincial governments Building the Nampula library shelter (opened in June 1996)	BPN director visits book fair in Maputo and buy books Workshops and exchanges among district libraries Cultural afternoon		Funds the participation of Sofala librarians in the regional course for the central provinces
1997	Two Finnish DWs Regional training of librarians – theme “changing libraries into information centers” (2 courses: Southern and Central provinces) Annual meeting of public libraries directors and updating workshop Funding for a meeting to discuss the constitution of a Librarians Association On job training in BNM and BPN In Nampula, funding for the BPN shelter; experiences with literacy for women, library exhibitions, and cultural afternoons.  Nampula 3-year program approved for funding KEPA coordinator is a member of FMFA board	Funding for BPN director and another Nampula librarian to visit Zimbabwe Books and other materials bought in Maputo, Beira and Nampula Two shelters are built in Mozambique Island and Muhala (Nampula city) Purchase of three bicycles Cultural afternoon		
1998	Two DWs last year Annual meeting of public libraries directors Training of library directors in planning and project management Discussions about the need for newspapers begin (BNM, DW and KEPA) Nampula 3-year program approved for funding Third regional course (Northern provinces) In Nampula: on job training, 2 book exhibitions (Ilha and Nacala), library supervision, among other smaller scale activities. Purchase of books for BPP and training of 21 librarians in Cabo Delgado	Establishment of the Monapo District Library Purchase of books Provincial meeting of librarians Literacy for women Children’s workshop in Muhala World Book day celebrations Best library readers (female and male) contest		

<b>Year</b>	<b>KEPA</b>	<b>Emmaus</b>	<b>Embassy</b>	<b>FMFS</b>
1999	KEPA begins funding 7 employees for training at CIDOC. Democratization project to provide newspapers to provincial libraries begins Financial support for local technical assistance to computerize BNM Purchase of 4 computers, accessories, and Internet subscription for BNM Annual meeting and updating of library directors in computer use Purchase of books for BPN and BPP Cabo Delgado starts receiving direct funding from KEPA BPP begins rewarding best readers of the year.	Training of 34 people for small libraries in Nampula Cultural afternoons Activities with women and children	Begins funding for newspapers project  BNM director visits provinces	
2000	KEPA continues funding 7 employees at the CIDOC Democratization project extended to around 20 district libraries Direct funding to Cabo Delgado interrupted (DPC fund mismanagement) Exchange visits between Nampula and Cabo Delgado Provincial meeting of librarians in Nampula	Cultural afternoon Supervision within the province Purchase of books 60% of project's funds to books Pilale visits Maputo and Beira	Extends newspapers to district libraries  BNM director visits provinces and districts	
2001	KEPA continues funding 7 public library employees Support for binding books at Pemba library Training is carried out in Cabo Delgado with 1999 project funds Democratization project to provide newspapers to libraries ends	Cultural afternoon Supervision within the province Purchase of books Pilale visits Maputo and Beira		
2002	Seven librarians graduate, 5 from the provinces. KEPA support ends BPN and BPP buy books in Maputo: 50% are on development issues BPN receives a computer and develops activities with children World Book day and book exhibitions activities in Nampula and Pemba One course in archives, 3 in library issues, and one for 32 reading clubs animators in Nampula	Funds two Nampula librarians visit to Zimbabwe book fair Purchase of books Pilale visits Maputo and Beira 2 BPN librarians visit Zimbabwe		
2003	Ad-hoc support to Nampula and Cabo Delgado while waiting for the evaluation	Support interrupted for a while – until the Foreign Affairs Ministry approval of the request	Democratization project renewed under Embassy direct management	

Source: KEPA's documentation listed in this report, data collected during fieldwork and comments to the draft report

The priority given to improving Mozambican librarians' professional capacity was in line with the need assessment carried out in 1996 and the DWs capacities. Other relevant objectives pursued with KEPA's support were the updating of the book collections, increasing the availability of books and newspapers, and new initiatives to widen and deepen the role of public libraries in society, particularly in the Nampula and Cabo Delgado provinces.

Concomitant support from different organizations created synergies and enabled libraries to develop their programs in a coordinated manner, avoiding overlapping and directing funds to activities for which funds were not anymore being provided by a particular organization. This was possible because funding was allocated to programs and not to particular activities, which happened early in the KEPA's intervention for the BNM and the BPN. In Pemba library, due to mismanagement of the first grant provided<sup>11</sup>, funds began to be allocated to very specific activities (Ex: World book day, etc) in the following years, which reduced the ability of the Pemba library to develop its own program.

Analysis of the activities supported follows.

### The development workers program

KEPA's development work objectives were, at the time of the volunteer program broadly defined in the Programme of Aims and Action (1993) as follows: improve living conditions of the poorest especially through education, health and small-scale livelihood activities, increase popular participation, strengthen the status of women and handicapped, promote environmental conservation and increase resources of local cultures and broaden the contact and bridge-building between Finland, especially Finnish NGOs, and developing countries.

KEPA posted Ms. Ritva Niskala and Ms. Kristiina Asp respectively at the BNM and the BPN, in April 1996. The objective of the KEPA library program was mainly to increase popular participation through access to information. The DWs' tasks were negotiated between KEPA and the libraries.

At the BNM, Ms. Niskala worked with counterpart Mr. António Cuna, the head of the technical and training sector, through January 1999. The actual priorities of the DW work in the BNM were the training of the library personnel in library themes. This decision was based on the needs assessment survey carried out as the first assignment of the DW. The assessment report, however, does not argue strongly the personnel training as first priority. Other very stated needs were developing the library into an "institution promoting democracy and citizen participation" for which more relevant books and subscription of newspapers were key elements and increasing the public library financing (and status?). In the national library, the modernization of the library (computerized databases), an activity the director felt very strong about, became a second priority. Another national library felt need was the establishment of a public library policy (and network).

The promotion of the role of the BNM as the normative and supervision body within the public library sector (a statutory role) became another priority for working with the BNM. This was done through national workshops with provincial library directors, supervision visits to provinces, as well as the promotion of international relations and exchange of experiences.

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<sup>11</sup> In Cabo Delgado, the provincial director of culture apparently used around 90% of KEPA's grant for other activities in the department. Part of the mismanaged funds were returned two years later, but 400 USD were still missing at the time of the evaluation.

Libraries in Mozambique were not accompanying the evolution of libraries in the world due to little attention to the sector during the first two decades of independence, the old fashion library tradition coming from the Portuguese colonial rule and language barriers. The DW was very active in promoting international contacts with relevant institutions and librarians of the Southern African Region (Botswana, South Africa), Finland and Brazil.

In 1998, the DW began addressing the need of modernizing / computerizing the national library. She introduced the Micro CDS/ISIS database program, distributed free of charge by UNESCO, trained the library staff in the use of computers and in word processing, and prepared in collaboration with the national library staff and a local library consultant, a project for the computerization of the BNM. The BNM director pursued the issue of library policy and a few documents were produced and submitted for approval, but no decision was made at the higher levels of the administration.

In Nampula, Ms. Asp worked with the BPN director, Mr. Pilale, and other staff of the library, in close collaboration with Emmaus Helsinki, between April 1996 and December 1998. The objectives of her work were: the improvement of the professional skills of the staff of the Nampula province libraries; the development of libraries as real centers of information and culture for the whole community for civic education purposes; the establishment of a network of the public libraries in the province; and the improvement of the national and international contacts within the library field.

Three large courses and eight small ones were held for public library staff and other people, such as some archivists and librarians, and teachers from other institutes and schools. The themes for the courses included the identity of the librarian and the service to the user of the library, documentation techniques like production catalogues and classification, statistics and indicators, Mozambican literature, management and accounting. Librarians at the Pemba provincial library benefited from these courses and a close relationship began and continues between libraries in these two provinces.

With the DW support and funds from KEPAs and Emmaus, ten new small libraries in primary schools, three library shelters (two in Nampula and one in Mozambique Island) and one public library in the village of Monapo were established. Later, other small funds<sup>12</sup> contributed to increase up to twenty-five the number of libraries (some of them very small) in the province, under the supervision of the Nampula Library, by the end of 1998.

New initiatives were developed to widen the role of libraries. At the time, Mozambique was going through enormous political and social changes that included a multiparty political system for the first time ever. In 1998, the first municipal elections after independence were held. The public libraries in Nampula seized the opportunity to promote cultural and social events, such as cultural afternoons, exhibitions on environmental issues, municipal elections, Mozambican and African literature and books in general. Puppet theatre for children was introduced as a new method for civic education and a literacy program with women in districts was promoted with a local NGO, the Association of Rural Women.

Analysis of the work carried out by the DWs shows its importance in starting the revitalization of the sector. The training of librarians was key to increase the professional standards of the libraries, to improve staff moral and library organization and dynamism, and

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<sup>12</sup> Additional support came from UDEBA, a Nampula education project to promote innovations in basic education, from the Danish NGO MS and Irish NGO Concern, who ran projects for libraries in schools, and from the Dutch Embassy who supported the library in Angoche.

to open up to possibilities for the library work, in particular where the DWs worked directly. Their work assisted in promoting the position of the national library within the sector and paved the way for international contacts for the Mozambican public library sector. It is clear, however, that due to the very poor start, low staff's education level and short-term intervention, the activity was not enough to institutionalize procedures and organization within libraries across the country (with the possible exception of the Nampula provincial library).

As a result of KEPA's (funded) activities library staffs feels and are increasingly been seen by other as somewhat more competent than they were a few years ago. Librarians are slowly establishing their professional identity, for which the training at CIDOC is playing an important role.

### Training at CIDOC Institute

It was clear for both the Mozambican partners and KEPA that public libraries could not live on librarians with elementary professional training. The BNM director was particularly concerned with this issue and began discussions with KEPA early in the program. During the 1980's an attempt had been made to start a training institute in Mozambique, with financial support from the Norwegian cooperation but it failed, apparently due to lack of trained staff to function as teachers. The University of Botswana came then as a possible place where Mozambican librarians could be trained at the tertiary level (it had a good experience and training program), but the costs were high and the language a serious barrier. KEPA had offered to fund the training of two people in Botswana. When CIDOC opened its doors, discussions moved into the training of a larger number of librarians at in CIDOC with the same costs and KEPA accepted the BNM proposal.

KEPA support consisted exclusively in providing funds to allow the training of seven people at the CIDOC. CIDOC was training documentation professionals<sup>13</sup> at the secondary / intermediate level in three-year courses in Maputo since 1998. In exchange for premises (they operate in the national library building) an agreement was established to provide each year five new scholarships (fees and tuition waivers) for people sent by the national library. Problems arose when the BNM wanted to send to CIDOC librarians from the provinces due to the high costs of living in Maputo. KEPA's funds enabled the training of five provincial librarians (from Cabo Delgado, Nampula, Niassa, Zambezia and Inhambane) and two from Maputo (one from the national library and another one from outside the system), between 1999 and 2002<sup>14</sup>. After this first experience, the BNM was able to secure some funding from the state budget to send nine other people from the provincial libraries to CIDOC, but there are no plans to continue this effort from 2003 onwards. The results of these efforts will be twenty one trained documentalists in the public library system nationwide<sup>15</sup>, of which twelve are women, by mid – 2005. This gives an average of less than 2 professionally qualified persons for each province, which continues to be highly insufficient for any serious development of the sector.

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<sup>13</sup> These professional can work not only in libraries but also in other sectors dealing with documents and are designated by documentalists.

<sup>14</sup> It was not possible to clarify why KEPA funds were used to finance the training of residents in Maputo.

<sup>15</sup> This figure includes 14 from the provincial libraries (5 funded by KEPA and 9 by the state budget), and 8 from Maputo, two of which funded by KEPA. However, one candidate from Tete has died while still at CIDOC.

## Other activities

Program funding for the BNM and BPN was used to: train staff and people from other public libraries and institutions in library issues and computers (in the national library); for visits to and supervision of public libraries; to buy books to increase and update the books collection; to organize librarians meetings at the national and provincial level, and to run a few cultural events, such as book exhibitions and cultural afternoons among others. The choice of activities was in line with the public library needs assessed by the national survey in 1996. The activities supported were part of the libraries programs of action and were important to improve the library's performance and to make them more visible to the public and to government. However, the dispersion of activities to a large number of small libraries and the low frequency of events in a particular place have reduced the impact of the activities, particularly after the DW left.

Finally, KEPA managed between 1999 and 2001 (extended to 2002), the Democratization project. Its objectives were to support the ongoing democratization process in Mozambique through increasing civil society access to information. The project consisted in the subscription and distribution of a variable number of newspapers, magazines and the government gazette to provincial and district libraries. The total number of subscriptions was 310 of which 254 were newspapers and magazines, and 25 government gazettes. The distribution varied a lot between provinces and Nampula received almost half of the subscriptions<sup>16</sup>, as shown in table 6.

**Table 6**  
***Democratization project activities by province, in 2000/1***

<b>Provinces and the capital city</b>	<b>Number of libraries included</b>	<b>Number of total subscriptions</b>
Cabo Delgado	3	20
Nampula	18	149
Niassa	3	22
Zambezia	0	0
Tete	3	23
Manica	3	33
Sofala	2	14
Inhambane	5	32
Gaza	1	7
Maputo	0?	0?
Maputo City	1	10
Total	39	310

Sources: KEPA's documents

The responsibility for the subscriptions was centralized at the BNM. During the first phase (1999-2000) only provincial libraries benefited from the project, but in the second phase (2000-2001) thirty-one selected district libraries were included on the basis of established indicators. Zambezia province, the second largest populated in the country and one of the least developed was absent from the program, because there was no functioning provincial public library then. The project was designed as a collaborative effort between the BNM and KEPA, and was funded by the Finnish Embassy democracy fund. KEPA administrated and monitored the project and the final report was submitted only in early 2003. This delay explains why some public libraries did not subscribe and received newspapers during part of 2002. Total use of funds during the period 1999-2001 was 46,675USD.

<sup>16</sup> This situation apparently changed when the project became directly managed by the Embassy.

### 3.2 Other Finnish support

There has been only two other Finnish NGOs supporting libraries in Mozambique, the FMFA and Emmaus Helsinki. The FMFA supported the Sofala public libraries during the first part of the 1990's, while Emmaus Helsinki started working with the Nampula network of public libraries early in the same decade, but provided most support during the second half of the 1990's (more detailed information in the annex 6). The following table shows funding provided by those NGOs to the library sector in Mozambique, between 1996 and 2002.

**Table 7**  
**FMFA and Emmaus Helsinki Support to the library sector, between 1996 and 2002 (in USD)**

Organization	Year	1996	1997	1998	1999	2000	2001	2002	Total
Emmaus		21,540	15,500	24,111	19,563	16,972	14,831	20,828	133,345
FMFA			2,730						2,730
Total		21,540	18,230	24,111	19,563	16,972	14,831	20,828	136,08

Sources: KEPA and Emmaus Helsinki documents

Comparison between tables 3 and 7, show that the Emmaus Helsinki funds represented a large proportion of the support provided to the Nampula network of public libraries, more than four fifths, if the DW support is not included. The FMFA support was exclusively for a specific activity in 1997.

Synergies between KEPA's and Emmaus Helsinki support were developed in Nampula province. Activities initiated with support of KEPA's DW, such as activities with women continued with funds from Emmaus; other activities initiated with Emmaus Helsinki grants, such as the subscription of newspapers, were later funded under the democratization project, leaving the more flexible Emmaus Helsinki funding for other activities. Sometimes, unforeseen needs arose when implementing an activity for which funds were not planned – the library used the other source of funding as a complement. This has been quite positive in terms of results but it should require transparent mechanisms for financial accountability. It was not possible to verify (nor was the objective of the evaluation) if both organizations looked at this when supervising their own projects.

Perceptions of collaboration between KEPA and Emmaus Helsinki for the Nampula program vary. The Mozambican part has a very positive view of the role of KEPA in this triangle. The Nampula library director sees KEPA playing a role in communications with Emmaus. He uses KEPA to send information and get news from Emmaus. Distance and costs, as well as culture, make easier for partners to discuss programs and problems with KEPA, especially with the local program officers.

Emmaus Helsinki on the other hand, assess the cooperation as satisfactory and it is particularly satisfied with the cooperation during the DW period. But it adds that they would like to know more about what KEPA is doing in Mozambique (for instances, the training in project planning). The sensitivity of working within this triangle is shown by the Nampula DW words "I worked under the pressure of a triangle consisting of KEPA, the Nampula library and Emmaus. Sometimes it was difficult to coordinate the interests of these three organizations".

On the whole, the Finnish support to the public library sector between 1996 and 2002 added to around 745,000 dollars.

**Table 8**  
**Total Finnish Support to the Library Sector, between 1996 and 2002 (in 1,000 USD)**

Year Organization	1996	1997	1998	1999	2000	2001	2002	Total
Kepa	136,933	126,457	134,408	70,802	61,603	15,116	16,488	561,807
KEPA w/ Newsp	136,933	126,457	134,408	92,902	86,178	15,116	16,488	608,482
Other FNGOs	21,540	18,230	24,111	19,563	16,972	14,831	20,828	136,075
Total	158,473	144,687	158,519	112,465	103,150	29,947	37,316	744,557

### 3.3 Previous evaluations

An external evaluation of KEPA's activities in the library sector in Nampula and Cabo Delgado was carried out by Ms. Inger Backsbacka during the first semester of 2000, and many of her observations continue to be valid today for the Nampula network as well as for others. The evaluation of the Nampula public library network found out that many of the province libraries were addressing in a satisfactory way some basic community needs, namely, educative books for students and current information on relevant issues in the country. The book collections were small and lacked community and local information and materials written in the local language. The library network was, however, far from being an information center. They had important gaps regarding materials, lack of attractive books and no lists of materials to ease the staff's task of retrieving information. Information to the public about available materials was insufficient in general. Most library users were male students and little serious efforts had been made to bring women and children to libraries

Efforts made to secure more funding from the government produced no results – as at the beginning of the cooperation program, funds from government paid only salaries of personnel and basic running costs of the premises. Cooperation between libraries was insufficient and each library did not know the resources available in the others. In districts some libraries did not open everyday. Supervision visits were nor performing its function and provided little support to the development of the district libraries.

The evaluation affirmed the high dependency on international / donors support of the public libraries and suggested that decentralization to municipalities might provide better opportunities for funding. The report assessed most library staff as dedicated and with some basic training in library field, but raised concerns about too much emphasis during training in technical routines instead of other aspects. Other important aspects in need of attention were information retrieval skills, encouraging the use of the available resources, and conducting needs assessment of libraries services. The report concluded that professional training of librarians was fundamental for the sustainability of the public libraries.

The Democratization Project was object of an internal review by KEPA at the end of its mandate.

The assessment concluded that the project was pertinent and responded to society needs for relevant information. The report stated that newspapers had increased attendance to public libraries. There was, however, room for improvement, in particular at the level of management. Only 62% of the funds for subscriptions to district libraries and 79% of those to provincial libraries had been used. There were delays in the subscription and provision of newspapers to district libraries, provision was irregular for a number of newspapers and

districts, its availability in libraries was little advertised. Criteria for selection of libraries needed adjustment. The report voiced suggestions of decentralization of the project management to the provincial libraries.

## 4. The Mozambican context

This chapter provides a general overview of the public library sector in Mozambique. The objective is to put into context the KEPA's intervention in the sector. Part of the information and analysis are based on verbal communications because written data were not always available. There are two main sources of statistical information for the library sector, the national and provincial libraries, and the National Institute of Statistics. However, quality of statistical data, in particular for the district libraries and some provincial libraries is problematic. The public library information system needs to be improved in order to provide reliable data.

The presentation starts with a brief historical background of the public library sector followed by the analysis of the present situation of the public library sector, looking at the institutional arrangements and status of the libraries, the government programs and commitments, and the sector's finances and staffing. The libraries' public, the concepts and values behind the activity, the relevant actors and their roles, and challenges and opportunities are also presented and analyzed to complete the public library picture.

### 4.1 *Historical background*

The development of the library sector in Mozambique knew little advances throughout the first part of the 1900's. The public library in the Island of Mozambique was founded during this period, around the thirties. The national library began functioning in 1967, only eight years before the country's independence. Its "raison d'être" then was to provide books to the public for study, advice, and research purposes, as well as to act as a cultural center for Portuguese culture dissemination. Legal deposit legislation required that all materials published in Mozambique had to be deposited in the national library.

According to the national library, there were around 145 libraries in Mozambique in 1972, founded by diverse initiatives, from government to municipalities, schools and other specialized institutions. At that time, the national library was performing mostly its first function and had no professionally qualified librarian among its staff<sup>17</sup>. The library sector development was in line with the Portuguese colonial political system that had invested, during most of its ruling of Mozambique, very little efforts in the education of citizens. No institutional training of librarians nor any professional association or journal existed in the country when Mozambique became independent (1975)<sup>18</sup>.

The situation of libraries did not improve during the first two decades of independence. Libraries were nationalized and integrated in the Ministry of Education and Culture in 1975. In this process, a number of them lost their premises. Within the Ministry of Education, libraries were put under the responsibility of the directorate of culture, which became later a state secretary. The Cultural sector had separated from Education and became a government ministry by mid-1980's, but ten years later it was reorganized again to include also the youth and sports areas.

<sup>17</sup> There was one or two "catalogadores", but the attribution of this title was based on the level of general education and not on professional qualification.

<sup>18</sup> In Portugal, the University of Coimbra was offering a degree in librarianship by the middle of 1900's. Training in the field at the university level started in Lisbon in 1972. There was an association of librarians and a professional journal, the *Cadernos de Biblioteconomia, Arquivística e Documentação* (source: Wanda do Amaral, FBLP).

Little is written about libraries during this period. A study was carried out by Wenke Adam in 1989 (Libraries and Documentation Services in Mozambique) with funds from the Norwegian cooperation agency, but the report was not published.

## 4.2 *The present situation*

### Institutional arrangements

In the present framework, public libraries are under the responsibility of Ministry of Culture<sup>19</sup>, through its National Directorate of Cultural Patrimony<sup>20</sup>. The ministry responsibility is “to coordinate and technically and methodologically guide the activity of the public libraries in the country” (p. 212). This organizational structure is reproduced at the provincial and district levels, though within less complex organizational settings. At the district level, one or two people are responsible for all government intervention in the cultural area. In fact, in each of the six districts visited for the evaluation, there was only one person in the culture sector, and the director of culture was simultaneously the library director.

The national library is the only legally established public library in the country<sup>21</sup>. It was legally established in 1961 but worked without statutes for more than thirty-years, until these were published in 1992. The statutes establish that the BNM aim is “to ensure the purchase, conservation, management and making available the patrimony of documents produced in Mozambique, regarding Mozambique and of interest to Mozambique”. The Ministerial diploma 103/92 establishes that the national library attributions are the supervision of the National Service of Libraries, the regulation and technical support to public libraries, the training of librarians, among others.

The present scope of intervention of the BNM (goals and attributions) is more restrictive than the one defined by the 1961 legislation. Its reduces its role in the arena of democratization and civic education. Additionally, the establishment of the CIDOC in 1998 as the training institution for librarians in Mozambique removed, in practical terms, the training role from the BNM. On the whole, the definition of government, other institutions and civil society responsibilities and roles in the library sector are not clear. There is no representation of civil society in the guiding of the national library’s work.

Frequent changes in the institutional arrangements of libraries may have had a negative impact in the sector’s development. The country does not have yet a public library policy or a strategic plan for the development of the sector. Libraries have always received little attention no matter what the structural arrangements were.

### Status of the public library

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<sup>19</sup> Other institutions under the responsibility of the Ministry of Culture are the Archives of the Cultural Patrimony (ARPAC), the National Institute of Book and Disc (INLD), several museums, and the National Schools of Music, Dance and Visual Arts, as well as the Culture Houses.

<sup>20</sup> Ministerial Diploma 171/2000, dated December 6, 2000, published in the Boletim da República Nr. 49, serie I.

<sup>21</sup> It was not possible to verify whether the municipal libraries established during the colonial period have a legal basis in the municipal legislation.

The status of the public libraries in society has always been very low in Mozambique. A number of reasons explain that. Levels of illiteracy above 50% countrywide, reaching more than 90% among rural women in the northern provinces, little availability of documents written in the local languages, the use of a foreign (to the people) language in most communication, including in schoolwork, little tradition of writing and managing documents, make libraries a strange and uninteresting place for most people. Today's libraries are far away from providing useful services to most citizens (exception for students), thus not eliciting interest and support from the public.

Knowledge about the sector is poor. Library users do know little about how the institution is managed, how and where it gets the books from, and what its problems are. The evaluation found out that not enough is done in most libraries to inform the public about what they can find in the libraries, including the availability of newspapers. Only in Nampula and Pemba cities, public libraries use the local radio to advertise about activities and arrival of materials.

An anonymous reader was interviewed when reading the 2<sup>nd</sup> volume of the Ki Zerbo book on Africa history in a provincial library. He shared the book with another person who also needed to consult that book, and complained about the library not having the 1<sup>st</sup> volume. He has been attending the library for the past two years, usually to read on History and Philosophy. Broadly, he knew when new books arrived, but nothing about how the library gets the books and how it is financed.

Being a magistrate he would like to have law materials, in particular the codes of law and the government gazette, but never found any of that. He emphasized the importance of making available to the public the basic laws for the people to know and protect their own rights. He listed what he thought were the essential law materials to have in a public library.

The evaluator talked with the library director immediately after and realized that there were more than 6 or 7 volumes of codes of law in another room, including those recommended by the magistrate, waiting to be processed. These books had arrived in the library a few months earlier, but there is only one person who can process technically the books.

Users do not get adequate information about what is available because updated lists of books are not available and the file organization is insufficient. The users access to books other than schoolbooks depends heavily on the staff's memory. In Nampula, due to inadequate premises, most books are in boxes and not immediately available. In general, lack of appropriate premises and fear of theft stimulated barriers that prevent the public direct access to the books.

Awareness of the role of libraries and information about the situation of libraries in Mozambique is weak also among government officials. The 1996 survey was the first in more than two decades, but due to the instability of the sector (libraries may close down at any moment) the information is already outdated. A more updated version of the library sector functioning will become public late this year, when the report of survey was carried out by the FBLP in 2002 is published.

The physical existence of libraries is often dependent on individuals (government or public officers) who may decide to maintain or close down a library.

Two library shelters in Nampula city were closed down in 2000 when the newly appointed administrative posts chiefs decided to charge fees to the provincial library for the use of the premises and payment of the guards.

In schools, libraries are very dependent on available classroom space, which is usually very scarce. In a number of cases, school libraries close down to provide one more classroom for students. However, in more rare cases, the school director was able to secure the physical space of the library in spite of the pressure to open more classrooms.

The BPPemba was closed down in 1987<sup>22</sup> when its premises were taken for other activity and the BPInhambane moved from premises four times in 14 years. Library premises are also used to expand government services – the library of Morrumbene’s room is now used by two district government officers, one of them the director of culture.

The library staff’s educational and professional levels are other factors that explain the poor status of the library sector. In general, the educational level of the library personnel has been quite low even for Mozambique standards<sup>23</sup>. The results of these levels of education are twofold: it makes it more difficult to improve library performance and it conditions the salary levels of the personnel. In Mozambique salaries are highly tied to degree of education and formal education is key to career development.

The low level of professional training is another aspect of the problem. There has been some training in library issues for the library personnel through short courses, workshops, visits, etc, but no long-term training of the staff had been carried out before 1998. Certified training programs are important to improve the status of a profession and today’s existence of fifty-seven recognized professionals trained at CIDOC may play a role in increasing the status of the libraries in the near future.

Finally, there is no tradition of advocacy in public sector management and libraries did very little in general to advocate for a more prominent role in society.

### Government programs and commitments

The government plans for the library sector were, between 1995 and 1999, “the establishment, the re-habilitation and the equipment of libraries... to ensure the intellectual, cultural and artistic development of Mozambicans”. For the present period (2000-2004) the objectives are still more vague<sup>24</sup>. “to support the development of institutions that promote cultural activities such as ... libraries....” as well as “to establish forms to access books for the development of

<sup>22</sup> The BPP received a new building eight years later (1995) but it took two years to rehabilitate it and it took two more years to get enough personnel and train it to open it to the public. The library was opened in May 1999, twelve years after being closed down.

<sup>23</sup> See finances and staffing in this section for data.

<sup>24</sup> The Republic Assembly Resolution 4/2000, published in the BR Nr. 12, Supplement, dated March 22, 2000.

human capital” (p.11). These objectives seem to not have been translated into quantifiable results to guide the activities of the sector, with one exception: the goal to reach one million readers within the public library sector in the whole country by 2004. The figures for 2002 suggest that the public libraries will not be able to reach that goal that was, in the opinion of the evaluator, very ambitious for the resources made available to the sector.

A constraint to the development of the sector is the absence of a library policy and development strategy and an insufficient legal framework. The Ministry of Culture is preparing a policy to work in the area of books (production, dissemination) but there are no explicit intentions to move on to a library policy in the short term. Except for the interest shown by the BNM director in getting KEPA support to develop a policy in late 1990’s, policy and strategy seem to be far from the concern of the library sector. Scarcity of qualified professionals and consequent little expertise in the field may explain the insufficient attention policy issues have received during these years.

Nevertheless, the picture of the government commitment to public libraries is not a linear one. Together with apparent lack of interest in allocating more resources directly to the sector, particularly at the central level, the Mozambican government has succeeded in creating the FBLP, a public institution directly subordinated to the Council of Ministers. The FBLP receives part of its funding from the state budget and observes the legislation that regulates the public service in Mozambique. The fund aims are the promotion of the production, the use and the dissemination of materials in the Portuguese language, as well as research and training in the field of documentation. It affirms its commitment to the development of the public library network. The FBLP is entitled to establish subsidiary institution for the pursuit of its goals, the first of which was CIDOC.

Also, at the provincial and district levels, a number of initiatives show some government commitment to the public library development. In Niassa and Cabo Delgado the provincial government has provided investment funds for the rehabilitation of library facilities. In Gaza, Zambezia and Sofala small funds (total 2,600 USD) for the purchase of books were allocated after the visit of the BNM director in 1996 and 1997. However, the Zambezia provincial library was later closed down due to very poor conditions of the building<sup>25</sup>. In Monapo, the district director of culture planned and is implementing the development of a cultural center, with specific spaces for the public library and for activities with children, using funds from an international agency. In Mogovolas, the district administration built an annex with a room destined to be a library with local state funds.

## Finances and staffing

Little state funding and human resources are allocated, in general, to the Ministry of Culture. Libraries within the sector do not seem to be a priority: the national library received from state budget around 24,000 USD in 1997 and less than 19,000 USD in 1999 to function and carry out activities<sup>26</sup> for the whole year. In the three provinces visited, the provincial library does not manage any public budget. Library personnel salaries are paid directly by the

<sup>25</sup> It re-opened in February 2003, after rehabilitation with funds from several sources, including the Embassy of Finland.

<sup>26</sup> The evaluator did not have access to more recent figures, but there is no reason to think that budget is increasing significantly. In 1997 there was a total of 54,000 USD for the BNM, including around 30,000 for salaries. Salaries in the sector are in general very low due to low education level. As an example, the monthly salary of a provincial library director interviewed was 38 USD: A medium size book of Mozambican literature may cost 10-12 USD.

provincial directorate of culture and every time it needs stationary, cleaning materials or anything else it has to write down a request that can or can not receive a positive answer from the Culture Directorate, depending on funds and priorities. Lack of clearly defined objectives and of a medium - or long – term development plan hampers library ability to promote the development of the sector and raise additional funds.

Levels of staff education have been generally low though they have been improving in recent years, mainly due to personnel's initiatives. In the national library, in Maputo, 10 out of 14 employees had six or less classes of school education and no one had completed university studies in 1996. In the provinces the situation could have been worse (no information was available) because access to secondary education was still more difficult. This is changing gradually. At the time of the evaluation, among seventeen employees in the BNM, two have completed university degrees, another one was enrolled in upper level education, and four had the secondary education level. In Cabo Delgado, the changes are more visible: all the four people that perform library duties in the province graduated at least from the 10<sup>th</sup> class.

The professionalization of library staff has been a concern during these two past decades. There were a number of initiatives to promote better training of the library staff. Two large courses were carried late in 1970's and in 1982 to train library assistants and a number of other shorter courses in the 1980's. KEPA's support provided the necessary expertise to carry out a relatively large number of training activities during the last part of the 1990's. The opening of CIDOC started a more structured and sustainable approach to library training. By the time of the evaluation, nine people (5 women) in the public library sector had graduated and it was expected that this number would grow to twenty-one (12 women) by mid – 2005. Training at tertiary level for the public library sector has been neglected, though around 16 librarians working in other libraries, particularly in the Eduardo Mondlane University (UEM), had been trained mostly in Brazil, but also in Botswana and Spain.

### 4.3 *The libraries' public*

The number of citizens using the public library system has been increasing but, overall, libraries still serve a small number of people. The statistics show the following picture in the libraries visited by the evaluator:

**Table 9**

***Total number of users and percentage of women In selected public libraries, between 1996 and 2002***

Libraries	Year						
	1996	1997	1998	1999	2000	2001	2002
BNMoçambique	38.617	35.967	36.695	33.313	33.696	36.162	38.958
% women	19	?	22.8	24.1	23.8	25.2	27.0
BPNampula	42.324	50.602	63.619	145.415	58.394	56.336	60.547
% women			16.5	19.3	13.4	18.3	25.7
BPAngoche	8.120	9.460	15.350	12.370	10.279	16.525	10.665
% women			5.0	8.5	7.2	10.0	8.1
BPIilha	18.409	18.101	17.560	15.220	8.118	6.765	6.117
% women			11.0	9.3	7.6	9.5	10.0
BPMonapo	-	-	11.217	13.560	13.615	16.204	7.182
% women			6.0	7.4	9.5	10.2	8.0
BPNacala	6.215	5.123	14.275	10.595	6.050	13.735	2.459
% women			12.0	9.4	34.5	24.0	19.8

BPPemba % women	-	-	-	4.502 19.8	59.603 17.9	22.272( *) 29	4.601 19.2
BPMocímboa % women				644 23.8	19.097 20.1	8.181 40.5	1.835 12.5
BPMontepuez % women	-	-	-	?	19.990 34.1	16.875 37.3	?
BPInhambane % women			4.103 25.1	17.261 10.0	20.045 15.7	22.787 16.3	20.880 19.4
BP Jangamo % women	-	-	-		2.030 20.8	1.080 21.5	695 16.1
BP Morrumbene % women					3.537 15.5	46 32.6	N/a

Sources: District and provincial libraries data were provided by the provincial public library, except for data presented in italic, which was provided by the national library. The national library data were provided by BNM.

(\*) This figure includes total readers in all libraries in the Pemba and not only those from the public library

Note: the Library of Monapo started in 1998 and Montepuez and Pemba's Public Libraries opened 1999.

Statistical data needs to be analyzed cautiously<sup>27</sup>, but it suggests that:

#### *In the national and provincial libraries*

- Use overtime has not increased consistently for any library in the table
- Subscription of newspaper's impact in library use is not clear from these statistics, though the evaluator observed a relatively large proportion of the library public reading newspapers in the BPN (much less in the other libraries)
- Women are less than one in five users, with the exception of the BNM<sup>28</sup>
- There has not been a significant increase in participation of women
- There are wide differences among number of users in libraries of the same level: Nampula serves 13 times more clients than Cabo Delgado<sup>29</sup>. This variation is not related to physical conditions of the libraries: Nampula has the worst physical conditions to attend citizens (the room is a shelter built with support from KEPA)
- There may be a relation between use of the library and book stocks plus number of personnel. Maputo and Nampula have the highest number of books (Nampula around 55,000) and their staffs (respectively 17 and 7) outnumber those in Cabo Delgado (3) and Inhambane (4) libraries.
- Number of secondary schools and students enrolled in this level may influence the public library use.

#### *In the district libraries*

<sup>27</sup> The problem with statistics is not particular to the public library system. In fact, in most departments, reliable statistics are rare and making sense of statistics in general is a serious problem.

<sup>28</sup> Proportion of women among users in the table (year 2002) are consistent with the evaluator's observation, except for the Nampula library, where the proportion of women was always around or less than 1/5. The increase of women between in the last year is not justified either by the previous pattern nor by characteristics of the work, personnel and collection of books

<sup>29</sup> Observation carried out in Pemba library suggest that the figures for 2002 are a low estimate of the present use of the library.

- Wide differences from one year to another and observation of the district's libraries raise doubts about the quality of data. It is possible, however, that wide changes are due to closing down of the libraries for periods of time (Ilha de Moçambique had been closed since mid 2002 and Jangamo was closed from September 2002 to May 2003). Higher than average percentage of women in some libraries may be explained by the fact that those are, in fact, school libraries and that students are required by teachers to do library work. However, direct observation in Montepuez library (a school library in reality) showed a very low number of girls, which was confirmed by the registration book and by the librarian.
- Most users of public libraries are students (probably around 80% of the total number of users) and many of them attend the secondary school. These are mostly young men. Public libraries are thus catering for an urban and privileged (within the Mozambican context) minority.

*Interviews with students elicit the following reasons to visit public libraries:*

- the schools do not have the required books or these are not enough in quantity for the students
- the teachers send students to research other books on the same issue, very frequently books from the Portuguese school system
- the students have no other space to study and come to the library, on their own or in groups (particularly girl students), to have a quiet place to study and do homework

The students go to the library looking for a particular book. If they do not find it, they may get some help from the librarians in Nampula and Cabo Delgado, through suggestions about where to look for the information they need. This could be another book, very frequently specialized dictionaries or encyclopedias when these exist, or another library, particularly in the city of Nampula where there are a network of twelve libraries many of them catering for students. The public library staff in Nampula has some general knowledge about other resources in the city.

Very rarely students ask for another type of books<sup>30</sup>. For many, going to the library is an obligation. The evaluator did not see any occasion when librarians suggested to students reading materials that were not schoolwork related.

Direct questioning about if they would like to have romances in the library and what type of romances, led to reactions of uneasiness. Among young people, and not only, books are seen as a serious business and romances did not seem serious enough.

After some efforts, suggestions about different types of materials users would like to see in public libraries were: romances, specially love romances; books with images, cartoons; women magazines (Maria, Women's Forum Magazine); mystery and adventure books; books who teach about life, cooking books, but also, Mozambican, Angolan and Brazilian literature (among university students) and information about legal issues: women's rights (requested by women in Monapo), children rights (in the secondary school of Ilha), information about health, etc.

<sup>30</sup> An exception was the Pemba library, where "bandas desenhadas" (cartoons) are frequently used by young readers and are easily accessible.

#### 4.4 *Concepts and values*

The picture of the concepts of and the values behind public library is a mixed one. The more traditional concept of library is the basis of the current legislative framework and government program – libraries are passive institutions, where determined types of books are kept for the individual development of Mozambicans. The role of libraries regarding the majority of citizens, those illiterates, and the development of a democratic society is not acknowledged. The concept of library as an instrument to promote free and wide access to information relevant to citizenry, in a context where books are very expensive and rare<sup>31</sup>, is absent in law and regulations and in government programs. When libraries are seen as a means to increase access to information, the concept emphasizes access to educational books to improve education standards.

Views about the role of public libraries among those who work in the system are ambiguous. In the BNM, and in the provinces of Nampula and Cabo Delgado, most of those who work in the library sector agree that libraries need to be information centers who provide relevant services to the community. In Nampula and to some extent in Cabo Delgado, librarians that participated in cultural events such as exhibitions, literacy programs with women, activities with children, lectures on Mozambican literature, etc, do value those experiences, in particular when they work directly with the public. In Inhambane the vision of a public library is somewhat more restrictive and lack of experience of other type of library activities may render the concept of information center a little vague.

However, at the behavioral level, librarians tend to act in a conservative way. Most library work still falls within the traditional role of libraries. Technical issues receive higher priority than the more “political” ones, such as targeting wider audiences, reaching the less privileged, etc. Public libraries in the provinces receiving Finnish support could have continued to develop the experiences initiated with the DWs, if priority had been given to those issues. The evaluation has not found libraries getting involved in adult literacy programs, when there is now a large government effort in this area. Adult literacy could provide an entry point for district libraries to develop a significant activity in relevant areas of the fight against poverty and the democratization processes.

The choices of books show the library’s view of its own work. In spite of the criticism raised by the evaluation in 2000, the library of Nampula seems not to have improved its selection of books and magazines to address the needs of less literate people, in particular women, or improved the users access to information about what is available in the library. As far as it was possible to see (many books are in boxes due to lack of space) there are no modern romances, no magazines for women and not enough books with images. Also, what is exhibited to the public is exactly what they do not need to see in order to request (schoolbooks) - what need to be shown are the less known books.

Also, locally produced materials and materials of interest for everyday life management such as booklets about health, environment, education of children, etc. are not being collected and made available to the public. Nor it is basic information about the province: government and

<sup>31</sup> Rareness of books outside Maputo is evident when one considers that there is no commercial bookstore in Cabo Delgado province and the first in Nampula province is just starting, pushed by the needs of university students, now that there are 3 higher level education institutions in the Nampula city.

organizations programs, statistics, the province strategic plan<sup>32</sup>, etc. materials that would rend the library useful for those who work in the province.

Lack of stimulation to continue innovations may be a very strong factor in maintaining the status quo. There is neither pressure from the authorities or from the public. The majority of society continues to view libraries role as exclusively supporting the education system. Access to education is a key concern of citizens because formal education influences heavily access to jobs and modern society as well as the standards of living in Mozambique. At the same time, the educational system is quite poor and schoolbooks are relatively expensive especially for the secondary level. Thus, for many, public libraries become an instrument to facilitate access to education. I

In recent years, the subscription of newspapers is beginning to attract other groups of citizens to public libraries. Subscription of newspapers is in general very appreciated both by the library managers and the public, because access to those is difficult for most citizens (they are rare and expensive<sup>33</sup>). In the provincial libraries visited, between one third and one fifth of the library users were reading newspapers. Some of these were older students that had finished their schoolwork and used the available time to look into the newspapers, but others had come specifically to read newspapers. This progress is, however, overshadowed by the fact that the newspaper's public is all male.

On the whole, only relatively small proportions of those who attend public libraries nowadays seem to become more interested in getting more information. Most go to libraries because they are required to do so and the services provided are not enough for them to look at libraries as interesting places. As one student said very bluntly: "I am not interested in other books. It is enough to come here during school time and then I do not have time to read other things. (About reading other types of book when on vacations) I do not think that coming to a library is the way I want to spend my holidays - it would be like being in classes." The situation is worse regarding women. There are no significant activities to promote more interest in libraries among women and girls, even when there is awareness about the problem. In some cases the librarian have ideas how to go about it, but they are not pursued. The following example shows it: a librarian stated that "the place of women is at home according to society norms ... (that is why)... we ought to take the books to women (and to do this) we need mobile libraries (boxes) and transportation to go regularly to neighborhoods". But the issue is not pursued: there is no money or means to do this and no one writes proposals to get additional resources for this.

The present characteristics of the public libraries public raise a critical issue: the increasingly higher numbers of public library users do not necessarily mean that libraries are contributing in a more relevant way to the democratization of the society. There is a risk that too much emphasis in increasing the number of library users might lead to libraries look for ways to draw more students by purchasing educational materials. When thinking strategically about their future, public libraries will have to question whether they are using the needs for schoolbooks as a subterfuge to avoid addressing their role in society, as defined by the UNESCO manifest<sup>34</sup>.

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<sup>32</sup> In Pemba, the library had a copy of the province strategic plan.

<sup>33</sup> A weekly newspaper costs 63 USD cents while the largest daily newspaper costs 42 cents a piece. In both cases the newspapers have on average 32 tabloid format pages.

<sup>34</sup> The UNESCO Manifest on Public Libraries was elaborated with the collaboration of the IFLA in 1994. It states the position of UNESCO regarding the role of the public library in society as an agent of educational, cultural and information development, as well as of peace and spiritual well being of

#### **4.5 Relevant actors and their roles**

There are a number of actors intervening in the public library sector, besides the public libraries, the Ministry of Culture and the Finnish cooperation (KEPA, Emmaus Helsinki and the Embassy), namely:

- Other libraries, in particular school libraries (here included the several types of educational institutions), university libraries (separated from the first group because their libraries are generally more developed and more comprehensive), NGO´ and other types of civil society organizations libraries
- Foundations, International NGOs, cooperation agencies
- Portuguese Language Bibliographic Fund
- Institutions for training and research in the field of documentation
- Municipalities

#### **School libraries**

In recent years more attention has been given to the establishment of small libraries in schools, by the government. At the level of basic education, libraries are often organized to serve a variable number of small schools (1<sup>st</sup> to 5<sup>th</sup> classes) and they address mainly the teachers needs of updated materials for the preparation of classes. School libraries are becoming more common in the schools offering complete basic education studies (1<sup>st</sup> to 7<sup>th</sup> class) and in schools that offer the second cycle of the basic education ( 6<sup>th</sup> - 7<sup>th</sup> class). Provision of books to these libraries is the responsibility of the Ministry of Education. The government counts on the collaboration of a number of other actors to establish libraries in the basic education system. Usually, those actors are international and Mozambican organizations working in the education and related fields. At this level, libraries are very simple and small, and rarely open everyday to their public.

Secondary schools and other educational institutions as professional training institutions, including the teachers training institutes, are required by government to have libraries, though not all have. These are also limited to the schoolbooks and observation showed that the number and variety of books are usually insufficient for the students. Due to costs and poor availability it is common throughout the country that students do not buy the required books and need to access those in libraries. The provision of books in these education facilities depends on projects, usually specialized projects based on subject (ex: the teaching of the English language). Reference materials are scarce and sometimes do not exist. In the teachers training Center of Montepuez very basic materials were absent: literature in pedagogy and psychology, Mozambican and general literature, etc. Private and community schools do not receive government support for books.

Linkages between school libraries and the public ones are of different type. Frequently, particularly in the provinces, public libraries are requested to provide training and sometimes assistance in the organizations of school libraries. One problem is that trained people, often teachers are transferred to other places and the public library needs to train another person in the same school. In some cases, particularly in Nampula, school libraries were initiated by the provincial library with a box of books offered to the school. The Education recognizes the role of the public library in raising awareness about the importance of libraries to school

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men and women. It urges governments to commit to and support public libraries. The document (3,5 pages in Portuguese) defines general principles regarding the public library mission, its funding, legislation and networking, as well as its management and functioning.

education. Agreement between the two sectors has led to the establishment of public libraries in schools premises in some provinces. The observation and other reports suggest that this arrangement does not work well – access to public libraries located in schools is difficult for the majority of people, due to a number of factors, including limited working hours, public perceptions of schools, etc.

After long decades of stagnation, the number of higher education institutions is growing up steadily throughout the country. Most institutions were recently established and their libraries are still small and serving mostly the needs of the students. The Eduardo Mondlane University (UEM) in Maputo, the first to be established (early 1960's), has the largest network of libraries (22), the most qualified staff (13% educated at the university level) and a computerized database of 185,000 titles. In general, higher education libraries have more potential than other school libraries to play a role in providing information to citizens that enable their exercise of democratic rights and their active role in society. Their collections of books are usually more relevant to civic education in content, but limitations are that those books require a good level of education and the libraries are frequently difficult to access and a few are not public. They can nevertheless provide resources for the public libraries in terms of lecturers, production of materials, analysis of issues, etc. There is some potential for collaboration between these libraries and the public libraries.

Another developments are initiatives by NGOs and other civil society organizations, including churches, to establish both resource centers and community libraries. Resource centers are usually issue-based, meaning that a NGO may organize a collection of materials on a subject that is related to the organization's mission. The most common type are the collections of materials put together by NGO fora (ex: Link, Forum Mulher) or umbrella organizations (ex: MONASO), but there are also collections around Child education (ex: CFD), AIDS, etc. These centers are more frequent in Maputo but they are little known outside the organization. Faith based organizations are starting to establish community centers libraries (ex: Centro Comunitário de Santa Cruz) to address the educational needs of the community.

A number of organizations, national and international, governmental and non-governmental are providing support to libraries, in particular but not exclusively, school libraries. Most of this support is small scale, short-timed, non-specialized, geographically limited and do not cover infrastructure development. This type of support is often linked to programs with broader objectives, such as development of a sector or geographically based development programs. Strangely, no support coming from other countries library specialized agencies was found out during the evaluation.

In Nampula province, school libraries in Memba and Nacaroa have received support from the Danish NGO MS and from the UDEBA project (Basic Education Development Unit), as well as from Irish NGO Concern in the city in Nampula. The Mozambican NGO Child Family and Development (CFD) provided its own produced children books and other materials to small community libraries for adult education in two other districts (Meconta and Monapo) and the Angoche public library received support from the Netherlands Embassy.

In Cabo Delgado, the Mozambican NGO Progresso supported the production of more appropriate books for the learning of the Portuguese language and children books for school libraries, another Mozambican organization, the Foundation for Community Development, funded a local NGO to organize a library<sup>35</sup>. In the same province Helvetas, a Swiss NGO is

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<sup>35</sup> The project failed however.

planning to support a community library organized by a church to address local needs of adult education in Chiúre district.

Concern (Irish), FOS (Belgian) and an Italian NGO have provided support respectively to school libraries and community centers in Manica province, the first with Dutch government funds. The Swedish Groups of Africa assisted the health libraries of Nampula and Maputo with materials and technical expertise. The UNICEF provided funds to the Rural Development Institute to establish 20 rural libraries in the provinces of Zambezia, Manica and Inhambane, during one year, around mid-1990's. In Maputo, the BNM has received support from the French cooperation to partially rehabilitate its building. Two Portuguese organizations have supported libraries, in particular school libraries: the Gulbenkian Foundation (especially in Sofala) and the Camões Institute in a number of provinces. In Nampula, a number of schools have received a significant support from the Camões Institute during the past few years.

Support to libraries has promoted very little networking among the organizations working in the field, which leads to little or no knowledge about what is been done, and no synergies. Among international organizations operating in the library sector KEPA and Emmaus Helsinki have been the most consistent in terms of commitment to medium / long term.

The Portuguese Language Bibliographic Fund is becoming a major actor in the field of libraries. It is a public institution, which guarantees permanence and it approaches the issue of libraries from multiple angles. The Fund has been able to establish its position in the sector along a decade. Among its project there were the distribution of 300 book boxes to basic education schools throughout the country, and support to the Inhambane provincial library (books, furniture and basic equipment and material) in 1997-8. It is presently carrying on a three-year project to revitalize the provincial libraries through the provision of 1328 volumes, furniture and basic materials for each library (and a 3-month training program at the end of the project). It also funded a room with 13 computers for the national library in Maputo<sup>36</sup>.

The CIDOC was created by the FBLP to pursue the Fund's training function. The first three-year course started in 1998 and it has graduated 57 professional by mid 2003. This program, certified by the government, includes general subjects (like mathematics, Portuguese language, etc) required by government for equivalence purposes (38% of total time), and is seen by a number of interviewees as heavy on theory. The CIDOC director clarifies that the present program does not intend to prepare library managers for whom a higher level of training is would needed but documentation professional (documentalists). The CIDOC develops also short-term courses, usually 3 month - programs to answer diverse needs in the field of documentation.

Research in the field is missing. Exception for the FBLP, no other institution pursues a research agenda in the field of libraries. There are no studies of the public needs. The FBLP carried out a survey last year to assess the situation of libraries and the report is due late this year.

The law determines that municipal governments do have a role regarding the establishment of public libraries. The issue has been discussed in some cities but not much has advanced. During the visit to Cabo Delgado, it was mentioned that there are plans to create a municipal library in Mocímboa da Praia with the support of a Maputo based government institution and

<sup>36</sup> In spite of being ready by July 2002, the computer room was not yet being used by readers when the evaluation occurred.

external funding. No clear understanding seems to exist about how this idea is going to be articulated with the fact that there exists already a public library in the same town. Municipalities could be playing a bigger role in the development of public libraries if relationship had been better between the two sectors. Many municipalities do have “Twin Agreements” with cities in other parts of the world and can get books and other relevant materials for the local libraries. Exchange of experiences could also benefit greatly the local public libraries.

#### **4.6 Challenges and opportunities**

The library sector is gradually developing in Mozambique. More libraries and different types of libraries are being established, and professional training within the country is consolidating. The growing numbers of qualified professionals, including around 20 trained in universities abroad, may play a role in pushing forward more attention to the sector. A national workshop, organized by the FBLP and planned for October this year, is expected to bring together around 200 people to discuss issues concerning libraries, documentation centers, archives and museums, under the theme “promoting access to information”.

In some sectors awareness of the importance of libraries is growing. However, the general image and intervention of libraries are still very much limited to the provision of educational books. The UNESCO manifesto concept on public libraries is limitedly acknowledged. Resources, in particular state financial resources, are scarce. The number of actors in the sector has grown though with little networking among themselves.

The public library sector face challenges that it needs to address. A number of them need decision making at the central level but others may be addressed at the provincial level. Among the first group the core issue is the definition of the role of public libraries and its position regarding the other types of libraries. The present situation is not clear enough. Only the national library has its objectives formally defined, they are quite limited, and some have been taken already by other institutions. There is no policy for the sector and allocation of resources of all kinds is inadequate. The sector needs also a strategic vision and plan of development.

At the local level, libraries need to open up the debate of their role in society and their relationships with other sectors, in particular with other libraries, civil society (broadly defined) organizations and municipalities. The provincial libraries need to promote better networking with all stakeholders and improve its efficacy in responding to the public needs. The preparation of government and district plans of development provides some room for the discussion of the public libraries role and the establishment of public libraries networks. This debate is important to widen and deepen awareness about libraries among government and society in general. Better articulation with municipal authorities could bring additional resources to the provincial and district libraries, as well as could play a role in promoting more engagement of citizens in libraries.

Larger and more consistent international support to the sector seems to be very dependent on a better and acceptable definition of the public library roles and programs.

## **5. Relevance of the KEPA's activities**

Relevance of KEPA's library activities is assessed regarding its coherence with the Mozambican development policies and programs, its potential to answer the needs of the direct (partners) and indirect beneficiaries (library users) and how it fits the KEPA's objectives and basic tasks.

### **5.1 Coherence with the Mozambican policies and programs**

The main objective of development in Mozambique is the substantial reduction of the present levels of absolute poverty through improving capacities and opportunities for the Mozambicans, in particular the poor. Studies carried out in 1997 have shown that low levels of education, poor productivity in agriculture activities and lack of employment opportunities are among the most important factors of poverty in Mozambique. The Mozambican current (2000-2004) development program is linked to the PARPA, the poverty strategy plan, which defines education and good governance as two of the six most important areas of intervention for government. The growth of human resources capacity through increased access to opportunities of education is key to attain the objectives of development. The promotion of peace and stability and the protection of citizens' rights and freedoms create the enabling environment.

Libraries have not received particular attention within the government programs for the past ten years nor do they in PARPA. Nevertheless, libraries can be seen as instruments to reach the objectives defined and to address problems found out to be related to poverty. Libraries support education and education can empower the people. They may also promote democracy in the sense that the access to information in libraries is free, and libraries are opened to every citizen. In many district towns the public library is the only place where people can read newspapers. But still the coherence with the objective of poverty reduction can be discussed as the poor are mostly illiterate and rural residents and there have been very few activities in the libraries that target the illiterate and there are almost no rural public libraries.

In very broad terms, KEPA's activities are coherent with and on average relevant to the Mozambique development policy and program. Access to information that promotes education, better opportunities and more active participation can be increased through libraries. The previous chapter showed how public libraries are offering educational materials to improve students performance in schools and newspaper general information to the public about what is happening in country. KEPA has regularly provided funds for books and managed a Finnish Embassy grant that financed newspaper subscriptions to around 40 provincial and district public libraries during three years. Criteria requiring that a percentage of books bought with KEPA's funds have to be related to development themes were introduced in 2002, to make the library collection more relevant to the needs of development.

KEPA's activities to increase the librarians' capacity are very relevant. The majority of the KEPA support was directed at improving librarians' technical and organizational capacity. This was done both through technical assistance at the national level and in the Nampula province, during 33 months, and through funding for workshops, seminars, and supervision and exchange visits, as well as to training 7 professionals at CIDOC.

KEPA's choice of partner was also adequate to the situation of the country at the time. Being a civil society group, KEPA's natural partners are similar type organizations. However, in 1995, when decisions were made, there were no civil society actors involved in library and information work. Civil society organizations in modern formats (NGOs) are new to Mozambican society and a result of reforms introduced in early 1990's. During its program, KEPA attempted at supporting the establishment of a professional association of library workers – it funded a meeting to discuss the constitution of such organization but the project failed and was postponed. The analysis made now is that it was too early to create such type of organization: there were very few professionals and fewer actors interested and willing to support the process.

The present set up is slightly different. There are more civil society organizations concerned about access to information, more upper level education institutions, and a larger group of media initiatives. Church based organizations are developing new opportunities for education, and community groups have started adult education programs. The number of documentation professionals increased exponentially: there are between 85-90<sup>37</sup> qualified Mozambican in the fields of documentation and libraries in the country, when the number was less than 10 when KEPA started the library activity. Very recently, libraries began training youth to constitute reading clubs in districts. Public libraries remain the main actor in the field but there are new opportunities for supporting civil society actors that need to be explored.

## **5.2 Relevance for partners and library users**

KEPA's activities were highly relevant for its partners in Mozambique, the BNM and the national network of public libraries and the Libraries of Nampula and Cabo Delgado provinces and its provincial networks. In its report to the Ministry regarding the public library performance between 1995 and 1999, all the activities described under the titles of training and networking presented by the director of the BNM had been supported by KEPA, who was cited also as a major actor in the updating of collections together with the Finnish Embassy and the Portuguese and French governmental cooperation.

A number of factors contributed to this high relevance: First, KEPA's support began with a survey and needs assessment of the sector, which provided the partner and KEPA with a better understanding of the library context and situation then. The second factor was that KEPA moved quite rapidly to supporting the partners yearly or three-year program, instead of individual activities. This provided room for partners to answer the challenges of the changing context, improving the relevance of the support. A third important factor was the long-term commitment of KEPA, which was an exception among international cooperation actors in the field. Finally, KEPA's support was relevant because it provided a multi faceted cooperation: technical assistance, training, information, and networking, including international contacts, and funding were part of the package. The technical assistance to Nampula established synergies with the support the library was getting from Emmaus Helsinki.

In spite of this relevance, a few criticisms are made to KEPA's support in terms of relevance. In first place, there is the critique of the BNM director of KEPA intervention's little impact on the computerization of the BNM collection. This activity was always a major concern for the BNM director, but was left to a second plan after the survey made in 1996, and was little

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<sup>37</sup> This is a gross estimate and includes 57 documentlists trained at CIDOC up to July 2003 and around 20 other trained abroad in librarianship.

advanced by the end of the volunteer contract. Later two other organizations provided support to this activity: the French cooperation and the FBLP. The fact that in 2003 the catalogue of the computerized part of the collection (the Mozambican collection which amounts to 2,500 titles) is not yet available to the public suggests heavy constraints to the activity. It is the assessment of the evaluator that it would be unrealistic to expect greater results from the volunteer activity and that the choice of improving professional standards of the libraries at that time was an appropriate decision.

The evaluator questions however, the little attention given by KEPA during these years to issues of policy (and corresponding funding) and library management. There seems to not have been much effort on the part of KEPA to increase awareness about the need for policy debate, particularly on a number of themes dear to the Finnish culture. The role of public libraries, the need to make libraries more women-friendly, children as library clients, as well as implications of decentralization for library initiatives was little debated.

In terms of library management, it is the assessment of the evaluator that the present day key constraints to the library work are not so much as technical as they are managerial. Basic management tools such as inventories of books and materials, checklists for visits to libraries and supervision, good statistical data collection forms, performance indicators, standardized packages for the training of librarians in school and community centers libraries, etc., do not exist. Strategic planning has not been done which leads to dispersion of efforts

The relevance of KEPA's library activities for the ultimate beneficiaries, the library clients, is more difficult to access. There is no formal assessment of the clients' (present and potential) needs and the information about what books and magazines were bought with KEPA's funds is not available. The library survey in 1996 classifies as outdated the library collections and observes unavailability of newspapers in many places. KEPA financed the purchase of new books for the national network of libraries and for the libraries with which it had direct cooperation. Moreover, KEPA assisted the national library preparation and management of the democratic project funded by the Finnish Embassy that enabled public libraries to subscribe a relevant number of newspapers from 1999 on.

The technical assistance and training provided by KEPA emphasized the focus on the library user more than any other organization, which was highly relevant for the needs of the partners. Also, the Nampula experiences to disseminate information by means more adequate to the illiterate population, through promoting the use of more traditional cultural expressions were relevant.

Public libraries should be providing more diversified and more relevant books and materials, including books more adequate to less literate people, rural residents, and women and children. However, libraries seem to have used most funds to buy schoolbooks, which responded to needs felt by the present users of libraries, because KEPA did not put conditions regarding the purchase of books<sup>38</sup>. This led to the reinforcement of the library as a school complement and not as a general civil education and lifelong learning institution. In this sense the relevance of KEPA's intervention is lower than expected. The training and technical assistance provided was not enough to sustain the attitude of library personnel, in particular, library directors, to look for material that would respond better to the development and democratic participation needs of a society.

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<sup>38</sup> In 2002, KEPA began to be more pro-active in discussing choice of books with partners, especially with the library of Pemba.

### 5.3 *Coherence with KEPA's policies*

The objectives of KEPA at the time when its library activity began (the volunteer program) were defined as: improving living conditions of the poorest especially through education, health and small-scale livelihood activities; increasing popular participation; strengthening the status of women and handicapped; promoting environmental conservation and increasing resource to local cultures; and broadening the contact and bridge-building between Finland, especially Finnish NGOs, and developing countries (Programme of Aims and Action, 1993).

At the start of the partnership program, in 1997, KEPA defined its basic task to be to encourage, support and organize the Finnish civil society to participate in actions that promote global responsibility. The main instrument was to be the Partnership program through which KEPA would increase the awareness of global issues in Finnish society on one hand, and on the other, strengthen the civil societies in the developing countries through their own field activities as well as through building co-operation networks between Finnish and Southern NGOs. Partnership was defined to mean a long-term equal relationship, interaction and co-operation between two or more partners. The basic values of KEPA were specified to include: sustainable development, environmental protection, justice, tolerance, equity, desire for peace, human rights and democracy.

KEPA's library activities in Mozambique fitted some of its broader objectives, in particular concerning increasing popular participation, improving the status of women, and broadening and bridge building between Finland and Mozambique. It was relevant to the objective of increasing popular participation in the sense that the library project has been offering increased access to information. It also contributed, though in small ways, to the strengthening the status of women by offering literacy courses for illiterate women (in areas around Nampula). The assessment of the DW posted in Nampula is that when she herself traveled to the rural areas with women from the provincial library, just the fact that they where women bringing new ideas to rural areas was a lift for the women's sake. These are small interventions on the grassroots level but never the less important ones.

In Nampula the program had also coherence with KEPA's aim to co-operate with NGOs and with the cultural ideas. One of the objectives of the library development program in Nampula was to support the local culture, and co-operate with several groups and associations in the Province. That was done frequently. The environmental aspect was considered in the capacity building courses, including and promoting environmental material in the book collections.

The weakest point seems to have been broadening the contact and the bridge building. That seems to have happened mostly on the individual level. The volunteers have published articles about their work in Mozambique and one volunteer recognized that she had used what she learned in Mozambique in her work in another African country. Another one has presented the Nampula library work in many occasions, and organized exhibitions about the project. KEPA has not organized any information program for returning DWs, even if the bridge building is one aim of KEPA. "One of KEPA's weaknesses is not using the co-operation experiences of the DWs". Also, no new NGOs have become involved in the library sector.

The Nampula library director visit to Finland was used to provide information about the Nampula library network in a meeting with the FLA and in one of the bigger Helsinki City libraries. The impact of the contacts with the library association, was more a moral support.

The FLA wrote a letter of support for the continuation of the project to the board of KEPA in 1997, without positive outcome - there was not enough support for the project to continue and the project was ended. There were speculations that the Association together with other NGOs could have continued to project. The assessment from the Finnish Library Association is that they have not got any request to continue where KEPA finished or been asked for some other kind of support. The Association had supported an ANC library project earlier, there would have been interest but only to participate in a bigger or bi-lateral project, not as an own NGO support project because of scarce human and money resources.

The intention of KEPA was to suggest the library project as a Finnish bi-lateral project for the Foreign Ministry. But historically that was bad timing. "Year 2000 all co-operation countries had been evaluated and the result was the decision not to start new projects but to concentrate on a few but big projects, small projects can be good but the results are often fragmentary. At the moment the support is given to sector programs. In Mozambique the Ministry of Education is receiving support but they themselves can decide how to use the money."

The library program is also in line with the KEPA's development Policy strategy of 2000 and Strategic Plan for the years 2000-2005, which aims at strengthening democracy, promoting equity and reducing poverty. The relevance of the library activities in this regard was presented before when analyzing their relevance to Mozambican policies and programs.

## 6. Achievements, strengths and weaknesses

Attribution of effect in cooperation is not easy. In the particular case of this evaluation, attribution is yet more complex because KEPA's interventions were very closely intertwined with Emmaus' since the beginning and the Finnish Embassy's during the past few years. Nevertheless KEPA provided types of support that the other two organizations did not, in particular development workers, closer monitoring and to some extent coaching. This chapter looks at what was achieved with KEPA's activities during the period 1996 – 2002, what are the strengths and the weaknesses of KEPA's interventions and the factors associated with the successes and failures in the stakeholders and evaluator perspectives. The assessment uses the baseline survey carried out in 1996 to picture the library situation before KEPA began working in the sector. It looks at partners changes during this period and not so much what changed regarding the indirect beneficiary of KEPA's activities: the citizens and society.

### 6.1 Achievements

The most evident result of KEPA's activities countrywide is that public libraries moved from being

A room (or building) where larger or smaller quantities of outdated books were kept by personnel who did have little professional identity, to serve the few number of people who knew what libraries are for and went there to look for a specific book

to

Being a service with more updated and relevant books, though in small quantities, and a collection of the main newspapers published in the country, where more competent personnel may sometimes assist clients in finding alternative materials, for a longer period of time during the day.

This change is more visible in the provincial libraries that worked longer with KEPA than in the other provincial libraries where the effect of KEPA's co-operation was greatly reduced after funds to the BNM were not sufficient to finance provincial activities. The effect at the district level libraries is very small, almost negligible: it was mostly keeping the libraries opened to the public.

When KEPA began its involvement in the sector, there was a clear will to improve the situation of the public libraries in Mozambique on the part of some library directors and a number of dedicated staff. However, expertise and resources were close to non-existent. KEPA brought part of the needed support and this was crucial to initiate the change. Many books and the collection of newspapers were often financed by other agencies, but it was the support of KEPA that improved the professional capacity of the library personnel to use the materials received, as well as to write project proposals to raise additional funds and to network with other organizations. KEPA stood in increasing the awareness about the new role of public libraries through emphasis on the client and society and on the need to reach the underprivileged groups. In these aspects, KEPA was the main pulling force.

One of the DWs pointed out that, at the beginning, the new concept of library met with some resistance on the part of some library staff, but it gradually moved to understanding and

acceptance as a positive opening for developing the libraries. “My other colleagues had not heard of this type of library concept - and especially my counterpart wanted to continue training based on what had always been done. After the first course also some other participants expressed disappointment that the *normal* content of training had not been provided. However by the second course the concept had become very positive and accepted – and you started seeing it having an impact on more user oriented ideas<sup>39</sup>”.

In spite of these achievements, the support of KEPA has not influenced increased attention to the sector by the central government. Public libraries are conspicuously absent from the government’s national agenda, both in its five-year program and the poverty plan. It has, however, enabled some advocacy interventions with provincial and district governments, which led to some occasional support by local governments to public libraries, both through funding for infrastructures and books and personnel allocation.

The impact of KEPA’s support to the training of the public librarians in CIDOC needs to be recognized. Those financed by KEPA were the first group of public library personnel to attend the program and the experience prompted the sending of two other groups to the same training program. The need for long-term training had been emphasized overtime by a number of experts (the volunteers, the evaluator of Emmaus Helsinki program, etc). During the evaluation process the evaluator came across a diffuse idea among some people in the sector that the training of one or two people in each province was solving training needs. This seems to be a limited vision of the sector’s development. The situation of the public library network will not advance if large investments are not made to train professionals for the sector at CIDOC and at the university level.

More specifically, the outputs of KEPA support are:

- New types of activities, including exhibitions, lectures, cultural sessions, World Book day celebrations, etc. in the Nampula library network and in Pemba library
- Library workers have new ideas and experiences about what a public library can be
- Seven certified professionals, documentalists, the first group within the public library system
- Increased library personnel’s competence regarding everyday tasks, which has slightly improved services to clients
- A few number of resource persons within the network
- More exchange among library personnel across provinces
- Networking and mutual support between Nampula and Cabo Delgado, which promotes synergies
- Some, though insufficient, experience in stimulating interest in libraries amongst women and children
- Better working conditions when KEPA’s funds are available, in particular to visit other libraries, to buy books in Maputo, to supervise and to organize professional meetings
- A few more relevant books
- More relevant information available (through newspapers)
- More citizens get free relevant information
- The libraries of Nampula and to some extent, the Pemba library, became more visible: the media now take the initiative to contact

<sup>39</sup> Asp, K. Personal communication.

- the libraries to disseminate information about library news and events
- More international contacts, though access to its benefits is still very concentrated in a few people

## 6.2 Strengths and weaknesses

In the process of its interventions the following are the strengths and the weaknesses of KEPA's work, in the perspective of the stakeholders and the evaluators assessment:

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>▫ KEPA's knowledge of Mozambique</li> <li>▫ KEPA's supportive relationships with partners (based on partners priorities)</li> <li>▫ KEPA's long term commitment</li> <li>▫ KEPA's support to programs instead of activities</li> <li>▫ KEPA's links with other Finnish organizations</li> <li>▫ KEPA's experience as a resource center in a society where libraries have a prominent role in citizens education</li> <li>▫ KEPA's staff dedication and commitment</li> <li>▫ Volunteers bring access to vehicle.</li> </ul>	<ul style="list-style-type: none"> <li>▫ Limited resources for the sector's needs</li> <li>▫ Insufficient networking with other stakeholders</li> <li>▫ Insufficiently elaborated program and little staff for this type of co-operation needs (this caused: limited discussion of the partners action plans and technical follow up, little attention to management issues, to gender and the needs of children)</li> <li>▫ Insufficient efforts to increase the libraries access to funding</li> </ul>

Most strengths are not library field related but are characteristics of KEPA's intervention in the country. They are related to and based on the core values of KEPA: respect for partners' ownership of processes, long term commitments, bridge building between Finland and Mozambique. Others were built in Mozambique through more than 12 years of work and careful choice of personnel. KEPA's profile makes the organization somewhat different from the other international ones that are operating in the field of libraries, as pointed out before, which is highly appreciated by Mozambican stakeholders.

The local stakeholders were little critical of KEPA's intervention. Insufficient resources were the main criticism and references were made to one or two small incidents<sup>40</sup>. In the feedback session in Maputo the poor linkages among agencies supporting the sector were also criticized but this applied to all organizations and not specifically to KEPA. Most Mozambican stakeholders would like to see KEPA involved in the public library sector countrywide, providing the same support it gives in Nampula and Cabo Delgado, as well as increasing material support such as copy machines (Pemba), furniture (all), including Inhambane), equipment and vehicles (Nampula and Pemba).

The evaluator identified other weaknesses that have influenced the results. The first one is that KEPA has done and promoted insufficient networking between public libraries and other possible interested parts. The result is little knowledge on the part of KEPA and the Mozambican partners about other experiences and available resources, as well as Mozambican partners' high financial dependency on the funds of KEPA and Finnish

<sup>40</sup> These incidents concerned misinterpretations of roles between KEPA and Mozambican partners and were clarified on due time.

organizations in places where they existed. Co-ordination of efforts is much in need and there is lots of room for synergies<sup>41</sup>.

The evaluator compared the Nampula provincial library external supports with that of the Pemba library and found out that the second is beginning to get more diversified support. While having Finnish support from several sources has the potential to easily create synergies, it also risks increasing dependency.

Other weaknesses are related to the fact that KEPA's intervention in the public library sector is not based on a carefully designed program, with clearly defined specific objectives and resources. This led to the spread of attention and resources and to little strategic conceptualization of the intervention. If a program had been prepared the management issues as well as the gender and children's ones would have stood up among key areas in need of intervention.

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<sup>41</sup> Examples: KEPA and CIDOC may collaborate in training with KEPA bringing expertise from Finland if appropriate; in Pemba, for specific objectives, training can be organized together by the public library, KEPA, Helvetas (a Swiss organization where the person who carried out the UNICEF / INDER program has been working for the past six years), etc.

## 7. Effectiveness and efficiency

Effectiveness of KEPA's activities is measured, in this report, on the basis of partners' performance regarding accomplishment of workplans accepted by KEPA for funding. It is not possible to assess KEPA's performance in terms of quality of its analysis of partners proposals, timely answer to requests, due to lack of basic data, but no criticism was raised on these during the evaluation field work. Analysis is done looking at the co-operation agreements listed at the end of the report, covering mostly the period between 1998 and 2000, and annual plans presented by partners for that period, because these were the available documentation. Information about the program's results is based mostly in KEPA's annual reports to the Mozambican government because it was not possible to find out partners' reports for most years. The chapter initiates with a brief comment of effectiveness during the first two years when the volunteers were posted in two libraries.

Effectiveness during the volunteers period of work was high due to the fact that tasks were re-defined after the initial need assessment and revised every year. Findings from the survey recommended training as a priority. KEPA and the Mozambican partners implemented a large number of training activities in order to update librarians. KEPA's support during these years was basically technical assistance and purchase of books.

KEPA's support moved on to be based on multi-year plans of action. Analysis of effectiveness is hampered by the fact that, when plans exist, they are mostly descriptions of activities to be carried out during a specified period. Objectives are often written without measurable indicators of results and with little explanation how they articulate with one another. Reports do inform about what activities were carried out but rarely they contain data to quantify and qualify those activities and concrete information about outputs and the beneficiaries' characteristics. In the particular case of the purchase of books, no lists of books acquired by BPN and BNM were available for the evaluation purposes.

Main activities developed with KEPA's support were the following:

### *In the BNM*

- Training of the provincial libraries personnel (see a list of events in annex 5), through workshops, seminars; exchange of experiences during annual meetings; and on job coaching during the visits to the provinces. Training covered issues such as the transformation of the old library in an information center, libraries in Africa, community involvement in library work, planning and project writing, library administration.
- Training of seven documentalists – Initially it was planned to send two people to Botswana but this activity was later changed at the request of the BNM to account for the starting of CIDOC courses in Maputo; this change was widely discussed between the two parts and was agreed upon.
- Starting of the modernization process, including an initial training in computers, CDS/ISIS and Internet by the volunteer, consultancy with a local company to further develop the necessary training, and acquisition of three computers
- International contacts and cooperation – Visits were made to other countries, including Finland, Zimbabwe and Botswana and participation in international conferences was also part of the program. KEPA arranged contacts for funding when it did not have its own funds.

- Purchase of books for the National and provincial libraries – no indication about how many, what types (during the first years, mostly educational books) and where they went.

#### *In the BPN*

- Training of librarians from the provincial libraries of Nampula and Pemba, and from districts, through workshops, seminars; exchange of experiences during annual provincial meetings; and on job coaching during the visits to the districts. Training covered issues such as the transformation of the old library in an information center, community involvement in library work, work with women and children, as well as technical issues, planning and project writing, and library administration.
- Training of librarians for school libraries and other types of libraries
- A varied number of cultural events in libraries: books exhibitions, other exhibitions on particular topics locally relevant or to celebrate specific dates; lectures, dance and puppet theater for civil education, literacy programs for women in two districts, etc.
- Building a shelter for the provincial library
- Purchase of books – no indication about how many, what types and where they went. During the first years, they were mostly educational books.

#### *For the BPP*

- Training of librarians within the province
- Purchase of books (total – around 650)
- Books exhibitions and cultural events, including the Book Day celebrations and the choice of the best readers

Analysis of KEPA's budget distribution among types of activity and overtime show that technical assistance used around 60% of KEPA's budget for the whole seven year period. This is a high proportion when one considers that it was spent in less than half of the time of KEPA's program (in 33 of the around 80 months of the library activity)<sup>42</sup>. It is the assessment of Mozambican partners and of the evaluator that this investment was important to start the process of changing public libraries in Mozambique. Without the support of the Finnish librarians, is it doubtful whether the Mozambican ones could have moved from the old style work to a more dynamic one (albeit still in need of improvement). At the time there were no Mozambicans trained in librarianship at the upper level to perform the needed tasks. It is not possible to assess whether it would have been possible to recruit less expensive librarians in other countries.

The other major uses of KEPA's money were on several types of training activities. Other relative large category of expenses were the supervision visits to provinces (by the BNM) and to districts (by BPN). Costs of activities were assessed through looking at the budget proposals because no report of the actual spending was available. The efficiency of the funding to the training of seven librarians raises no doubts – it may have cost less than 1,000 USD a year, during three years, to obtain a documentalist for each of six libraries in the country, five of which in the provinces. The analysis of the efficiency of the support to the

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<sup>42</sup> The evaluation of the disability sector shows that 88% of the budget was spent on the DWs activity, but this component covered the whole period of the co-operation program (11 years).

computerization of the BNM is not possible. There were a number of other supports and it was not possible to assess the exact situation of the process.

The supervision of public libraries by its immediate superior level library may be the least efficient activity. The beneficiaries of the visits were unanimous in considering there is very little supervision in the visits made by the managers of the upper levels of the sector. It was stated that they are more “inspection visits”, particularly the visits from the national library. It was mentioned that there was a stronger technical component when two people carried out the visits, because one had the technical responsibility and worked with the library staff for a number of days. The visits of provincial level librarians to the districts were also seen as little effective. First they were not part of a shared plan of work between the provincial and the district library, and second the district librarian felt that the support was not enough for him/her to implement the procedure. Apparently, these supervision visits do not use standardized tools for observation (example, checklists of the main points to observe in the functioning of the library) and it is not clear if reports were regularly produced and discussed within the sector.

The management arrangements of the democratization project during the period it was under the responsibility of KEPA was not very efficient. A number of factors contributed to that: the subscription of newspapers had to be done by the BNM director through visits to the provinces and districts; the provincial and district libraries directors had little information about contracts and no decision power to put pressure on the newspapers distributors to correct deviations; and the rigidity of year long contracts. This organizational set up was highly criticized by interviewees during this evaluation.

Finally, the efficiency of the small library personnel training could be improved if other approaches were tried, such as the training of trainers for the education sector libraries, the production of appropriate packages, etc.

## **8. Sustainability of Results**

Sustainability measures the recipient capacity to withhold what was achieved, after cooperation's activities and funds end. Integration in partners policy and plans, improvement of local institutions functioning and services, as well as viable projects are important factors of sustainable cooperation. Most of these were present in KEPA's activities within the public library sector. This chapter looks at political and financial sustainability, institutional capacity and human resources development, gender and participation and ownership. The analysis is made taking into consideration that the programs were not yet terminated.

### **8.1 Political sustainability**

KEPA's promoted little intervention at the level of public library policy and legal framework. Public libraries have been almost invisible within the government program and the sector did not increase its capacity to promote an enabling environment for the development of public libraries in the country throughout this period. This is a serious constraint to entice more resources to the sector, either from government or from international cooperation. This situation needs to be seen in the context of the culture sector in general, where policy development and strategic planning is still in its beginning. Frequent changes in the institutional arrangements to situate the culture department together with absence of professionally qualified personnel may have contributed to the present situation.

There is no reason to believe that public libraries will be the object of more attention during the next few years, unless the recently trained personnel and the public libraries managers actively engage in advocacy activities to promote changes in the sector. There is some potential for change if the government investment in the FBLP and local initiatives to build spaces for libraries are considered, but there has not been a consistent approach to those developments. In a few provinces, there is an interest in development strategic thinking about the public library sector to integrate it in the provincial development plans. The roles and responsibilities of the municipal governments regarding public libraries need to be debated and integrated in any analysis and plans for the sector.

### **8.2 Financial and economic sustainability**

The financial and economic sustainability of the results achieved with KEPA support is low. Mozambique is an extremely poor country where the functioning of government is itself highly dependent on the international cooperation (more than half of state budget is financed by international cooperation). The library sector is badly financed and many libraries do not have basic facilities as phone communications, copy machines, etc. Government budget pays mostly (very low) salaries and the libraries need additional funding to continue activities, even small-scale activities such as supervision, cultural afternoons, because there is no state budget for these. International cooperation in the field is scattered, small scale and over short periods of time.

Libraries, including those little developed, are relatively expensive due to costs of books and labor intensive methods of work. The development of the sector needs to foresee how to involve all those who can play an active role in it. Libraries benefit from a generalized interest in books (which are associated with modernity and development) and from the existence of a variety of agencies and organizations that produce and distribute information

and materials. Little has been done to collect relevant information produced locally and make it known and available to others.

Municipal governments could play a crucial role in funding the sector if there were more interest in promoting collaborative relationships. At present, relationships assume a variety of forms: in some places there is some collaboration, in others a strong competition and little trust, but no solid cooperation was seen anywhere. Municipal governments are elected by the people (contrary to provincial and district governments) and entitled to raise income to fund their activities. A number of them have privileged relationships (twin city agreements) with cities in other countries, especially in Portugal, where they can get material support (such as books) and exchange experiences. Moreover, programs to assist the development of local governance may include support to public libraries if these fall within the municipal agenda.

### **8.3 Institutional capacity and human resources development**

Sustainability of KEPA's results is higher in this area, where a large number of activities were developed. Results of the librarians training on the job, the training of documentalists at CIDOC, and the exchange visits are visible in the improvement of the technical functioning of the public libraries especially at the provincial level. Moreover, the training enabled the public library sector to play its role towards other smaller libraries in the provinces, in particular regarding the training and organization of libraries in schools.

Funds from KEPA were used to train the first group of public library personnel at CIDOC, which seems to have stimulated the government to fund two other groups. Unfortunately, this activity has not continued in 2003, apparently due to lack of government funding, when there is still a number of personnel in the public libraries who meet the requirements to attend the CIDOC course and the needs in the sector are still huge. Nevertheless, those trained have the potential to start a new period in the field of public libraries if the adequate leadership emerges.

### **8.4 Gender**

Attention to gender was uneven during the program. During the first years attention to women and children seems to have been pervasive in the program, and the DWs, particularly in Nampula, paid attention to the situation of less literate people and women when planning and carrying out activities. The public library personnel in Nampula province was exposed and got some practical training in gender and attention to the most vulnerable groups. This attention to gender seems to have been dropped after the DW left, even if at the speech level gender continues to be a key issue.

In general, little attention to gender (as well as children and less literate people concerns) was found out in targeting the public, in purchasing books, newspapers and magazines, and in prioritizing activities during the last years. Furthermore, women staff, particularly in Nampula, seems to have benefited comparatively less from the co-operation activities than the male personnel. The only exception is the training at CIDOC, where more women than men were trained.

The evaluator estimates, based on statistics and field observation, that less than one in five library users are women and girls and these are all students with rare exceptions. The only

woman met in a library that was not student was a health professional looking for a biology book to prepare classes. Also, most girl students were in small groups and only a few were on their own in a library, including in school libraries, which may suggest lack of confidence. The evaluator did not see any particular attention to girl users of libraries, for instances, to make girls feel more at ease or more interested.

This gender pattern in public libraries follows the levels of literacy and school attendance in the country and was no surprise. But the generalized acceptance of present situation and the little efforts made to entice more women and girls into libraries are of concern. Interviewees from all corners easily reproduced the gender stereotypes when asked why women did not come to libraries (“women are not interested in reading”, “women are illiterate”, “girl students are mentally lazy”, “girl students instead of studying prefer to ask their male colleagues to make their homework”, etc.). Only one interviewee (a woman) mentioned that women do not find interesting materials in the public libraries and another one (a woman librarian in a secondary school) said that girls go less to libraries because they are more solidary, share books and notes more easily, and help each other with their homework.

In a provincial public library, the evaluator tried to elicit a (teenage girl) student’s potential reading interests. Other teenage (male) students got involved in the conversation. When a specific question was made about the girl’s interest for romances the group of boys started laughing. After some debate, it was clear that they felt (and the girl too) that romances are not books serious enough to be in a library. When the evaluator questioned the local librarian about the existence of romances among the library books, the answer was that there were and very old books were presented as examples.

Actually, with the exception of the Pemba library, all the other visited libraries did not have books and magazines covering the traditional women issues. In Pemba, the library had just gotten a relevant number of illustrated encyclopedias and dictionaries, as well cartoons, books on health issues, home medicine, etc. Interviews with library clients showed that women (and sometimes men) know and like to read women magazines available in the bookstores, but have little possibility to do it because of very high prices, particularly in the northern provinces. In spite of this fact, not one of these types of magazines was included in the list of magazines to be distributed to public libraries through the democratization project (but the list includes two sports newspapers published in Maputo, traditionally a male domain) or with other funds.

The library personnel seem to accept the present situation and to have little skills to challenge and change it. The evaluator met a few librarians committed to change but they had little backing from higher levels. Proposals to address specific women concerns are usually not prioritized in the library plans of action and there is very little capacity to analyze gender within the library activity. In an attempt to do something for women or with women, the personnel may carry out activities without taking into consideration its potential to empower women. Sometimes, those activities may have more negative aspects than positive ones.

Gender equity is also a concern regarding the library staff. There are a number of signs suggesting that women staff is not benefiting in equitable ways from some activities of the KEPA’s project (as well as the other Finnish and other co-operation projects). Exchange visits to Zimbabwe and other neighboring countries, as well as visits to Maputo for meetings

and to buy books<sup>43</sup> have only benefited male librarians in the province of Nampula. Women librarians in Nampula have been restricted to visits to districts and to Cabo Delgado. In spite of having been exposed to new ideas through the work of the DW and being interested in working with women and children in libraries, they were never able to visit relevant experiences. Another trend relates to the distribution of tasks and responsibilities within the library – there is an increased tendency to allocate tasks perceived to be more technical (professional) to men than to women. In Nampula, men do the technical processing of documents and women are responsible for attending the public<sup>44</sup>. A number of other small signs urge more attention to gender both from the Mozambican organizations and the international cooperation agencies. There is clearly a need to establish gender indicators for the library activities and improve accountability regarding it.

### **8.5 Participation and ownership**

The last aspect of sustainability is the participation and ownership of the activities, which has been overall, quite good. KEPA's has not had an independent program and its intervention has been directed at supporting the Mozambican partners to develop their programs. The Mozambican libraries initiated the cooperation with KEPA and they were able to define their own programs and priorities most times. The Mozambican libraries developed plans on which the cooperation agreements with KEPA were based. When proposals were too highly budgeted and cuts necessary, those were made after thorough discussion between the two parties. A crucial change in activities was the decision to train librarians in Mozambique instead of in Botswana, and the BNM director proposal was accepted by KEPA.

Two particular aspects deserve attention. The first is that much decision making is centralized and concentrated in one or two persons within the Mozambican partner's organizations. The BNM project was concentrated in Maputo and in the library director. In the case of the democratization project, the administration was concentrated in Maputo, which did not promote local ownership of its activities, nor it helped to solve current problems. In Nampula, the cooperation project is very dependent on the library director. This situation may bring risks of continuity, in the case the BPN's director leaves his current position.

The second aspect regards the position of KEPA Mozambique in relation to the library activity (as well as other activities). The lack of definition of its future orientation causes some instability among partners and is in contradiction with KEPA's spelled out values of long - term equal relationship. Whatever the future is a transitional phase will be necessary to complete KEPA's intervention in the sector, in particular to support partners to look for new partnerships, an aspect in which KEPA's support has been weak.

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<sup>43</sup> The influence of gender in the purchase of books should not be disregarded. Usually the library director buys books based on a list prepared in the library, but when those are not available others have to be chosen and here gender may play a role.

<sup>44</sup> Though it may be generally accepted that attending the public in the libraries (as in many other services) is a position for the best professionals within a particular sector, in practical terms this has led to leaving out those persons from opportunities such as trips to buying books, visits for exchange of experiences, representation of the library, etc.

## 9. Conclusions

In general, KEPA's intervention in the public library sector in Mozambique between 1996 and 2002 was positive. It supported the revival of the sector after more than two decades of stagnation and brought up the human resources basis on which the development of the libraries is to be founded. This was possible because there was the motivation to change on the side of the Mozambican partners. KEPA's role was to provide the expertise in terms of information and technical knowledge and skills, and the financial resources as well as coaching for the process of change.

Still, KEPA's support may have not been enough to impel the sector if other key factors were not present. During this period the number schools and higher education institutions has largely increased as well as the availability of books, newspapers and magazines, the democratization process advanced somewhat, and other actors became involved in the public library sector, in particular Mozambican ones. On the Finnish side, the KEPA's intervention benefited from the additional support to public libraries by other organizations, such as the Finland Embassy and the Emmaus Helsinki.

KEPA's results are more visible where direct support over a longer period of time and additional support from other sources coordinated with KEPA's one was provided, as is the case of Nampula. Results are lesser visible in Pemba due to shorter period of intervention, and in the national library due to the complexity of the institution. Fewer effects were seen in the other libraries that received support from KEPA's direct partners: the district libraries in the two northern provinces and the other provincial public libraries.

KEPA's scope of support was limited, which did not enable the development of key factors to the advancement of the public library agenda. Little has changed over this period of time in terms of policy and legal framework and financing for libraries. Moreover, activities directed at increasing the awareness about the role and potential of public libraries, as means for citizenry and community development were insufficient to originate significant changes in the public and authorities perception of the institution.

### The decision making process

KEPA's involvement in the library sector followed those of the FMFA and Emmaus Helsinki and was pushed forward by the Mozambican libraries, after an exchange visit to Zimbabwe in 1993. Decision on getting involved with the Nampula library was easier for KEPA Mozambique because it made sense to have a DW working with an organization who was already being supported by another Finnish NGO. Providing support to the national library was more questionable because the possibility of making a relevant contribution to a complex institution working in a more difficult environment was slimmer. Decision to cooperate with the national library was made based on the need to provide back up support and development orientation to the provincial libraries, among which two were or had been supported by Finnish NGOs. KEPA has not gotten involved in the library sector if two other NGOs from Finland had not been active in the field previously.

### Concepts of public library and values behind

KEPA's intervention was well founded in the added value of Finland in this field, where it is recognized as leader. Public libraries play an important role as information centers in the

Finnish society and guarantee basic democratic values such as the right to free expression and information and the value of long life learning.

The concepts and the roles of public libraries in Mozambique are mixed and in need of debate. Coming from a Portuguese tradition of conventional libraries, Mozambique was attempting to define its own concepts and values. Only very few library personnel, as the BNM and BPN directors, had been exposed to an information center concept of libraries before KEPA's intervention. Most staff experience was within the libraries they were working in. KEPA's activities contributed to mainstreaming the concept among staff of the partner organizations and to expose librarians from the other provinces to the concept for the first time through the training workshops and meetings. Nevertheless, the Mozambican concept of public library is still far from being well established. The BNM's attributions defined in 1992 are more restrictive than the objectives defined in 1961, and while the librarians theoretical view tend to be that of an information center, their current practices are still very much those of a traditional library.

### The relevance of KEPA's intervention

KEPA's activity in the sector was highly relevant in relation to the Mozambican partners programs but less regarding the aim of reducing poverty and developing a democratic society. The books available are mostly schoolbooks and the targeted public students, especially from the secondary and tertiary levels. Little was done, during most of the period, to make libraries more relevant to those interested in development and poverty issues and to those less literate. KEPA supported the objectives, the activities and the results sought by the Mozambican libraries, through mostly non conditioned cooperation, which enabled partners to solve problems arisen in the implementation of its activities, something very appreciated by the Mozambican libraries.

However, exactly because it was an open cooperation, KEPA did not push for more clear definitions of the concepts and roles of public libraries in the Mozambican society. This led to libraries functioning more as school libraries and less as public libraries. Early initiatives by the DW were not consistently sustained to become relevant for addressing the needs of less literate people. KEPA is now responding to the problem by defining criteria that require a proportion of books to be development related (but not democracy related).

Library activity was also on average coherent with KEPA's principles and aims. It made a small contribution to the participation of women and less advantaged groups; it increased the availability of free information to the public and promoted the development of human resources. In Finland it contributed to more information about Mozambique through articles, exhibitions and presentations. The weakest point was little results in terms of bridge building, and KEPA was not able to engage more organizations in the Mozambican public library sector in Mozambique.

## The effectiveness and efficiency

It is only possible to assess in very broad terms the effectiveness and efficiency of the activity, which can be considered as fair. Most planned activities were carried out and when they were not it was mostly the result of unrealistic planning. The main issue regarding effectiveness is that most plans and programs did not have measurable indicators to assess the completion and quality of the intervention. Most resources seem to have been well used, with the exception of the public library managers' supervision visits that did not fill out what was expected from them, apparently due to little skills in this area.

## The achievements, strengths and weaknesses

KEPA has succeeded in introducing to a larger number of librarians the concept of library as an information center. A large number of factors constrain the transformation of the concept in practices, but the idea is there. Other achievements are a significant number of library staff trained on the job on practical issues of librarianship, the first group of qualified documentalists in the public library sector, and some networking among libraries, especially in the northern provinces.

KEPA intervention has helped a few Mozambican libraries to transform their faces from "places where some quantities of outdated books were kept by personnel with little professional identity to serve a few people" to a "service with more updated and sometimes relevant books though in small quantities, and a collection of the main newspapers produced in the country, where better trained staff may assist clients in looking for what they need, during a longer period of time in the day".

KEPA's strengths were found to be an approach based on long term, multifaceted and program cooperation through supportive relationships with partners, the Finnish expertise in the library sector and the links with other Finnish NGOs, together with a good knowledge of Mozambique and dedicated personnel. These characteristics give KEPA a particular place among the international cooperation agencies in the sector.

Major weaknesses are the limited resources, the insufficient networking in the field, and little attention to management and gender issues in the planning and monitoring of the activity. These weaknesses led to a situation where Mozambican partners are quite dependant on KEPA's support and a few concerns need to be addressed by KEPA before it moves to a new strategic approach.

## The sustainability of results

The sustainability of the KEPA activity is mixed, higher for some results than for others. The sustainability is higher regarding the institutional capacity and human resources development. KEPA supported, through technical assistance and funding, a large number of capacities building activities, in particular training. Those activities have had impact in the functioning of the libraries directly supported.. The library staff improved their skills and has been able to expand the training to other libraries. Skills obtained through the DW in Nampula, in particular to carry out cultural events and exhibitions have continued after the DW left, though less frequently. The exchange visits have established a close collaboration between the Nampula and Cabo Delgado, which continues today and this has helped the second to respond to its needs. Participation in international events also continued but did not become more consolidated relationships with other international partners.

Sustainability overtime depends on the development of a policy framework that promotes the status of the public libraries and its financing. No results occurred at this level during the period under evaluation and there are no plans to advance efforts at the macro level in the public library sector. Furthermore, this is not an area where either KEPA or another international NGO can have significant impact – it is more likely the realm of bi-lateral cooperation. There is however, some potential to work at the provincial level to promote strategic thinking within the local government development plan.

Financial sustainability is very low, but KEPA´s investments in the sector were also modest. At present, partners are quite dependent on KEPA and Finnish support, particularly, in Nampula. Future actions to promote financial sustainability needs to consider the widening of number and types of sources of support. One of these sources may be the municipal government if the effort of decentralization within the central government as pushed forward and if debate over relationships between public libraries and municipalities is developed.

Participation and ownership of the cooperation program was well developed and contribute to increased sustainability, but the excessive concentration of the program responsibilities within the partners institutions needs to be dealt with. KEPA´s intervention was generally well framed in terms of social and cultural aspect and values.

Finally, sustainability regarding gender was proven to be weak. Efforts promoted during the period of the DWs have not been sustained and there are evident signs of inequalities in accessing the cooperation benefits based on gender. The general environment, in particular in the northern provinces, is not conducive to gender equality and urgent and key efforts need to be developed to address the issue. The relevance given by the Mozambique government to the promotion of gender equity provides enough bases for a assertive intervention in this area.

## 10. Recommendations

Recommendations are presented in general and specific terms. In general terms the four main recommendations are for KEPA:

- To continue promoting increased access to information that is relevant to reduce poverty and to develop a democratic society for Mozambican citizens.
- To engage immediately in a dialogue with present partners (the BNM, BPN and BPP) to define a short-term cooperation program (1,5- 2 years) in order to complete the work already initiated and prepare partners for KEPA´s new program policy
- To actively promote networking and exchange of information and experiences among the relevant stakeholders, at the national level, including the FBLP.
- To develop a civil society line of work, assisting local groups and organizations developing relevant experiences, in particular to promote more interest and responsibility among citizens regarding public libraries and to stimulate the organization and development of professionals to improve library standards.

**Access to information** continues to be a serious problem in Mozambique, more yet in the less developed provinces. As this report shows, citizens have little access to information relevant for their needs and concerns, both those related to everyday life needs and those related to the understanding of society and social processes. This poverty of information assumes diverse facets: real lack of information because books are expensive and rare; relative lack of information because documents are spread through many agencies, are not well organized and there is no centralized database on those resources; lack of knowledge because the issues are not well studied; communication constraints because illiteracy and language, among others.

Support to increasing access to information needs to take several formats to address the complexity of the problem. It can be provision of books, magazines, etc. on relevant topics; access to internet; systematized collection of locally produced materials, its reproduction and disposal where they are easily accessible; translation of relevant materials to local languages (including Portuguese); research and debates on themes not well studied to deepen understanding, etc.

Needs are so wide that it may be necessary for anyone interested in working towards that objective to define themes or specific objectives in order to develop a consistent and well integrated program. There has been a tendency among international organizations operating in Mozambique, to concentrate its support in a few well know Mozambican CSO which develop advocacy at the level of the central government. The experience has shown that these organizations lack a clearly defined constituency and have little capacity to translate the object of their work in a format that makes sense to grassroots organizations and even provincial civil society organizations.

There is room for a lot of improvement in this area and CSO are supposed to be creative in their working methods. It is possible to work at the provincial level to deepen the understanding of poverty phenomena in ways that make sense and are relevant for common people and that, on the other hand, add value to arguments towards new policies and program, better trade relationships worldwide, etc.

Promoting the analysis of the cotton industry (cashew, fishing, and other economically important products) by stakeholders and local universities, raising awareness about the implications of government (or World Bank, etc.) policies, looking for alternative solutions to

the closing down of cotton (cashew, etc) factories may be more important to the reduction of poverty, the democratic development of Nampula and the improvement of the Mozambican debt situation than discussing the PARPA in workshops, attending meeting on debt, etc.

The recommendation is for KEPA to define its particular format of supporting access to information in ways that are both relevant to the Mozambican actors and society and to KEPA's objectives and membership.

**Dialogue with partners** is needed to agree on ways to complete the objectives of KEPA's previous commitments. This report presents in detail a number of issues that need to be addressed. The most important are in the evaluator's analysis:

- The definition of a few key and simple management tools for the administration of libraries, that may include:
  - adequate supervision tools to be used
  - improved information system and forms, including formats for inventories
  - standardized training package that respond to the role, profile and needs of the district public libraries
  - training of trainers program for education officers
- The improvement of the information system for the public libraries (definition of indicators, forms to collect data( and the training of personnel to use it
- Gender equity in public libraries in: book selection, targeting the public, methods of work with the public, management style and human resources development (tasks, training and exchange visits)
- Networking and fundraising

Agreement on cooperation on the above common areas and in the below specific ones needs to prepare partners for lesser direct involvement of KEPA in the future. This implies that objectives of this phase need to be measurable and that networking at the provincial level has to increase quantitative and qualitatively. A number of steps have already been taking but need more focus and pushing.

Library specific themes for possible short term cooperation:

*BNMoçambique*

- Training at the CIDOC for all the public libraries staff that meet the requirements<sup>45</sup>

*BP Nampula*

- Develop gender analysis and adequate measures to correct biases;
- Expose women librarians to experiences relevant for their tasks;
- Assist in developing strategic thinking and eventually program for the provincial library network and in seeking funding for that program

*BPPemba*

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<sup>45</sup> This may be too expensive, but KEPA can support Mozambique libraries search for other partnerships.

- If necessary, assist with the short-term recruitment of a skilled librarian to update the technical processing of the books, in order for the director to carry out her own activities
- Purchase a copy machine to avoid that the library personnel wastes time to go to commercial services to copy documents for the library users.
- Train on the job in project management to increase the library capacity to manage other grants in the near future

**Networking** and exchange of information seem to fit well in the new KEPA program policy. It is recommended that KEPA play a facilitator role, in co-operation with the FBLP, to bring together all relevant stakeholders in the library field in Mozambique at the national level, in order to create synergies and an enabling environment for the future development of the sector.

KEPA should also play a role in getting more Finnish and Nordic organizations, including the professional associations and governments, involved in the Mozambican library sector.

In general terms, it is also recommended that KEPA starts in a more consistent way supporting **civil society initiatives** to widen the access to information and promote more interest and responsibility over the public library sector. There are now a number of experiences that have a good potential and could be further developed, as library based groups of users, in particular youth, library based program for women and children, etc. The support to these initiatives needs to be well planned because the groups are still informal and institutionally very weak.

Finally, the evaluation recommends specifically that:

- KEPA focus its attention in the **two northern provinces** where it is already working in order to develop synergies among its interventions in the diverse fields and make the best use of its resources.
- KEPA directs its intervention within the public library sector, if this continues, to the **provincial libraries** in order to capacitate them for a supporting role towards the district and other libraries.

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## ANNEXES

### *Annex 1 – Terms of Reference*

#### ***EVALUATION OF KEPA's THE LIBRARY ACTIVITIES DURING THE VOLUNTEER AND PARTNERSHIP PROGRAMS IN MOZAMBIQUE***

##### ***TERMS OF REFERENCE***

***DRAFT 28.4.2003***

### **1. Introduction**

KEPA has supported libraries in Mozambique since 1996. However, Finnish NGOs have been active in that sector years before KEPA. Even though this is an evaluation of KEPA's own activities, we hope that those Finnish actors involved in cooperatin in the library sector would give their contribution to this evaluation. The recommendations of this evaluation will be used in the future planning of KEPA's actions and the lessons learnt can be further used when implementing KEPA's strategic vision about resource centre. Naturally, the results of this evaluation are available for all those participating or interested in this work.

### **2. Background**

#### ***2.1 KEPA in general***

KEPA (The Service Centre for Development Co-operation) is the umbrella organisation of Finnish non-governmental organisations working in the field of development co-operation or otherwise concerned with issues of developing countries and globalisation. It is ideologically and politically non-aligned and non-denominational. The basic values underpinning our work are sustainable development, environmental protection, justice, tolerance, equality, and desire for peace, human rights and democracy.

When KEPA was founded in 1985, there were 56 participating organisations, today the total has grown to over 200. All affiliated organisations do their own work independently, but under the umbrella of they can unite their forces. The first years, until 1996, KEPA was a volunteers sending organisation and since then the programme was formulated as "partnership programme".

According to the strategy approved in April 2000, KEPA has four main objectives a) to serve as a North-South resource centre for non-governmental organisations, b) to be a strong opinion leader in Finland, and c) to serve as an interest group and co-operation organisation for its member organisations.

The three country offices of KEPA, Mozambique, Nicaragua, Zambia, formulated their own country strategies during 2001. The strategic objectives KEPA's activities in Mozambique are the improvement of human rights of disfavoured groups, the enhancement of the efficiency and management of its partner organisations, and the promotion of activities against HIV/AIDS by the partners, as well as increasing the understanding between Finnish and Mozambican civil societies, direct contacts between Finnish and Mozambican organisations.

Presently, KEPA is in the process of developing its programme to a more coherent whole. The outcomes of this evaluation will be used for this process.

## *2.2. KEPA in Mozambique 1991-97, Finnish Volunteer Service*

### **2.2.1 General**

KEPA's actions in Mozambique started in 1991 when an agreement was signed with the Mozambican government. KEPA established an office in Maputo and first volunteers were posted to work in Mozambican organisations. Since the NGO sector in Mozambique in 1991 was rather limited many of the Finnish volunteers ended up working in Mozambican government organisations and ministries. The main sectors in which KEPA worked were health, environment and social services. A small portion of the work was directed to libraries, in Nampula and Maputo, and later to some other libraries in the country.

### **2.2.2 Library postings**

Actually only two volunteers were working in the library sector, one in the National Library (April 1996 to January 1999) and the other in the Provincial Library of Nampula (April 1996 to December 1998). Their duties were in general to develop the public library network, both nationally and provincially, to increase the skills of the librarians and to improve the national and international contacts of the library field.

The impact of the contribution of these two volunteers to changing the concept of library – to a centre of information and culture – remains to be assessed.

### **2.2.3. KEPA co-operation**

In addition to the technical assistance, KEPA also provided small funding for some projects. These funds provided e.g. courses for librarians, travel for meetings, purchase of books, evaluations and buying of technical equipment for libraries.

## *2.3. Partnership programme 1997-2001*

The change of KEPA towards a service centre and a partnership organisation substantially increased the component of funding to training and acquisition of books. In fact, the longer term training of librarians was the largest activity supported by KEPA from August 1999.

The Democratisation project was a project with the National Library to channel funds from the Finnish Embassy in Maputo to the Library sector. The aim is to increase access to information through purchasing and distributing of newspapers and magazines to district and provincial libraries.

In addition, related to supporting the libraries as such, several other activities have been organised through library networks. The Finnish NGOs have provided support to cultural exchange, book binding courses, meetings etc.

## **3. The scope of the evaluation**

This evaluation intends to give a holistic picture of KEPA's efforts to develop the library sector in Mozambique. As this cooperation has involved several actors, this evaluation should give a picture of their roles, although the main focus will remain on KEPA. The Finland-Mozambique friendship association and the EMMAUS as well as the Finnish Embassy in Maputo have participated in activities. In the Mozambican side, the National Library, the Provincial Library of Nampula and some other provincial libraries have received support.

The time-span of this evaluation should cover mainly the period of KEPA's activities, i.e. From 1997 to 2002/3.

The evaluation should cover the following:

- the context of library sector in Mozambique, the actors (governmental, non-governmental, local and foreign) and their roles
- the decision-making process within KEPA, to clarify the initial objectives of the programme
- the activities of the volunteers,
- the financial support from Finland for various activities,
- the role of the libraries and their staff as well as that of the Ministry of Culture and the Finnish Embassy,
- the relevance of objectives of KEPA, its partners and other actors to strengthening the civil society, to the democratisation process of Mozambique, to the needs of partner organisations, to the previous volunteer strategy and the present strategy of resource centre of KEPA,
- the relevance of this type of cooperation with public libraries to the increase of access to information and the strengthening of civil society
- the concepts of a library and the values behind the activities from both Finland and Mozambique,
- the impact of the training of the librarians to the development of the libraries, to improvement of the services for the clients of the libraries, to improvement of the working situation and opportunities as well as job security of the trained,
- the unexpected results and effects of this cooperation.

The evaluators may highlight any other relevant issues according to their findings.

There are three reports that have been produced that support this evaluation: “Mosambikin yleiset kirjastot / katsaus” by Ms Ritva Niskala (1996, only in Finnish), “The Library network in Nampula province”, an evaluation by Ms Inger Bäcksbäcka and the “Description of KEPA's and its member organisations' collaboration with the library sector in Mozambique 1996-2002”, produced by KEPA's office in Maputo (2003).

#### **4. Conclusions and recommendations**

Based on the findings and analysis, the evaluation team will draw conclusions of the relevance, efficiency, effectiveness and sustainability of the actions under evaluation. The evaluators shall present:

- the major achievements of the co-operation, its strengths and weaknesses,
- the main reasons for success and failures seen by various stakeholders, and
- recommendations on different options regarding KEPA's eventual future role within this sector and their foreseen implications, considering KEPA's strategic objectives and programme policy under elaboration.

The evaluator should present any policy, organisational and operational lessons that can be drawn from this evaluation for use in KEPA's overall planning process.

#### **5. Required expertise**

The evaluation team consists of two consultants: the responsible consultant and the fact finder. The former is responsible for the compilation of the report, fact finding and analysis in Mozambique, and the latter of the fact finding in Finland. The team shall cover the following capabilities/expertise:

- good knowledge of methods of inquiry,
- good knowledge of organisational development of NGOs in Southern countries, preferably specific knowledge of Mozambique/ Southern Africa,
- knowledge of the concept and activities of libraries, and
- language skills of the team: Finnish, English and Portuguese.

## 6. Methodology and work plan

The consultants prepare their work plan including a detailed description of the division of labor between themselves and a tentative schedule. The following methodological elements are suggested by the client:

- a briefing at the KEPA offices, in Helsinki and in Maputo, and after that a desk study phase,
- in Finland, interviews of relevant employees and previous volunteers of KEPA, representatives of those member organisations which have been supporting the library activities in Mozambique
- a field phase in Mozambique including travelling to the two northern provinces of Cabo Delgado and Nampula and possibly also to Sofala/Inhambane province
- a debriefing of the main findings and end of the mission notes (see reporting), and possibly a debriefing with other interested parties both at the KEPA Helsinki and Maputo offices
- preparation of the draft report by the 15<sup>th</sup> of June
- preparation of the final report after the comments in the end of August 2003, at the latest.

It is estimated that this evaluation requires in total about 65 days' work. This amount of work is divided so that 30 days work is carried out in Finland for the fact finding and evaluation and the other 35 days in Mozambique.

The consultants should jointly and between themselves agree on the division of labour and the structure of the final report. There is no baseline data available, so the consultants are encouraged to use interviews to collect information from those who started the co-operation.

## 7. Administration and Reporting

KEPA's Programme Director will make the final decision and approval of the consultants and the budget proposal. In practical issues, the contact persons in Helsinki will be Ms Viveca Hedengren, programme officer in charge of Mozambique and Mr Matti Lahtinen, programme adviser, and in Mozambique Ms Bodil Wikman, the coordinator of the KEPA Maputo office.

The consultants within the framework of this evaluation will produce the following notes and reports, in the English language:

- inception note, at the beginning of the field phase, up-dating the evaluation methodology and the list of organisations (organisations to be visited, persons to be met etc.)
- short "end of the mission notes" at the end of the field phase presenting in summarised way the main findings of the mission
- fact finding report of the findings in Finland, to be sent to the responsible evaluator in Mozambique
- a draft report by July, 12<sup>th</sup>, 2003
- final report including an executive summary by the end of August, 2003.

Annexes:

Report: Description of KEPA's and its member organisations' collaboration with the library sector in Mozambique 1996-2002. KEPA Mozambique, 2003  
 Evaluation: The Library network in Nampula province

**Abbreviations:**

<b>KEPA</b>	<b>Service Centre for Development Cooperation</b>
<b>NGO</b>	<b>Non-governmental Organisation</b>

## ***Annex 2 – List of people met***

### **In Finland**

Ms Kristiina Asp, Librarian, Ex-Development Worker for KEPA in Mozambique  
 Ms Viveca Hedengren, Programme Officer for Mozambique and Tanzania, KEPA  
 Mr Sven Hirn, PhD. Ex-chief librarian  
 Mr Timo Kovanen, Information scientist KEPA  
 Ms Marjatta Lahti, Librarian, Finnish Library Association  
 Mr Matti Lahtinen, Programme Officer for Culture and Development  
 Ms Eija Mustonen, Ex-programme Officer for Zambia and Mozambique  
 Ms Ritva Niskala, Librarian, Ex- Development Worker for KEPA in Mozambique  
 Ms Eeva Ratinen, Emmaus co-ordinator  
 Mr Erik Sjöberg, Ex- chairman of the Finland-Mozambique Friendship Association  
 Mr Juhani Toivonen, Ex-representant, Finnish Embassy Maputo  
 Ms Laura Torvinen, Ex-Coordinator, KEPA Maputo

### **In Mozambique**

#### **Maputo**

#### *Kepa's office*

Ms. Bodil Wikman, Kepa's coordinator  
 Mr. Severino Ngole, program officer  
 Ms. Marjaana Pekkola, ex. Kepa's coordinator

#### *BNM (National Library of Mozambique)*

Mr. Emílio A. Lopes de Araújo, director  
 Ms. Maria de Lourdes Nobela, documentalist  
 Ms. Dânia Abdul Laíce, documentalist  
 Mr. António Cuna, former head of the technical and training department, BNM; currently  
 Minister of Culture cabinet chief

#### *Library professionals and experts*

Ms. Wanda do Amaral, director of CIDOC and advisor to the president of the FBLP  
 Mr. Manuel Mangue, head of the Organizational Development Department, Directorate of  
 Documentation Services, Eduardo Mondlane University  
 Mr. Abdul Khan, director, Directorate of Documentation Services, Eduardo Mondlane  
 University  
 Ms. Edna Pereira, head of Resources and Pedagogical Support Directorate, Ministry of  
 Education

#### *Finland Embassy*

Ms. Ritva Parviainen, program officer

**In Nampula province**  
**Nampula city**

*BPN (Provincial Library of Nampula)*

Mr. António Pilale, director  
 Mr. Boaventura Mucage, documentalist  
 Ms. Isabel J. Rocha Amade, documentalist  
 Ms. Maria Adelaide Nuro, documentalist  
 Mr. José Elias Tarua, documentalist  
 Mr. Ossufo Abacar, cleaner  
 Users of the library

*Government (province and city)*

Ms. Albertina Ussene, deputy director, Provincial Directorate of Culture  
 Mr. Francisco Alfredo Magaia, municipal councillor for culture, Nampula city  
 Mr. Augusto dos Santos Tauanale, Pedagogical Department deputy head  
 Mr. Alexandre Xavier, EP2 technician and school libraries responsible  
 Mr. António Ussene, head of the Internal Administration sector, Provincial Directorate of Education

*School and Community Libraries*

Mr. Lourenço Cássimo Mussa, administrator of the CFPP, Marrere  
 Mr. Manuel Moreira, substitute of the library responsible, CFPP, Marrere  
 Ms. Maria de Fátima, substitute of the library responsible, Polivalent Social Center of St. Cross, Muahivire  
 Mr. Gregório Mendes de Castro, employee, Polivalent Social Center of St. Cross, Muahivire  
 Mr. Daniel Acácio, Director, Secondary School of ADEMO  
 Mr. Orlando Soares Escova, deputy responsible, Pedagogical University Library

*Civil Society*

Mr. Armando António, president of ADOC  
 Ms. Laurinda Sabonete, coordinator of ADOC  
 Mr. Arlindo Muririua, New Initiatives officer, ADOC

*Internacional NGOs*

Ms. Eva Sandberg, programme officer, Africa Groups of Sweden

**Monapo district**

Ms. Gilda de Almeida, public library responsible  
 Ms. Susana Fosse, coordinator, children and women activities  
 Mr. Samuel Alifo, assistant, children's programme  
 Mr. Director, District Directorate of Culture  
 Mr. Mendes António Coneia, Head of the Pedagogical Sector, Education District Directorate

**Mozambique Island**

Mr. Fernando M. Hilário Vieira, Director, District Directorate of Culture  
 Mr. Armindo Marcelino, Pedagogical Director, Island's Secondary School Library  
 Ms. Benaime Molde Issufo, assistant, Secondary School Library  
 Mr. Abacar A. Satar Naímo, President, Municipal Council  
 Ms. Amana da Graça, Maritime Administrator  
 Mr. Gulamo Mamudo, office head, Friend of the Island Association

Ms. Dulce ..., director, Island's Oikos Delegation

### **Mogovolas**

Mr. António Joaquim Valente, teacher, responsible of the Secondary School Library

Mr. Sábado Portugal Cinquenta, Student, Secondary School

Mr. Sérgio Cândido Assane, Student, Secondary School

Mr. Domingos Mamuhia, Director, District Directorate of Culture

Mr. Albertino Assane Iahaia, director, Secondary School

Cultural group of women

### **In Cabo Delgado province**

#### **Pemba**

Mr. F. João, Kepa's program officer in the northern region

#### *Provincial Library of Pemba*

Ms. Regina António Lichinga, director

Mr. Carlitos L. Basileu Muajule, assistant

Mr. Rafael Joseph Katame, assistant

Mr. Salésio Filipe Pinda, former director

Users

#### *Government*

Mr. José Duarte Alitenge, Director, Provincial Directorate of Culture

Ms. Catarina Filipe Chimbala, Municipal Councillor for Culture

#### *Civil Society*

Mr. R. N'ganga, coordinator, Progresso Association

Mr. Rodrigues Dickson, coordinator, FOCADE

Mr. António Dias Loureiro, President, UMOKAZI

Mr. F. Guezimane, Lecturer, School of Management and Tourism, Catholic University of Mozambique

Ms. Alda Jorge, Helvetas

### **Montepuez**

Mr. Evaristo João Nicura, teacher, Secondary School Library

Ms. Verónica Inácio Tomás, assistant, Secondary School Library

Ms. Ingegerd Gabrielsson, Development Worker, Africa Groups of Sweden, Teacher's Training Center

Mr. Joaquim da Silva Suate, responsible of the Teacher's Training Center Library

Mr. António Cipriano Viola, teacher, Teacher's Training Center Library

Mr. Jacinto Américo Saíde, Head of the Pedagogical sector, District Directorate of Education

Mr. Victor Constantino Mahoca, Municipal Councillor for Culture

**In Inhambane province**  
**Inhambane city**

Mr. Acrísio Passos da Silva, retiring director  
Ms. Palmira Inácio, documentalist, new director after July 2003  
Users

**Jangamo district**

Mr. Lopes Rungo, Director, District Directorate of Culture  
Mr. Pelágio Eduardo, District administrator

**Morrumbene district**

Mr. Moisés Filimone Balane, Director, District Directorate of Culture

## Annex 3 – Program of the evaluation

(Activities in Mozambique)

<b>Date</b>	<b>Activities</b>
Late April / May 26-31	Team coordination Preliminary briefing with Kepa in Maputo
Mon. June 2	Meeting with B. Wikman and S. Ngole, KEPA Study of documentation. Methodology. Preparation of fieldwork Coordination with consultant in Finland
Tue. June 3	Meeting with E. Araújo, BNM Director, Meeting with A. Cuna, Ministry of Culture, Meeting with M. Pekola, former Kepa coordinator in Mozambique Briefing with Kepa
Wed. June 4	Meeting with W. Amaral, Director, CIDOC and advisor, FBLP Visit to the CIDOC Study of documentation
Thu. June 5	Meeting with E. Pereira, Director, Documentation Center / MINED Inception Note
Fri. June 6	Visit to and contacts with staff, BNM Preparation of the work in Nampula and Cabo Delgado
Sat. June 7	Meeting with R. Parviainen, Finnish Embassy program officer

<i>June 9-14</i>	<i>Fieldwork in Nampula</i>
Sun. June 8	<b>Travel to Nampula</b> Meeting with F. João and A. Pilale, Kepa program officer and BPN director
Mon. June 9	Meeting with A. Pilale, BPN Briefing with A. Ussene, Deputy Provincial Director of Culture Brief talks with users Visit to the Library and meeting with L. Mussa and M. Moreira, Teachers training Center, Marrere Visit to BPN and meeting with staff Meeting with B. Mucage, BPN
Tue. June 10	Visit to the Library and meeting with Sr M. Fátima and G. Castro, St. Cross Parish Social Center, Muahivire Brief talks with users Visit to the Library and meeting with D. Acácio, ADEMO Meeting with A. Tuanale, A. Xavier and A. Ussena, Provincial Directorate of Education Meeting with F. Magaia, councillor for Culture, Municipal Council Visit to the Library and meeting with O. Escova, Pedagogical University Meeting with A. António, L. Sabonete and A. Murirua, ADOC Meeting with I. Amade and J. Tarua, BPN Interviews with users
Wed. June 11	<b>Fieldwork in Monapo district</b> Travel to Monapo Meeting with District director of Culture, Visit to the District Public Library and activities with children and women Interviews with 2 users and 3 women in the activities Meeting with G. Almeida, Library Meeting with S. Fosse and S. Alifo, Activities with children <b>Travel to Mozambique Island</b>

Wed. June 11	<p><b>Fieldwork in Monapo district</b></p> <p>Travel to Monapo  Meeting with District director of Culture,  Visit to the District Public Library and activities with children and women  Interviews with 2 users and 3 women in the activities  Meeting with G. Almeida, Library  Meeting with S. Fosse and S. Alifo, Activities with children</p> <p><b>Travel to Mozambique Island</b></p>
Thu. June 12	<p>Meeting with F. Vieira, District director of Culture  Visit to the District Public Library (closed)  Visit to Archives and meeting with A. Graça, Maritime Administration Department  Meeting G. Mamudo, AAIM  Meeting with A. Naímo, Mayor, Municipal Council  Visit to the Library and meeting with A. Marcelino and B. Issufo, Island Secondary School  Visit to UNESCO office and library  Visit to and meeting Dulce, OIKOS</p> <p><b>Travel to Monapo</b></p> <p>Meeting M. Coneia, District Directorate of Educacion</p> <p><b>Travel to Nampula</b></p>
Fri. June 13	<p><b>Travel to Nametil, Mogovolas District</b></p> <p>Visit to library and meeting with A. Iahaia and A. Valente, Secondary School of Nametil  Meeting with S. Cinquenta and S. Assane, students, Secondary School  Meeting with a cultural group of women  Meeting with D. Namuhia, District director of Culture</p> <p><b>Travel back to Nampula</b></p>
Sat. June 14	<p>Interviews with library users  Individual meetings with O. Abacar and A. Nuro, BPN  Debriefing with A. Pilale, BPN  Meeting with E. Sandberg, Africa Groups of Sweden</p>
Sun. June 15	<p><b>Travel to Pemba, Cabo Delgado</b></p>
<i>June 15-18</i>	<p><i>Fieldwork in Cabo Delgado</i></p>
Mon. June 16	<p>Travel from Pemba to Montepuez  Visit to the library and meeting with V. Tomás and E. Nicura, Secondary School of Montepuez  Meeting with J. Saíde, District Directorate of Education  Visit to the newspapers shop  Visit and meeting with I. Grabrielsson, J. Suate and A. Viola, Library, Teachers Training Center, Montepuez  Meeting with V. Mahoca, councilor for Culture, Municipal Council  Travel from Montepuez to Pemba</p>
Tue. June 17	<p>Visit to the Provincial Library  Meeting individually with Regina Lichinga, director and the staff: C. Muajule and R. Katame  Meeting with S. Pinda, former director, BPP  Meeting with C. Filipe, councilor for Culture, Municipal Council  Interviews with users  Meeting A. Jorge, Helvetas</p>

Wed. June 18	<p>Meeting with R. N'ganga, coordinator, Progresso</p> <p>Meeting with J. Alitenge, Provincial Director of Culture</p> <p>Visit to the library and meeting with F. Guezimana, lecturer, Catholic University of Mozambique</p> <p>Meeting R. Dicksson, coordinator, FOCADE</p> <p>Meeting A. Loureiro, UMOKAZI</p> <p><b>Travel back to Maputo</b></p>
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<i>June 19-21</i>	<i>Fieldwork in Maputo</i>
Thu. June 26	<p>Debriefing with B. Wikman and S. Ngole, KEPA</p> <p>Preparation of the work in Inhambane</p> <p>Visit to the BNM</p> <p>Meeting with M. Nobela, BNM</p>
Fri. June 27	<p>Meeting with D. Laíce, BNM</p> <p>Interviews with users, BNM</p> <p>Logistics related to the visit to Inhambane</p>

Jun 30-Jul 3	<i>Fieldwork in Inhambane province</i>
Mon. June 30	Travel to Inhambane by land
Tue. July 1	<p>Visit to BPI</p> <p>Meeting with A. Tonela, retiring director, BPI</p> <p>Meeting with Palmira Inácio, new director, BPI</p> <p>Interviews with 5 users</p> <p><b>Travel to Jangamo District</b></p> <p>Meeting with L. Rungo, director of Culture and Library director</p> <p>Briefing with P. Eduardo, District administrator</p> <p><b>Travel back to Inhambane</b></p>
Wed. July 2	<p><b>Travel to Morrumbene</b></p> <p>Visit to the library</p> <p>Meeting with M Balane, director of Culture and Library director</p> <p><b>Travel back to Inhambane</b></p> <p>Briefing with Palmira Inácio, director, BPI</p>
Thu. July 3	<b>Travel back to Maputo</b>
Fri. July 4	<p>Meeting with Manuel Mangué, DSD, UEM</p> <p>Briefing with Abdul Khan, director, DSD, UEM</p>
Wed. July 9	Feedback session with KEPA and partners in Maputo
July 11- 25	Report writing
August	Comments from Keka and partners
August 31	Final report

## Annex 4– Financial Support to the Library Sector 1996-2002 KEPA Mozambique

### 1. Summary per type of support

Total KEPA direct support to libraries (BNM, BPN, BPP)	Recipients	1996	1997	1998	1999	2000	2001	2002 *)	Total	% of total
<b>Description</b>										
Development worker	BNM+BPN	124 498	121 440	114 408	9 152	0	0	0	369 498	62%
Training courses	Nationwide	0	1 323	12 310	10 563	14 363	0	3 500	42 059	7%
Stipends CIDOC Students	6 provinces #)	0	0	0	17 914	18 609	13 963	6 037	56 523	9%
Purchase of Books	Nationwide	0	0	4 040	7 750	14 320	1 153	5 000	32 263	5%
Computer equipment	BNM	0	0	0	19 532	1 157	0	0	20 689	3%
Infrastructure & furniture&vehicles	BPN	0	0	1 000	0	0	0	1 500	2 500	0%
Supervision&studies&travel	Nationwide	0	2 869	1 000	2 227	8 026	0	0	14 122	2%
Running costs	BNM+BPN	0	0	150	189	1 600	0	0	1 939	0%
Library association	Nationwide	0	180	0	0	0	0	0	180	0%
Cultural programme	BPN+BPP	0	645	1 500	982	783	0	451	4 361	1%
Other expenses	BNM	0	0	0	2 494	2 745	0	0	5 239	1%
Purch. newspapers (democrat proj)	Nationwide				22 100	4 650	19 372		46 122	8%
<b>Total</b>		<b>124 498</b>	<b>126 457</b>	<b>134 408</b>	<b>92 903</b>	<b>66 253</b>	<b>34 488</b>	<b>16 488</b>	<b>595 495</b>	<b>98%</b>

### 2. Summary per recipient library

Total KEPA direct support to libraries (BNM, BPN, BPP)		1996	1997	1998	1999	2000	2001	2002 *)	Total	% of total
<b>Description</b>										
Support to and through BNM		62 249	65 092	70 204	59 077	46 500	13 963	6 037	323 122	54%
Support to BP Nampula		62 249	61 365	60 854	8 558	13 153	250	5 000	211 429	36%
Support to BP Pemba		0	0	3 350	3 168	1 950	903	5 451	14 822	2%
Democratization project (newspapers) BNM					22 100	4 650	19 372		46 122	8%
<b>Total</b>		<b>124 498</b>	<b>126 457</b>	<b>134 408</b>	<b>92 903</b>	<b>66 253</b>	<b>34 488</b>	<b>16 488</b>	<b>595 495</b>	<b>100%</b>

### 3. Financial support to Library sector except for Development Worker costs

Total KEPA direct support to libraries (BNM, BPN, BPP)		1996	1997	1998	1999	2000	2001	2002 *)	Total	% of total
Financial support		0	5 017	20 000	83 751	66 253	34 488	16 488	225 997	38%

#### Explanations:

BNM	National Library, Maputo
BPN	Nampula Provincial Library
BPP	Pemba Provincial Library
#) 6 provinces	Maputo, Inhambane, Zambezia, Nampula, Cabo Delgado, Niassa
Nationwide	Provincial (and a few district) libraries from all provinces

Values checked by Bodil Wikman, KEPA coordinator, on the basis of bookkeeping from year 1996 to 2002  
For the determination of use of the funds were used plans and reports for the libraries, except for BNM  
1999-2001 for which the financial reporting was summarized, see annexes.

Copies of book keeping extracts in archive "Library Support 1996-2002 - Funds"

Maputo, 19.10.2003

Bodil Wikman

## Financial Support to the Library Sector 1996-2002 (except the Democratisation Project costs)

1. National Library	1996	1997	1998	1999	2000	2001	2002 *)	Total	% of total
<b>Description</b>									
Development worker/librarian	62 249	60 720	57 204	4 576				184 749	57%
Training courses	0	1 323	9 960	6 568	12 969			30 820	10%
Stipends CIDOC Students				17 914	18 609	13 963	6 037	56 523	17%
Purchase of Books			3 040	6 577	10 420			20 037	6%
Computer equipment				19 532	1 157			20 689	6%
Supervision&studies&travel	0	2 869		1 227	600			4 696	1%
Running costs				189				189	0%
Library association		180						180	0%
Other expenses				2 494	2 745			5 239	2%
<b>Total</b>	<b>62 249</b>	<b>65 092</b>	<b>70 204</b>	<b>59 077</b>	<b>46 500</b>	<b>13 963</b>	<b>6 037</b>	<b>323 122</b>	<b>100%</b>

\*) Funds for 2002 disbursed end of 2001

2. Nampula Libraries	1996	1997	1998	1999	2000	2001	2002	Total	% of total
<b>Description</b>									
Development worker/librarian	62 249	60 720	57 204	4 576				184 749	87%
Training courses&experience exchange				2 000	1 394		1 000	4 394	2%
Purchase/transport of Books					1 950	250	2 500	4 700	2%
Infrastructure & furniture&vehicles	0		1 000				1 500	2 500	1%
Supervision&travel&studies&assessments			1 000	1 000	7 426			9 426	4%
Cultural programme	0	645	1 500	982	783			3 910	2%
Other running costs	0		150		1 600			1 750	1%
<b>Total</b>	<b>62 249</b>	<b>61 365</b>	<b>60 854</b>	<b>8 558</b>	<b>13 153</b>	<b>250</b>	<b>5 000</b>	<b>211 429</b>	<b>100%</b>

3. Cabo Delgado library	1996	1997	1998	1999	2000	2001	2002	Total	% of total
<b>Description</b>									
Training courses#)			2 350	1 995			2 500	6 845	46%
Purchase and rehabilitation of Books			1 000	1 173	1 950	903	2 500	7 526	51%
Cultural programme							451	451	3%
<b>Total</b>	<b>0</b>	<b>0</b>	<b>3 350</b>	<b>3 168</b>	<b>1 950</b>	<b>903</b>	<b>5 451</b>	<b>14 822</b>	<b>100%</b>

<b>Total of above per year</b>	<b>124 498</b>	<b>126 457</b>	<b>134 408</b>	<b>70 803</b>	<b>61 603</b>	<b>15 116</b>	<b>16 488</b>	<b>549 373</b>
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#) The funds disbursed for training courses in 1999 were used inappropriately by the Directorate for Culture of Cabo Delgado. About half of the amount was recovered and used in 2001 for training in Pemba.

Values checked by Bodil Wikman, KEPA coordinator, on the basis of bookkeeping from year 1996 to 2002  
For the determination of use of the funds were used plans and reports for the libraries, except for BNM 1999-2001 for which the financial reporting was summarized, see annexes.

Copies of book keeping extracts in archive "Library Support 1996-2002 - Funds"

Maputo, 19.10.2003

Bodil Wikman

## Annex 5 - LIBRARY STAFF TRAINED WITH KEPA FUNDING YEARS 1996-2002 (2003)

ANNEX 5  
KEPA MOZAMBIQUE  
LIBRARY STAFF TRAINED WITH KEPA FUNDING YEARS 1996-2002 (2003)

## A. Training courses realized by the National Library (BNM)

	Name and content of course	Date	Venue	Target group	Provinces concerned	Trainers	Nr of weeks	Nr of part	Nr. from Maputo Prov/City	Nr. from Other Prov
1	Library as local centre for information, Recuperation of information	6-31.01.97	Maputo	Documentation officers	Inhambane, Gaza, Maputo Prov e City, Zambezia, Niassa, Sofala, Nampula	E.Araujo, A.Cuna, A. Jorge, F. Mendes, W. Adam, R. Niskala, K. Asp, A. Pilale and others	3	25	18	7
2	Library as a local centre for information, Recuperation of information. Oral tradition	8-20.12.97	Beira	Librarians, responsible for provincial public libraries	Sofala, Manica, Tete	M. Madeira, R. Niskala, A. Cuna, D.A. Rosario, J. Paulino, A. Silva	2	11	2	9
3	Library as a local centre for information: Planification and administration. Principles of selection and acquisition of material	6-29.07.98	Maputo	Librarians, responsible for provincial public libraries	Inhambane, Gaza, Sofala, Manica, Tete, Niassa, Nampula, Zambezia, Cabo Delgado, Maputo	E.Araujo, A. Cuna, R. Niskala, K. Asp, C. Fumo, W. Adam, CIUEM, LURIMAC, outros	3	11	2	9
4	Public Library as centre for information. Planfication, Management, Intoduction to Informatics	02-13.08.99	Maputo	Librarians, responsible for provincial public libraries	Inhambane, Gaza, Sofala, Manica, Tete, Niassa, Nampula, Cabo Delgado, Maputo	E.Araujo, A.Cuna, aJ Mangue, e outros	2	16	7	9
5	Regional training seminar- Southern region. Documentation techniques, basic management of libraries	10-21/07/00	Inhambane	Documentation officers and librarians at provincial level	Inhambane, Gaza, Maputo,	A. Cuna, A. Tonela	2	13	2	11
6	Public Library as centre for information. Planfication, Management, Intoduction to Informatics	16-27/10/00	Maputo	Librarians, responsible of provincial public libraries	Inhambane, Gaza, Sofala, Manica, Tete, Niassa, Nampula, Cabo Delgado, Maputo	A. Cuna, B. Rungo, M. Munguambe, CIDOC	2	18	10	8
<b>Total nr</b>							<b>14</b>	<b>94</b>	<b>41</b>	<b>53</b>

Obs.! These courses do not include the training in computer techniques arranged at the National Library.  
Does not include continuous on the job training by KEPA development worker Ritva Niskala at National Library.  
Some of the number of participants are estimations due to lack of clear reporting.  
Statistics on number of women and men trained is impossible to get due to the same lack of reports.

Compiled by Bodil Wikman 10.10.2003

## Annex 6 – Other Finnish NGO support

### **The Finland-Mozambique Friendship Association (FMFA)**

The FMFA started a small-scale support program to the public library in Beira and the Sofala network in 1989. The support was about FIM 45.000 per year. The funds were mainly allocated for books and subscriptions of newspapers and training. The justification for the project was the poor quality of education due to lack of trained teachers combined with lack of school books and means for the teachers to increase their knowledge on basic school subject areas. The main target group was schoolteachers and students as there were several secondary schools and an increasing number of institutes and vocational schools in Beira.

The support ended in 1996 and thus is not evaluated in this report. The total financing during 6 years was about FIM 270.000. From this sum FIM 180.000 were granted from the Foreign Ministry's funds for NGOs and FIM 90.000 was FMFA financing.

Later when the KEPA DWs were posted in Nampula and Maputo there was a small contribution from FMFA for library training channeled via KEPA. A training course, organized in Beira by the DW posted in Maputo, for library personnel from the provinces of Sofala and Manica was funded by FMFA in 1997, with about FIM 15.000.

The FMFA has nevertheless played an essential role for the starting of KEPA's library activities in Mozambique, as shown in chapter 2. FMFA organized a study visit to Zimbabwe for Mozambican library personnel in August 1993. In Zimbabwe, at that time, the world of libraries and books were much more vital than in Mozambique. The English culture has traditionally been more literate than the Portuguese. The object for the exchange was to study the Rural Libraries and Resources Development Program by visiting the rural libraries of the program, public libraries in Harare, the Zimbabwean library association and the Harare international book fair. The director and two of the personnel from the Provincial library of Sofala, the culture director for the Sofala province, the BPN and BNM directors were invited to participate. One aim for the visit was networking between the Mozambican library staff from different provinces, to be together, discuss problems, plans and visions.

### **The Emmaus Helsinki**

Emmaus Helsinki started supporting the *project to re-establish the network of libraries in the Nampula province*, through funding a mobile library, a chest of books to be moved from suburb to suburb, in the city of Nampula, in 1993. The program was a small scale and low budget one and did not require big investments. From 1994, Emmaus Helsinki started to fund the rural small library network, providing support to five small libraries (in Murrupula, Namapa, Alua, Nacaroa and Rapale). The support expanded to include new libraries and to purchase books, a collection of children's books, newspapers, bookshelves and other furniture for the libraries and some other material.

Emmaus Helsinki emphasizes the importance of women's literacy and to get the children interested of books at an early stage. To promote these values they have funded some of the library network's new initiatives, such as literacy courses for women and children's library activities. Emmaus Helsinki funded the library director's trips to Maputo once a year to buy books and also funded partially the library director's international contacts, a travel to Zimbabwe and another one to Finland. From other source, Emmaus Helsinki has also

financed the library director law studies at the local university. There are no special conditions for the support but about 60% of the Emmaus budget are allocated to books.

During the period 1995 – 2002, the total support of Emmaus Helsinki has been about FIM 670.000: 347.000 granted from the Foreign Ministry's funds for NGOs and 323.000 from Emmaus own financing (source: Emmaus in Helsinki).

FMFA library experience was an important background factor for the Emmaus Helsinki support. The chairperson of the FMFA was at that time working in the Nacala. Bearing the example of the associations Beira library support project in mind he took the initiative to include library support in the Nacala Integrated Urban Development Project, support for buying books to Nacala municipal library. Via the book support into contact with Mr. Pilale who was looking for support to re-establish the libraries in the Province and who presented a proposal. Emmaus Helsinki was cooperating with Mozambique and had channeled material assistance to Mozambique through FMFA. Emmaus Helsinki was looking for a new cooperation partner in Mozambique and the chairperson of FMFA presented the Nampula project to Emmaus Helsinki Ms. Eeva Ratinen who then visited the provincial library of Nampula. The result of the visit was a support proposal introduced to the board of Emmaus Helsinki. It was approved and the support started in March 1993, first funded only by Emmaus own funds, and later mainly by the Foreign Ministry funds for NGOs.