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## MOZAMBIQUE

Throughout 2013, relations between the governing Mozambique Liberation Front (known by the local acronym FRELIMO) and the opposition Mozambican National Resistance (known by the local acronym RENAMO) have deteriorated, leading to a tense political climate and intermittent violence throughout Mozambique. There has been no progress towards reconciliation between FRELIMO and RENAMO, despite a series of high-level negotiations to discuss a number of disputes including the country's electoral law.

Political parties in Mozambique are gearing up for the presidential, parliamentary, and provincial assembly elections to be held in October 2014. The local elections in November 2013, boycotted by RENAMO, gave rise to the Movimento Democrático de Moçambique (Mozambican Democratic Movement), an opposition party with a platform centered on addressing poverty, in contrast to the ideological focus of FRELIMO and RENAMO. This was the first time that a new opposition party won control of some of Mozambique's largest cities (Beira, Quelimane, and Nampula) and it amassed a substantial number of seats in most municipalities.

Violence in Beira and Quelimane during the municipal elections underscored the increasing political polarization in Mozambique and overall discontent of urban populations. Health professionals organized a 26-day strike across the country to lobby for better working conditions and better salaries. Tens of thousands of people gathered ahead of the October elections across Maputo, Beira, Matola, and Quelimane to protest the government's failure to maintain security in the country.

The panelists noted that the government has continued to interfere with independent media outlets and has had a hand in the dismissal of editors and directors at newspapers and television stations that are critical of FRELIMO. There has also been no progress made towards the approval of the revised Press Law or the preliminary drafts of the Broadcasting and Media Law and Access to Information Act, which are crucial for furthering freedom of the press in Mozambique.

The year was also marked by a wave of kidnappings, which led civil society to hold a peaceful demonstration on October 31, 2013 to demand that the authorities address widespread police corruption and bring the kidnappers to justice. The pro-government media, such as state-run Mozambique Television and the newspaper *Noticias*, did not even report on the demonstration.

Despite setbacks in the freedom of the press, freedom of expression has progressed through the greater use of social media with citizens engaged in various political, economic, and social events throughout the country. As in previous MSI reports, the panelists noted that a lack of training in the journalism sector, from journalists and editors, to media managers and government regulators, has contributed to the unsustainability of the various objectives and indicators in the 2014 assessment. Overall, the country's score fell by more than two-tenths of a point compared with last year. Objective scores all fell moderately, the sole exception being Objective 5, Supporting Institutions, which remained static.

# MOZAMBIQUE at a glance

## GENERAL

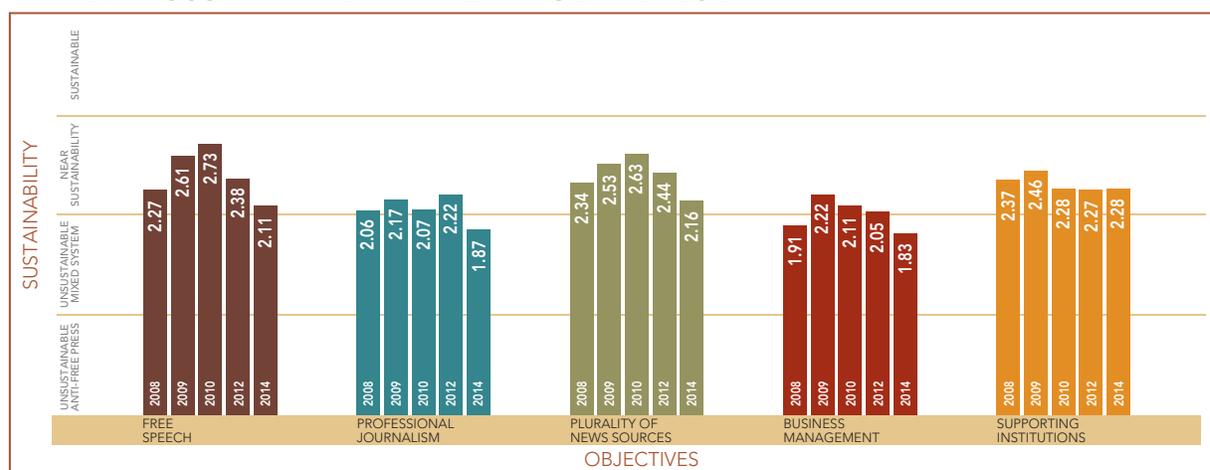
- > Population: 24,692,144 (July 2014 est., *CIA World Factbook*)
- > Capital city: Maputo
- > Ethnic groups (% of population): African 99.66% (Makhuwa, Tsonga, Lomwe, Sena, and others), European 0.06%, Euro-African 0.2%, Indian 0.08% *CIA World Factbook*)
- > Religions (% of population): Catholic 28.4%, Muslim 17.9%, Zionist Christian 15.5%, Protestant 12.2% (includes Pentecostal 10.9% and Anglican 1.3%), other 6.7%, none 18.7%, unspecified 0.7% (2007 est., *CIA World Factbook*)
- > Languages (% of population): Emakhuwa 26.1%, Xichangana 11.3%, Portuguese 8.8% (official; spoken by 27% of population as a second language), Elomwe 7.6%, Cisena 6.8%, Echwabo 5.8%, other Mozambican languages 32%, other foreign languages 0.3%, unspecified 1.3% (1997 census, *CIA World Factbook*)
- > GNI (2012-Atlas): \$12.76 billion (World Bank Development Indicators, 2013)
- > GNI per capita (2012-PPP): \$1,000 (World Bank Development Indicators, 2013)

- > Literacy rate: 56.1% (male 70.8%, female 42.8%) (2010 est., *CIA World Factbook*)
- > President or top authority: President Armando Guebuza (since February 2, 2005)

## MEDIA-SPECIFIC

- > Number of active print outlets, radio stations, television stations, online news portals: Print: 513 total; Radio Stations: 95, including 65 community stations; Television Stations: 9; Online: 47 (GABINFO)
- > Newspaper circulation statistics: N/A
- > Broadcast ratings: N/A
- > News agencies: Mozambican Information Agency (state-run)
- > Annual advertising revenue in media sector: N/A
- > Internet usage: 613,600 (2009 est., *CIA World Factbook*)

## MEDIA SUSTAINABILITY INDEX: MOZAMBIQUE



**Unsustainable, Anti-Free Press (0-1):** Country does not meet or only minimally meets objectives. Government and laws actively hinder free media development, professionalism is low, and media-industry activity is minimal.

**Unsustainable Mixed System (1-2):** Country minimally meets objectives, with segments of the legal system and government opposed to a free media system. Evident progress in free-press advocacy, increased professionalism, and new media businesses may be too recent to judge sustainability.

**Near Sustainability (2-3):** Country has progressed in meeting multiple objectives, with legal norms, professionalism, and the business environment supportive of independent media. Advances have survived changes in government and have been codified in law and practice. However, more time may be needed to ensure that change is enduring and that increased professionalism and the media business environment are sustainable.

**Sustainable (3-4):** Country has media that are considered generally professional, free, and sustainable, or to be approaching these objectives. Systems supporting independent media have survived multiple governments, economic fluctuations, and changes in public opinion or social conventions.

Scores for all years may be found online at [http://irex.org/system/files/u105/MENA\\_MSI\\_Score\\_Compilation.xls](http://irex.org/system/files/u105/MENA_MSI_Score_Compilation.xls)

## OBJECTIVE 1: FREEDOM OF SPEECH

Mozambique Objective Score: 2.11

This objective received its lowest score to date by the panelists (previously 2.27 in 2008) as a result of a number of events that jeopardized Mozambique's achievements in the area of freedom of speech and the press. Armando Nenane, a journalist and executive director of the Mozambican Legal Journalism Association, reminded the panelists that "the 1990 Constitution established freedom of speech and press as part of the catalog of fundamental rights" that was "confirmed and extended in the 2004 Constitution." Although the panelists were in agreement that in legal terms, the Constitution and Press Law protects and promotes free speech, in 2013, the tradition of poor or selective enforcement of these laws continued.

The 1991 Press Law is particularly limited, as the existing legal framework does not protect the editorial independence of state-owned or public media outlets who "defame" the president or other high-ranking officials, which is illegal in Mozambique. Armando Nenane stressed that the Press Law "ought to be reviewed," for example, if a journalist is critical of the president and is brought to trial, he or she does not enjoy basic rights. The media disciplinary body, the High Media Council, has come under a considerable degree of criticism for acting almost solely as an institution responsible for guaranteeing "the right of reply" to a number of eminent national figures—such

### LEGAL AND SOCIAL NORMS PROTECT AND PROMOTE FREE SPEECH AND ACCESS TO PUBLIC INFORMATION.

#### FREE-SPEECH INDICATORS:

- > Legal and social protections of free speech exist and are enforced.
- > Licensing of broadcast media is fair, competitive, and apolitical.
- > Market entry and tax structure for media are fair and comparable to other industries.
- > Crimes against journalists or media outlets are prosecuted vigorously, but occurrences of such crimes are rare.
- > State or public media do not receive preferential legal treatment, and law guarantees editorial independence.
- > Libel is a civil law issue; public officials are held to higher standards, and offended parties must prove falsity and malice.
- > Public information is easily accessible; right of access to information is equally enforced for all media and journalists.
- > Media outlets have unrestricted access to information; this is equally enforced for all media and journalists.
- > Entry into the journalism profession is free, and government imposes no licensing, restrictions, or special rights for journalists.

Armando Nenane said, "The judiciary tends to be the most inaccessible when it comes to accessing information." He added, "The further you get from the large provincial capitals the more people's fundamental rights and freedoms, including the right of access to information, are suppressed."

figures have turned to the High Media Council to protest reports that have negatively portrayed their office—and for not exercising constant surveillance over the conduct of the media.

*Savana Weekly*, an independent weekly newspaper based in Maputo, issued a list called the "G40," which is comprised of 40 people "authorized" to speak against anti-government rhetoric. Against the backdrop of increasing political tension and violence, Refinaldo Chilengue, editorial director of the e-newspaper *Correio da Manhã* and *Prestígio* magazine and chair of the Associação dos Editores de Moçambique, stated that in 2013 "criminal cases were raised against journalists" and "a number of journalists were prevented from freely carrying out their professional activities, especially in the Central Zone." However, journalists alone have not been silenced; for example, the executive director of the environmental organization Centro Terra Viva was detained and interrogated by the State Information and Security Service for leading a demonstration of rural people in Palma, Cabo Delgado Province.

However, Selma Inocência, news director for Miramar Television, added, "Freedom of expression supported by the social networks" has increased compared with previous years. However, Sílvia Afonso, with the Media Institute (ICS), argued, "The excesses of freedom are more to be seen on the social networks, involving the literate classes, at the expense of the freedom of a press" who have a "recognized competence."

Elídio Cuco, senior international relations officer and member of the Mozambican Legal Journalism Association, and João Colaço, professor of sociology at Eduardo Mondlane University, expressed concern at the delay in approving the draft Access to Information Act. That proposal has been the subject of heated debate and intense lobbying, but has not been submitted to the National Assembly plenary session. The Act has been introduced eight years previously and has already been the subject of wide-ranging public debate conducted by the Assembly's Committee on Public Administration, Local Government, and the Media.

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Cuco added, "This may well be a clear indicator that there is no political will for [Act] to be passed."

As in previous MSI studies, the panelists agreed that licensing is apolitical, however not competitive. Refinaldo Chilengue added that the prime minister's Information Bureau (GABINFO) had recently announced the suspension of the licensing and registration of media outlets as part of the move from analog to digital. However, Chilengue pointed out that this should therefore, according to that logic, only apply to television and radio and not affect print media; since it does this raises questions and concerns, he said, over the future of media licensing regulations.

Media outlets must be registered with GABINFO independently of whether they satisfy the requirements for exemption from licensing or registration. However, the bodies responsible for issuing permits are dependent on the government, except for the High Media Council. The panelists noted that while the licensing process is cumbersome, ultimately, the process is "fair and transparent."

In Mozambique, the entry of any organization into the media market is not restricted, though registration is mandatory. Radio Mozambique and Television Mozambique, the largest public media outlets boasting nationwide coverage, receive financial support through a program contract they have signed with the government. However, the panelists unanimously concluded that discounts, subsidies and other facilities are occasionally granted to media organizations and their journalists, who then engage in self-censorship.

The panelists cited an increase in crimes committed against journalists this year, from defamation to brutal attacks and even instances of imprisonment. For example, a journalist from Canal de Moçambique, Edwin Hounou, was detained and handcuffed in September by the National Police in Inhambane, accused of not carrying the appropriate credentials when photographing the voter registration process at a polling station. Adriano Remedi and Miraldina Gabriel, from the independent STV in Beira were detained for three hours when investigating a FRELIMO operation to recruit only young people to fill vacancies at the polling stations that were to operate in the local elections. Moreover, Matias Guente, of Canal de Moçambique, was arrested for photographing the National Police station in the Malanga area in Maputo. Following this, Guente was accused of "spying" for RENAMO by the officers of the National Police. Afonso and the other members of the panel were of the view that the ongoing political crisis in Mozambique has significantly impacted the security of journalists, particularly in the Central Zone. Ultimately crimes

against media professionals are not frequent, but when journalists are detained or imprisoned these cases are widely covered by media outlets, inspiring greater "solidarity" within the profession.

The panelists agreed that the legal framework in Mozambique ensures editorial independence of state-owned media; however, there is very little enforcement. As a rule, all media outlets in Mozambique are required to have an editorial board and statutes to promote self-regulation. Ismael Mussa remarked that the "law protects the editorial independence of the state media only during election campaigning," and argued "usually the publishers of state media act with prejudice when handling cases related to opposition parties and their leaders."

At the local level media do not receive any legal insulation from politicians. Community radio stations are often controlled by political authorities, specifically by local administrators, who come down to the community outlets and order them to shut down when they do not agree with the topics and content produced.

As previously discussed, the 1991 Press Law contains limitations, which states defamation of the president or high-ranking officials is illegal. Therefore, defamation is often treated as a criminal and not a civil law issue. The panelists unanimously suggested that measures to decriminalize defamation should be both discussed and proposed, because the risk of a defamation suit inhibits the editorial independence of journalists.

For instance, in 2008, *Zambeze* published an article that questioned the nationality of Prime Minister Luisa Diogo, who is married to a Portuguese citizen. According to the law at that time, the prime minister would have lost her Mozambican citizenship when she married a foreigner. After the article was published, three of the newspaper's journalists were accused by the state prosecutor of abuses of freedom of the press and defamation against the prime minister. Furthermore, the state prosecutor cited sections 6 and 47 of the Press Law and the Law of Crimes Against the State, which treat libel and slander cases involving certain public authorities as a matter of national security.

Access to information is also restricted according to João Colaço, and "there is a large discrepancy between the law and practical reality, especially in relation to access to public information, where the argument is made that information is subject to the 'confidentiality of legal investigations,' or 'state secrets.'" Armando Nenane added, "The Press Law, Law 18/91 of 10 August 1991," states, "Journalists must refrain from handling materials considered a state secret" yet fails to define what a "state secret" entails.

Inocência added that while “the legal rules are clear as to the protection of freedom of speech and access to public information and, in practice, during 2013 there has been greater freedom of expression. People express their opinions freely, stringing together comments and criticisms in relation to the political, economic, and social developments in the country. But with regard to access to information, there has been a reduction in speed and flexibility in providing important content to the public.” For example, with the crash of Mozambican Airlines in Namibia, news was first delivered by foreign media in Mozambique.

The panelists agreed that investigative journalism is a factor in the growing restrictions on access to information. Journalists are exposing corruption and the dealings of political leaders, which have impacted the access to information in a timely manner. Alfredo Libombo Tomás cited the local elections as an example of how information is withheld or inaccessible, with Mozambique Radio and Mozambique Television not immediately announcing the results because of the opposition’s lead.

Armando Nenane said, “The judiciary tends to be the most inaccessible when it comes to accessing information.” He added, “The further you get from the large provincial capitals the more people’s fundamental rights and freedoms, including the right of access to information, are suppressed.”

The panel acknowledged that media outlets do not encounter any legal restrictions on access to and use of international news and news sources, just as editors and journalists freely use the Internet to carry out their work. There is no known mechanism that has been set in motion to block news. Reprinting and retransmission of local and international news is a practice subject to the rules on citing sources. Media professionals are both knowledgeable and aware that intellectual property must be protected when they used other people’s sources, news, or programs.

The Press Law states “a journalist is any professional who is engaged in seeking out, collecting, selecting, preparing, and publicly presenting events in the form of news, information, or opinion through the media, and for whom this activity constitutes his or her principal, permanent, and remunerated occupation.” The panel noted that they have no knowledge of any regulations issued by the government to exclude bloggers from the journalism profession, or any other groups by reason of gender, ethnicity, religious affiliation, etc. With the expansion of higher education, courses in communication and journalism are growing; the government does not interfere in nor control entry into such courses.

## OBJECTIVE 2: PROFESSIONAL JOURNALISM

Mozambique Objective Score: 1.87

The quality of content in newspapers, radio, and television has not improved according to many of the panelists. However, Ouri Pota Chapata Pacamutondo, deputy director of program management at Mozambique Radio in Maputo, was of the view that Mozambique has been making progress by strengthening professional standards with the hopes of improving quality. One of the factors Pacamutondo credited to this marked improvement is the availability of long-term and short-term training courses offered by organizations supporting the development of journalism in Mozambique.

Ismael Mussa, who was a candidate for mayor of Maputo in the local elections and journalism professor at Eduardo Mondlane University, told the panel that often “There is subjectivity and bias on the part of some journalists in their treatment of certain subjects.” João Colaço, who had been Mussa’s campaign director, said that in the local elections of 2013 “the media were biased in their coverage of the campaign, with private media outlets portraying a two-party race, contested only by FRELIMO and the Mozambican Democratic Movement.”

According Selma Inocência, there are two specific issues related to quality interviewing: there is the “compulsory minute” interviews in which interviewees, especially leaders, determine the type of questions they should be asked beforehand, and second, situations where journalists are ill-informed and ask a list of questions without even leaving enough time for the interviewee to respond to the previous question.

### JOURNALISM MEETS PROFESSIONAL STANDARDS OF QUALITY.

#### PROFESSIONAL JOURNALISM INDICATORS:

- > Reporting is fair, objective, and well sourced.
- > Journalists follow recognized and accepted ethical standards.
- > Journalists and editors do not practice self-censorship.
- > Journalists cover key events and issues.
- > Pay levels for journalists and other media professionals are sufficiently high to discourage corruption.
- > Entertainment programming does not eclipse news and information programming.
- > Technical facilities and equipment for gathering, producing, and distributing news are modern and efficient.
- > Quality niche reporting and programming exists (investigative, economics/business, local, political).

For example, Afonso said, “Radio stations funded by ICS” require journalists to travel with political leaders to report on their platform or message. This practice is not limited to community radio stations according to Afonso, but also seen with media outlets that are financed from the state budget.

Participants took it as a given that each and every journalist knows the standards of professional ethics and conduct that govern the profession, both as universal standards and as contained in the editorial statutes of individual media outlets. Journalists for example receive training on professional ethics and conduct, but often these principles and rules are violated. The National Union of Journalists (SNJ) and its Ethics Committee cannot enforce the established rules; moreover many journalists and media outlets in practice are not affiliated with the SNJ and therefore do not recognize their ethical or moral authority. However, worryingly, the panelists found that the basic editorial codes within media outlets are violated even by those who had a hand in drafting their policies.

Tomás was of the view that the lack of adequate financial compensation compelled both young and veteran journalists to pursue side work or even to get involved in corrupt practices. Colaço added that journalists are vulnerable to the interests of powerful sectors in the political, economic, and financial arenas.

The panelists, as in the previous year, consider self-censorship a significant problem caused by economic vulnerability, lack of training, and the fear of irritating certain political and commercial interests. Self-censorship is practiced by most media professionals, though it is not institutionalized. “Often,” asserted, Nenane, “self-censorship is practiced at all levels at an outlet” from individual journalists to editors or management.

At community radio stations particularly, self-censorship and even censorship are rampant, with political authorities determining what news pieces should or should not be broadcast. In some instances, there is even a great deal of interference from some governing authorities and religious leaders with regard to the work of community radio stations. Maria da Anunciação Mabui, director of the Condland Primary School and program editor at Nkomati Community Radio, stated that community radio stations are required to produce programs that meet with the approval

of the local government. For example, the administrator of Xinavane district ordered the closing of Radio Gwevane after it had published reports detailing inconsistencies in the way that local development funds were being distributed within the district. The radio station has re-opened largely due to the intervention of the Forum of Community Radio Broadcasters (FORCOM).

Silvia Afonso added, “The community radio stations’ affiliation with FORCOM or the ICS determines their editorial line.” Essentially, Afonso underscored that these stations are “not independent.” For example, Afonso said, “Radio stations funded by ICS” require journalists to travel with political leaders to report on their platform or message. This practice is not limited to community radio stations according to Afonso, but also seen with media outlets that are financed from the state budget. For example, the recent protest against the wave of kidnappings and instability in Maputo was not reported on any official media outlet.

In Mozambique there is no law or regulation that limits the coverage of events and issues that occur throughout the country. However, self-censorship or covert censorship may be responsible for the lack of coverage of certain events, as seen with the protests in October. The current political and military tensions have also resulted in restriction of access to areas affected by conflict due to security concerns. However, the delay in approving the Access to Information Act and other laws related to “state secrets,” have created barriers for journalists who wish to cover certain events or issues that have regarded as classified.

There are events that are covered by blogs, amateur reporters, or social networks that do not get covered by the official news outlets, or often, social networks cover issues and events first. Certain subjects are even replayed by the mainstream media and pulled from social networks.

For example, when armored vehicles, allegedly belonging to the United Nations, were spotted circulating around Maputo, only social media networks covered the story and demanded an explanation. When an official media outlet decided to cover this story and ask the government to explain the presence of the armored vehicles, only then did high profile actors respond. The general commander of the army said that the armored vehicles were related to the dismantling of a clandestine manufacturing company creating military vehicles. On the other hand, the minister of defense said that the vehicles belonged to peacekeeping troops passing through Mozambique en route to Mali. Later, the U.S. Ambassador to Mozambique confirmed that the organization that the general commander alleged was manufacturing armored vehicles was in fact a North American company registered in Mozambique and that

similar vehicles were often assembled in South Africa and transported into the country.

The salaries paid to journalists in Mozambique are very low, especially in the private sector, leading many to look for better wages. Many media professionals have second or third jobs in the media sector, as reporters, press consultants, or managers with public institutions and business organizations. The best salaries, according to the panelists, are paid by Mozambique Television, Mozambique Radio, and *Notícias* newspaper. Directors, managers, and editors earn the highest salaries. Compared with other professions, journalists are poorly paid and earn similar wages to teachers, nurses, and other public employees. The panelists agreed with Ismael Mussa's belief that "The salaries paid to journalists, in general, are not even decent enough to discourage corruption" in both state-owned and private outlets.

Mozambique Radio and Mozambique Television provide news every hour according to the panelists. Further, Refinaldo Chilengue, editorial director at *Correio da Manhã* and *Prestígio*, cited the example of *Televisão Independente de Moçambique* (Mozambican Independent Television), which, for a channel that is primarily an entertainment channel, is transforming into a source of "excellent" news. While Mozambique Radio continues to be a credible source for news and has succeeded in maintaining its standard of quality, Mozambique Television, on the other hand, has not maintained the same standard of quality according to the panelists. The panel recognized that entertainment programming, along with advertising, are a reliable source of income, and the balance between entertainment and news programming is dependent on whether the outlet is public or private, with outlets requiring more advertising leaning toward more entertainment content.

The availability and variety of news sources accessed through mobile technologies and social networks via the Internet suggest that citizens are beginning to seek news and information when needed and through sources outside of radio, television and print.

In general, efforts are being made towards modernizing media outlets by updating technology and facilities, although portable equipment is not being sufficiently used, which impacts the availability of simultaneous coverage. At the community radio stations equipment is still primitive despite having access to the Internet. Media outlets such as Mozambique Radio, Mozambique Television and *Notícias* newspaper experience difficulties at every step of the production process due to poor facilities and equipment. In practice, all newsrooms have Internet, but there are not enough cameras and editing desks or transport vehicles for reporting teams.

João Colaço asserted, "In the Mozambican media, systematic investigative journalism is still not prevalent," therefore many specific issues are not covered, and there is "no diversity of opinion." However, the panelists observed that at all media outlets in fact, there are journalists assigned for covering specific issues, not as experts but as presenters and moderators. Selma Inocência, Lázaro Mabunda of *O País (The Country)* weekly newspaper, and Arsénio Henriques of Soico Televisão (STV) were recognized and awarded the CNN/Multichoice African Journalist of the Year Award for their work. Although the exception and not the rule, the panelists noted, there have been successful investigative journalists, but the issue at hand, as Inocência pointed out, is the lack of journalists who have mastered "investigative techniques," along with the reality that many journalists are overburdened with a number of assignments, receive insufficient support from their media outlet, and/or have inadequate training. The panelists were all of the opinion that the public media outlets tend to better explore niche subjects relating to current politics, economics, health, and human rights than private media.

### OBJECTIVE 3: PLURALITY OF NEWS

Mozambique Objective Score: 2.16

The panelists confirmed that there is a plurality of public and private news sources and that the Internet and social networks such as Facebook are becoming a major conduit for information about events inside and outside Mozambique. Refinaldo Chilengue added, however, that having access to multiple sources does not necessarily ensure quality of the news and information provided, and

#### MULTIPLE NEWS SOURCES PROVIDE CITIZENS WITH RELIABLE AND OBJECTIVE NEWS.

##### PLURALITY OF NEWS SOURCES INDICATORS:

- > A plurality of affordable public and private news sources (e.g., print, broadcast, Internet) exists.
- > Citizens' access to domestic or international media is not restricted.
- > State or public media reflect the views of the entire political spectrum, are nonpartisan, and serve the public interest.
- > Independent news agencies gather and distribute news for print and broadcast media.
- > Independent broadcast media produce their own news programs.
- > Transparency of media ownership allows consumers to judge objectivity of news; media ownership is not concentrated in a few conglomerates.
- > A broad spectrum of social interests are reflected and represented in the media, including minority-language information sources.

Maria da Anunciação Mabui asserted, “Domestic and foreign media are also the news source for community radio.” These sources are in fact available, but, according to Mabui, the problem is community radio stations lack the requisite capacity for obtaining outside news.

that there are media outlets that use sources that cannot be verified or do not offer diverse points of view. In this environment, Chilengue concluded, unfortunately “it is quantity rather than quality that determines truth.”

For João Colaço the plurality of news sources enables more citizens to find alternatives for obtaining information, including ability to draw comparisons despite the quality of the information provided. He agreed with Chilengue on the importance of discerning which sources are reliable, and added, “Foreign news sources rather than domestic sources” are trusted.

Media outlets have an “editorial orientation” that “could reflect multiple points of view” but often reflects a particular political and/or social narrative that is representative of their owner’s interests. For example, Rádio Terra Verde, Rádio Índico, and Miramar Television are influenced by RENAMO, FRELIMO and the Universal Church of the Kingdom of God, respectively.

The panelists concluded that the use of blogs, SMS, and social networks such as twitter, YouTube, and Facebook is still limited and that many of the users have access to them only from their workplaces and schools. In general, people still do not trust news published on social networks, often because the informality with which news is treated detracts from its perceived significance. However, amateur journalists and bloggers are notable in the dissemination and sharing of news and information that other conventional means may not consider. The printed newspaper *@Verdade (@Truth)* is an example of this, for giving a voice to ordinary people from among the general populace.

The law does not limit the population’s access to national or international media, but according to Armando Nenane access is inhibited “by inequalities in coverage and access.” Any limitation of access may be due to the lack of financial capacity and illiteracy. In certain places, the lack of access to electricity and communications networks, including restricted Internet coverage, determine the exclusion of citizens from these media sources. High levels of illiteracy

and poverty limit the scope of the printed press, and the vast majority of Mozambicans have never bought or even read a newspaper. Sílvia Afonso added that these “restrictions” affected “people in the rural areas more,” and this is attributed to the fact that “80 percent of the population do not speak Portuguese.” The fact that community radio stations use local languages to broadcast news and information alleviates this problem in areas they cover. However, in the major provincial capitals, more and more new media outlets are continually appearing that offer pluralistic sources of information.

Maria da Anunciação Mabui asserted, “Domestic and foreign media are also the news source for community radio.” These sources are in fact available, but, according to Mabui, the problem is community radio stations lack the requisite capacity for obtaining outside news. Community radio stations are also required to broadcast 75 percent local information and 25 percent from other parts of the country and the world. But for example, as the Nkomati community radio station does not have access to the Internet, it cannot obtain such information, Mabui concluded.

Increasingly, the state-owned public media outlets are becoming increasingly “subjective,” reflecting opinions that “favor the ruling party and to the clear detriment of opposition parties and their leaders,” Ismael Mussa argued. However, the panel stressed that in past years, state-owned media were relatively open to a diversity of opinions, only partially favoring governing parties. The “present situation” is “worrying” according to the panelists, and reflects the current political climate in Mozambique. Alfredo Tomás added, “The change in the chairpersons of the boards of Mozambique Radio and Mozambique Television, at a time when there was growing dissent” is symbolic, and “in some social networks, information was already circulating about a public demonstration in front of the Mozambique Television building against the clearly pro-government and pro-ruling-party editorial line.” Moreover, the non-release by state broadcasters of the preliminary results in the local elections, where the opposition was ahead, underscores the growing politicization of state or public media.

At the national level, the principal source of news for journalists is the Agência de Informação de Moçambique (Mozambique News Agency, AIM), a government agency subordinate to GABINFO. There is also an office of the Portuguese news agency Lusa. The distribution of news is neither selective nor discriminatory, and media outlets receive news in accordance with the business rules established by the agencies. Although prices are not high, print and electronic media outlets often do not have the financial capacity to make use of the agencies’ services. Any media outlet is free to use any national or international

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news agency, and must cite the source of the news or information. The types of services available from the agencies are multimedia, and the most frequently consulted international agencies are Agence France Presse, Reuters, and the Pan-African Press Agency.

Increasingly, the private media are demonstrating the ability to produce their own news, but this is not affecting the news produced by state or public media outlets, as these continue to prove more robust in terms of their human, technological, and financial capacity and territorial coverage. According to Selma Inocência, public media provide the most up-to-date news, whereas the private media lag in their pace of coverage.

Ownership of the media is semi-transparent in Mozambique, as laws do not provide for mechanisms to enforce the disclosure of the names of media owners. Foreign investment in the media likely exists, yet there is no information in the public domain regarding these investments. Legislation stipulates that foreign ownership cannot exceed 20 percent of the total capitalization. However, in real terms, these levels, which are only recorded in the declarations for the official record, are exceeded. It is known that throughout 2013, there were changes in the shareholder structures of various news organizations, and that those changes had contributed to the changes in the editorial direction of the media outlets owned by those companies; however, the identities of these new major shareholders are unknown.

Nevertheless, there are media outlets whose owners are well known, for example, Rádio Índico belongs to FRELIMO; Rádio Terra Verde is owned by RENAMO; and the Rede de Comunicação Miramar (Miramar Communication Network, which includes Miramar Radio and Miramar Television), is owned by the Universal Church of the Kingdom of God. The government retains ownership of the AIM press agency and the ICS Media Institute, and finances and also operates and supervises Mozambique Radio and Mozambique Television through GABINFO.

Even institutions that are not directly controlled by political interests are still subject to their pressures. The Sociedade do Notícias (Notícias Company), majority owned by the central bank, owns the *Notícias* daily newspaper, the weekly *Domingo*, and the sports weekly *Desafio* (*Challenge*). The SOICO Group owns a daily newspaper, *O País*, and the STV radio and television stations.

The cooperative media outlets are the most independent and follow their respective editorial lines more rigorously; in fact they operate as if they are not subject to external interference. The journalists' cooperative Mediacoop owns the weekly *Savana* newspaper, daily fax and e-mail

newspapers, and a radio station. The CoopNorte Group based in Nampula has a daily newspaper via fax, a tabloid, a weekly newspaper, and a radio station.

A few journalists and media outlets have sought to reflect the range and diversity of social problems seen in Mozambique, though with very little degree of success. The treatment of themes such as gender, ethnicity, social convention, religion, and others is encountering resistance among most journalists and media professionals. Many journalists avoid socially charged issues particularly around sexual orientation to avoid external repercussions given the social conventions in Mozambique. The panelists agreed that the treatment of these themes is widely initiated or undertaken by NGOs, despite resistance from the government, the management of publishing houses, and business circles. Issues such as domestic violence, gender relations, and women's vulnerability to HIV/AIDS are well accepted by the government and are handled in the media, often within the context of specific NGO programs.

Coverage of minority groups is rare according to the panelists, and journalists who themselves belong to these groups do not reveal their heritage. Moreover, it is practically impossible for the minority media outlets to cover topics related their social interests: the environment in which they usually operate would become much more hostile if they tackled subjects that are taboo in communities at the grassroots level. Journalists who write about minorities (sexual, religious, gender, etc.) are not physically assaulted, but suffer harassment.

With regard to women, the panelists concluded that women have little voice in the editorial leadership of newspapers due to lack of opportunities, social constraints, and prejudices. Unlike broadcast media, in print, only *Journal Notícias* has a woman occupying a prominent leadership position as chief editor. The Mozambican Association of Women in Media has worked hard to promote gender equity in the newsroom and in places where key decisions regarding the media are being made. Often it is said that women refuse positions of leadership, fearing that they will jeopardize their family lives or subject themselves to the hostility that women journalists face in professional environments.

The panel agreed that media provide coverage of local, national, and international news. The large public outlets such as Mozambique Radio and Mozambique Television discuss local, national, and international issues, as do all the major private broadcast outlets such as STV, Miramar, the community radio and television stations, and the diversity of daily and weekly national and local newspapers.

Rural areas are more served by community media, which, while focusing on news and information from the communities in which they are based, also reproduce relevant national and international news, using as sources materials disseminated by other domestic media outlets. However, a few local outlets such as *Wamphula Fax* give priority to local information about Nampula province but fail to cover national and international affairs.

#### OBJECTIVE 4: BUSINESS MANAGEMENT

Mozambique ObjectiveScore: 1.83

The panelists noted that many of the media outlets in Mozambique are managed by journalists, most whom do not possess the requisite training to manage a company. Despite this lack of training, some organizations provided courses to help prepare managers implement business plans, secure financing, and follow best practices in corporate governance. There have been no cases of financial trouble or bankruptcy in the past year.

If an outlet is in financial trouble, often in a cycle of debt, then the outlet will often be sold to guarantee that the newspaper remains in circulation. The panelists cited the Mozambican Independent Television and *Zambeze* weekly newspaper as examples of outlets that have undergone changes in management and shareholder structures, and yet have maintained their broadcast and weekly publications respectively.

Private media acquire revenue from sponsored programs, printing services, advertising, and subscription fees, whereas public media receive funding from the government.

#### INDEPENDENT MEDIA ARE WELL-MANAGED BUSINESSES, ALLOWING EDITORIAL INDEPENDENCE.

##### BUSINESS MANAGEMENT INDICATORS:

- > Media outlets and supporting firms operate as efficient, professional, and profit-generating businesses.
- > Media receive revenue from a multitude of sources.
- > Advertising agencies and related industries support an advertising market.
- > Advertising revenue as a percentage of total revenue is in line with accepted standards at commercial outlets.
- > Independent media do not receive government subsidies.
- > Market research is used to formulate strategic plans, enhance advertising revenue, and tailor products to the needs and interests of audiences.
- > Broadcast ratings and circulation figures are reliably and independently produced.

Community media outlets for example, do not have adequate sources of funding and, as a result, their editorial lines do tend to pay heed to the interests of the financier; the ICS community radio and television stations depend on the government, and those supported by FORCOM depend on funding from various organizations, most of them mobilized by FORCOM itself. However, Sílvia Afonso and Maria Mabui informed the panelists that, for community radio, advertising is in fact an important source of income for their survival. Interested businesses or organizations may pay a fee for air time. A number of advertising spots for example come from the Ministry of Health, UNICEF, and other institutions.

Armando Nenane added that some media outlets receive support from international or domestic non-profit organizations. However, "To gain access to this the funding from non-governmental organizations specializing in strengthening media associations, [media outlets] have to prove that they are following best management practices" and that that they have in place "policies for transparency, equity, equality, and political independence," which is not always any an easy undertaking.

The panelists were unanimous in their opinion that editorial independence in all categories of media was susceptible to the influence of their funders given their financial vulnerability.

In the 2012 MSI report the panelists concluded, "The advertising market keeps growing to keep up with business development and diversification, as well as the emergence of new business centers outside the capital of the country." However, in 2013, the panelists noted that despite flourishing oil and coal industries and related services, primarily in Tete and Cabo Delgado provinces, along with expanding educational programs, advertising is more developed in the capital and dominated by international agencies. The media companies make active use of the services of those agencies and also appeal directly to advertisers.

Some outlets, such as Mozambique Radio and Mozambique Television, produce advertisements locally and also used the services of advertising agencies. Outlets such as Miramar outsource this task entirely to advertising agencies. The panelists knew of no cases where the importance of the advertising market is undervalued, and in both the private and the public and community sectors, those responsible for marketing and publicity take every opportunity to cash in on the income from advertisements.

Advertising as a source of income for media outlets continues to increase as a percentage of revenue in both print and broadcast media according to the panelists.

Although they had no reference, the panelists avowed that there are laws that define a certain limit to advertising, given the need for balance between entertainment, news, and commercial interests.

Public, community, or state-owned media outlets sell advertising as one of the principal ways of ensuring their sustainability. Armando Nenane noted, "In the private media sector, at some point editorial lines are determined by the advertising market, which is significantly controlled by economic groups linked to the ruling party."

Refinaldo Chilengue said, "Distribution or placement of advertising" is "a means of exerting pressure and blackmail," and "the government can impair a media outlet if that outlet has an editorial direction or carries material that it finds undesirable." State advertising has considerable clout, and is preferentially directed to public and pro-government channels. Ismael Mussa added, "Government subsidies are granted in strict observance of the legislation in force" but can still be used to "subvert editorial independence and, not infrequently, distort the market."

An article published in *Savana* in June 2013 details the manner in which the persecution of media outlets in Mozambique parallels persecution of media outlets in Angola. When influential political actors disagree with a media outlet's coverage, they rally large private companies and corporations to stop purchasing advertising space at the media outlets in question in order to weaken the company. One media outlet was targeted in this manner by FRELIMO in 2010 after their coverage of demonstrations. These political actors believe that since public funds are used to finance advertisements in newspapers, public companies have the right to influence the editorial line.

According to Mozambican law, announcements from the state must be published in the newspaper with the greatest daily circulation. Because of this, the vast majority of state announcements are published in *Journal Noticias*, which not only has the greatest daily circulation, but also receives government funds in exchange for running government advertising. This preferential treatment incredibly distorts the market, as *Noticias* is able to offer higher salaries and better work conditions compared with other media outlets. *Noticias*, however, would not be able to function solely on its own revenue, as the state is its largest investor. Furthermore, this also prevents *Noticias* from being impartial because of the government's financial investment in the outlet. Panelists asserted that the allocation of government funds and legislation mandating that all government advertisements be published in the most highly circulated newspapers need to be reconsidered.

A majority of national media outlets in Mozambique appear not to make use of market research tools, which itself is a very recent development. Although changes in the programming of radio and television or content of printed newspapers are regularly announced, it is obvious there has been very little research conducted to assess needs and interests of the audience.

If market research is done, it is aimed at helping media businesses find better ways of raising revenue or profits. Companies such as Mozambique Radio and Mozambique Television have departments responsible for statistical surveys, but it is not clear what impact they have on the quality of the news or educational and entertainment programs. The panelists agreed that the lack of research has to do with the costs associated with market assessments.

In Mozambique there are market research and survey businesses that carry out audience studies in order to publish ratings. In general, the companies with the highest profiles are branches of multinationals accredited in Mozambique due to their qualifications, experience, and prestige based on work in various countries. They reliably assess media circulation and audience ratings based on objective criteria and also manage to resist interference and pressure from political and business interests. However, the utility and culture of using survey results is not incorporated into most media outlets and therefore difficult to assess how media outlets manage this information.

## OBJECTIVE 5: SUPPORTING INSTITUTIONS

Mozambique Objective Score: 2.28

In Mozambique, organizations and professional associations in the media sector exist, although very few are able to effectively fulfill their role and promote journalism in a positive way. Generally, membership is free, provided the person or media outlet meets the requirements of those organizations and associations. Florentino Escova Chassafar, director at Rádio Terra Verde and member of the High Media Council, emphasized, "In general, the [trade and professional] associations have not succeeded in representing the interests of the private media, or of their members in Mozambique."

The SNJ is heavily reliant upon on the party in power. FORCOM, however, has visibly supported community media outlets by providing legal assistance to journalists and as well as access to training activities and fundraising opportunities. Apart from SNJ and FORCOM, the Mozambican National Forum of Editors (EDITMOZ), the Association of Media Companies, and the Media Institute

of Southern Africa (MISA-Mozambique) provide member services to media outlets. However, as in past years, the panelists reported that the services provided do not truly represent the needs of members. In addition, there also exist the Mozambican Association of Women in the Media, the Network of Parliamentary Journalists, and the Child Friendly Media Network. However, while the creation and operation of socio-professional associations to represent media has legal support in Mozambique, culturally, freedom of association is weak, particularly in the journalism sector. Therefore, there is a certain lack of trust prevalent among association members regarding the management of their funds.

There are a number of NGOs working Mozambique, with projects and activities supporting free speech, and even a few that support media organizations. These organizations react to violations of media freedom and include in particular the Sekelekani Media Studies and Research Center, Panos, Local Dialog for Good Governance – Democratic Governance Support Program, Womens Forum, and HopeM (Men for Change) network. In addition to working in city centers, these organizations support media outlets in villages and rural areas and work together with international organizations. Organizations such as Right to Information are advocating for legislative reform, including passage of the Access to Information Act, the revision of the Press Law, and the development of the draft Broadcasting Act, among other laws affecting the media.

The panelists concurred that “NGOs are working to train journalists and provide them with the tools they need in order to work professionally with technical knowledge of particular subjects and to contribute so that citizens can be informed on all subjects and without restrictions.”

However, a number of the panelists such as Refinaldo Chilengue argued that while “institutions and organizations are defending the interests of media professionals are multiplying” they are not always capable of advocating on behalf of media professionals.

In recent times the number of institutions offering good quality degree programs in journalism and that prepare young people to enter the journalism profession has been increasing. Ouri Pota Chapata Pacamutondo confirmed that progress has been made, and highlighted journalism courses available that previously were not offered, including workshops and labs that train young journalists with the practical knowhow and basic knowledge to enter the market. For example, Eduardo Mondlane University School of Communication and Arts (ECA) and the Polytechnic University in Maputo have printing presses and a radio program managed by students under the supervision of teaching staff.

ECA currently operates University Radio (currently out of service due to technical reasons) and *ECA News*, a wall newspaper published by students from all areas of study. ECA is applying for a permit to install a television station. Polytechnic University has a print journal called *The Academic* and Polytechnica Radio, which is extremely popular among students living in Maputo.

With the rise in the number of institutions offering communication and journalism programs, the question of available places has ceased to be an issue, except for the public universities such as Eduardo Mondlane and Polytechnic, which have higher applicant rates due to low matriculation fees.

Recently, short-term training programs have decreased due to financial constraints among local and international NGOs. Given that there are still many journalists without proper training, the panelists said that the courses that had been offered, including basic journalism techniques, photojournalism, radio reporting, investigative journalism, coverage of niche topics, etc., have been helpful. However, Silvia Afonso expressed a degree of indignation at the type of training offered to community media personnel, and found it neither relevant nor proper that courses were offered that “prioritize the specific thematic component more than the professional rigor of what their personnel need.” Moreover, courses on the use of the Internet and multimedia applications are in great need according to the panelists, as an overwhelming majority of the population is not proficient in information communication technologies.

Sources of equipment for print media and printing facilities continue to remain in private hands. There are about 10 printing companies in Maputo. However, these printing

#### SUPPORTING INSTITUTIONS FUNCTION IN THE PROFESSIONAL INTERESTS OF INDEPENDENT MEDIA.

##### SUPPORTING INSTITUTIONS INDICATORS:

- > Trade associations represent the interests of private media owners and provide member services.
- > Professional associations work to protect journalists’ rights.
- > NGOs support free speech and independent media.
- > Quality journalism degree programs that provide substantial practical experience exist.
- > Short-term training and in-service training programs allow journalists to upgrade skills or acquire new skills.
- > Sources of newsprint and printing facilities are in private hands, apolitical, and unrestricted.
- > Channels of media distribution (kiosks, transmitters, Internet) are private, apolitical, and unrestricted.

companies are quite expensive and leave much to be desired. For this reason, media outlets like *@Verdade* and *Savana* print in South Africa. For printing within Mozambique, *Notícias* (state-owned through the Bank of Mozambique), *Diário de Moçambique*, and *O País* are owned by companies that have their own printing press. This monopoly over the printing market has undoubtedly created barriers for other print media outlets. However, the *Gráfica Minerva* print shop has emerged as an alternative and is already in operation. There are no government-owned or supervised printing houses for printing newspapers for a fee; the National Press only prints official state materials.

The payment terms for importing equipment for the media or for journalists, including newspapers, software, video equipment, and transmission equipment are set forth in the customs tariff regulations, and any exemptions must be negotiated by the business or professional associations.

Although Mozambique does not produce any equipment for media use, government institutions and associations in the media sector have still not reached any understanding for establishing import facilities. With regard to the printing of newspapers and magazines, high cost is the biggest challenge.

Unlike previous years the panelists stated that they cannot claim for certainty that distribution is apolitical. In reality, there are no restrictions, but there are no companies that specialize in distribution. There is no control over the means of broadcasting, because distribution facilities are operated on a commercial basis. However, equipment failure and network and Internet service lapses have affected the media. ISPs only block signals in the event of a failure to pay, so political issues are not responsible for such blockages.

Bloggers have complete freedom of choice of options in terms of software and platforms, without the slightest interference from the state, which also does not control the assignment of Internet domain names or addresses.

In terms of the capacity of the new information communication technologies, panelists noted there is still a major difference between urban and rural areas. The greater capacity and diversity of technologies are found in cities. In rural areas, satellites technology, which is very expensive, or dial-up connections, which are very slow, are used. In some rural areas, people can use the GSM/3G network for Internet access. The low level of access to such technologies is closely related to a lack of finances and results in a widespread lack of knowledge.

Internet access via cell phones and cable connections is available for use by journalists and the public in general. It is easier to access text-based content (html) than multimedia

content due to the slow speed connections and the high cost of a stable connection per megabyte. ICT in Mozambique does not fulfill the needs of the media industry, especially in terms of connection stability and transmission capacity.

## List of Panel Participants

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**Florentino Escova Chassafar**, director, Radio Terra Verde; member, High Media Council, Maputo

**Ismael Jamu Mussa**, journalism professor, Eduardo Mondlane University; member, National Assembly, Maputo

**João Carlos Colaço**, professor of sociology, Eduardo Mondlane University, Maputo

**Maria da Anunciação Mabui**, director, Condlana Primary School; program publisher, Nkomati Community Radio, Vila da Manhica

**Ouri Pota Chapata Pacamutondo**, editor, Mozambique Radio, Maputo

**Refinaldo Chilengue**, editorial director, *Correio da Manhã* and *Prestígio*; chair, Mozambican Editors Forum, Maputo

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