

CHAPTER 1

METHODOLOGY FOR DRAWING UP THE 2005 RAP

RAP 2005 was prepared by following a specific methodology, with the objective of gathering qualified opinion on the perceptions and feelings of a population composed of social groups and individuals representing civil society, towards the results of PARPA I and the prospects for PARPA II. The main stress in seeking opinion was thus on quality and not quantity, although the numbers of those giving their opinions represent a considerable portion of rural and urban society in the country's 11 provinces.

This being the case, what is presented in RAP 2005 is not the result of a statistically representative sample of the population of Mozambique, but rather the opinion, perception and feeling of civil society organizations and of active personalities concerned with matters of importance for poverty relief in the short term, but seeking wealth creation over the medium and long term. These matters coincide with the guidelines laid down by the Government for PARPA II, but also involve others that were not considered. For example, civil society's perception of governance goes beyond reforming the public sector and the legal system, and also includes the political climate and the relations between the country's political forces, the relationship between the three powers, and the relation between the state and the citizens, with greater or lesser space for citizen participation in public matters.

The effort made consisted in covering all Mozambique's provinces, both urban and rural areas, and to bring from these zones and areas the considered opinion of the collective and individual players in civil society who have participated actively in development in specific sectors. For the districts, the opinions come mainly from those stakeholders who have participated, or who wanted to participate, or should have participated in drawing up the district development plans.

In this context, it is important to define civil society, since it is a key concept in the report.

CIVIL SOCIETY IN MOZAMBIQUE

Considering that states in Africa cover more than the formally educated groups of urban circles, the concept of civil society has to be made operational, taking this context into consideration. In the post-colonial context in Africa, the State (the political territory) preceded the Nation (the territory where a common sense of belonging to a common culture, or a dominant culture, exists). This reality means that civil society is determined first and foremost in its relationship to the building of the State (Chabal 1994:82). It consists not only of that which is not obviously part of the state, but also of all those who have become powerless because they have been deprived of their civil rights. Not only the villagers, fishermen, nomads, members of various age groups, village councillors, or residents in reed neighbourhoods, but also the professionals, politicians, Catholic priests, Protestant pastors, Moslem clergy, military officers, and all the others who have, or feel they have no access to the State (ibid.).

For Mozambique, the concept of civil society is made operational both for the urban and the rural environment, even if acts of civic participation by urban civil society seem more visible to the eyes of the international community than those of rural-based civil society (Baptista Lundin 2001: 29). In fact:

- 1 The traditional elite, based and active in the rural areas, is part of civil society in Mozambique, a vibrant social group in terms of participating in social movements and associations set up to fight for civic rights linked to questions of land, for example, and to forestry and fisheries resources, and to trade in the rural areas.
- 2 Civil society is active in the urban areas, in small towns and villages, where movements of a local ethnic character have been set up aimed at local development.
- 3 In the urban centres social movements are also active in Mozambique as civil society, and groups of citizens linked by common interests and a political programme drawn up for this purpose stood in the 1998 and 2003 municipal elections.
- 4 Awareness of the fragility of post-conflict situations has led civil society movements to play a pro-active role in Mozambican political life, in order to avoid conflicts at community and national level, monitoring Government activity and more specifically following elections very closely.
- 5 Awareness of the economic/financial fragility of the State and the difficulty of covering the real national territory has led civil society organizations to become involved in the arduous task of participating actively in lessening the suffering of the majority of Mozambicans who live below the poverty line.

METHODOLOGY USED ON THE GROUND

The work of gathering opinions took place in three phases.

The preparatory phase with the following tasks:

1. **Interaction with the Government and Dissemination among Civil Society on the Preparation of RAP 2005 and Participation in the Formulation of PARPA II**
 - Participation of civil society in the joint review meetings between the donors who support the state budget and the Government;
 - Sending proposals for civil society names to be included in the Strategic Committee of Councillors (CEC);
 - Sending proposals for thematic groups for the discussions on PARPA II;
 - Holding provincial meetings on the participation of society in RAP 2005 and in PARPA II;
 - Use of the mass media for publicity (in the entire process).

2. Preparing the Data Gathering for RAP 2005 and Participation in PARPA II

- Establishment of provincial G20s, respecting the existing structure (Religious bodies; Private Business; Trade Unions; Networks of NGOs; Technical and Professional Organizations; Academic and research Institutions; and Specialized Organizations - also NGOs).
- Organization of civil society (at central and provincial levels) in previously defined thematic groups to participate in discussion about PARPA II;
- Awareness campaign for participation in RAP 2005 and PARPA II;
- Mapping the district seminars (places, tasks, responsibilities etc.);
- Identification of a national consultant/writer for RAP 2005;
- Identification of a consultant/writer for each province to guide the provincial level process of drafting RAP 2005;
- Identification of Provincial Facilitators to guide the district seminars;
- Holding a seminar in Maputo between the consultants/writers of the provincial RAPs and the national consultant (definition of the methodology for the seminars, drawing up guidance for the district seminars, etc.);
- Holding provincial seminars to train the facilitators to guide the district seminars (to be given by the provincial consultants/writers).

After the preparation of the first phase, the second phase consisted in training trainers at provincial level, with two activists trained per district, to undertake consultations and gather opinions in each district of each province. This training produced a Training Guide (see appendix 2), that took into consideration the recommendations that RAP 2004 produced and which were well received by the Government and adopted at the Second Poverty Observatory in 2004.

The implementation phase:

1. Training Facilitators and Holding the District Seminars.

- The convening procedure and participation in the seminar should try to respect the compositional structure of the G20.

2. Holding of Provincial Seminars (possibility of district representatives participating)

- Discussion and analysis of the data gathered in the district seminars (Preliminary Results);
- Identification of concrete suggestions to be incorporated into the provincial RAPs;
- Selection of organizations in the province who will have seats at the plenary session of the Provincial Poverty Observatory of each province, respecting the compositional structure of the G20.

3. Holding a National Meeting in Maputo

- This meeting took place in August 2005 and sought to discuss the themes of the various thematic groups to gather ideas for the Third Poverty Observatory.

PREPARATORY MEETING FOR THE 3RD OP

This meeting took place in August 2005, organized by the G20 and held in Maputo. It brought together 73 organizations, and took place as a civil society exercise where discussions were held, with the assistance of facilitators, on the five thematic groups that the Ministries are coordinating, and which will, in principle, be the pillars of PARPA II.

This meeting tried to bridge the difficulty of civil society organizations participating in these thematic groups. A difficulty that happened either because of problems of going in depth into the subjects, or because of problems in adjusting the timetable of meetings in the respective Ministries to accommodate civil society participation.

This initiative opened a valuable space, which, while not parallel to the exercise coordinated by the Ministries, provided a complementary platform, coordinated by specialized organizations. In this platform, everyone (organizations and individuals) could reach a better understanding on the various matters, and could better structure their opinions and thus contribute with ideas and about how they can be put into practice in PARPA II.

As a result of this exercise the organizations also produced reflections and ideas that contributed towards increasing the level of citizen participation in public affairs. An example is that civil society sees governance as something broader than just reform of the public sector and of the legal system.

To process the data and information gathered in the districts and provinces, a guide was drawn up (see appendix 3), for them later to be channelled to national level for RAP 2005 with the formulation of prospects for PARPA II.

THE PHASE OF DATA ANALYSIS AT PROVINCIAL AND NATIONAL LEVEL:

1. Analysis of the data gathered at the district seminars: Preliminary results

- At the level of the provincial consultants/writers;
- At the level of the national consultant/writer.

2. Drafting the provincial RAPs

- Writing the first drafts of the provincial RAPs by the provincial consultants/writers;
- Discussion and analysis by each organization of the groups that make up the structure of the G20, among other interested parties;
- Corrections and writing the final draft of the provincial RAPs (see appendix 4).

3. Drawing up the first draft of RAP 2005

- Writing the first draft of RAP 2005 by a national consultant/writer. Discussion and analysis by each organization of the groups that make up the structure of the G20, among other interested parties;
- Correction and writing the draft RAP 2005 for presentation at the G20 national seminar.

4. Holding the G20 national seminar

- Discussion and Analysis of the draft of RAP 2005;
- Identification of concrete suggestions to be included in RAP 2005;
- Selection of the organizations that will have seats in the plenary session of the Fourth Poverty Observatory, at central level, respecting the compositional structure of the G20;
- Discussion of the following steps concerning participation in PARPA II.

5. Drawing up the Final Document (RAP 2005).

- Writing the draft by a national consultant/writer.

6. Holding the Provincial Poverty Observatories (OPP) and the National Observatory (OP)

- Presentation of the provincial RAPs by the provincial G20s at the OPP;
- Presentation of RAP 2005 and of the matters that civil society would like to see adopted by the Government in PARPA II.

HORIZON OF THE SAMPLE

This RAP results from work that covered 11 provinces and 124 districts, 87 organizations and 3,720 people:

17 districts and 24 civil society organizations in Cabo Delgado - Pemba City, Ancuabe, Balama, Chiúre, Ibo, Macomia, Mecúfi, Meluco, Mocímboa da Praia, Montepuez, Mueda, Muidumbe, Namuno, Nangade, Palma, Pemba-Metuge and Quissanga.

16 districts and 41 organizations in Niassa - Lichinga City, Cuamba, Lago, Lichinga, Majune, Mandimba, Marrupa, Maúa, Mavago, Mecanhelas, Mecula, Metarica, Muembe, N'gauma, Nipepe and Sanga.

21 districts and 23 civil society organizations in Nampula - Nampula City, Angoche, Eráti, Ilha de Moçambique, Lalaua, Malema, Meconta, Mecubúri, Nampula - Rapale, Ribáuè, Membra, Mogincual, Mogovolas, Moma, Monapo, Mossuril, Muecate, Murrupula, Nacala-Porto, Nacala - Velha and Nacarôa.

6 districts with 32 civil society organizations in Zambézia - Quelimane City, Guruè, Maganja da Costa, Mocuba, Morrumbala and Namacurra.

13 districts and 24 civil society organizations in Tete - Tete City, Angónia, Cahora Bassa, Changara, Chifunde, Chiúta, Macanga, Mágoè, Marávia, Moatize, Mutarara, Tsangano and Zumbo.

10 districts and 26 civil society organizations in Manica - Chimoio City, Gondola, Manica, Sussundenga, Báruè, Guro, Macossa, Tambara, Machaze and Mossurize.

13 districts and 42 civil society organizations in Sofala - Beira City, Búzi, Caia, Chemba, Cheringoma, Chibabava, Dondo, Gorongosa, Machanga, Marínguè, Marromeu, Muanza and Nhamatanda.

14 districts and 38 civil society organizations in Inhambane - Inhambane City, Funhalouro, Govuro, Homoíne, Inharrime, Inhassoro, Jangamo, Mabote, Massinga, Maxixe City, Morrumbene, Panda, Vilankulo and Zavala.

12 districts and 22 civil society organizations in Gaza - Xai-Xai City, Bilene-Macia, Chibuto, Chicualacuala, Chibuto, Chókwè, Guijá, Mabalane, Mandlakaze, Massangena, Massingir and Xai-Xai.

8 districts and 18 civil society organizations in Maputo - Matola City, Boane, Magude, Manhiça, Marracuene, Matutuíne, Moamba and Namaacha.

5 Districts and 12 civil society organization in Maputo City - Urban District nº 1, Urban District nº 2, Urban district nº 3, Urban District nº 4 and Urban District nº 5.

The following map shows the coverage of the mass movement that preceded this year's annual poverty report.

Map 1 - Coverage of the district seminars

