



# Annual Poverty Report, 2005

G20 

PhD José Negrão believed that united and coordinated we should be more effective to fight and stop poverty. That's why he supported the formation of G20, congregating several organizations of civil society.

- The President of the Republic of Mozambique, Armando Guebuza

Politically conscious and deeply nationalist, defender of participative democracy, his objective was to think about the country, ensuring that the poor would negotiate and defend their own interests, establishing consensus, promote the cohesion and national unity, finding the best alternatives to promote gradual equilibrated development.

- Cruzeiro do Sul

Neither by the end, you who fought for the land, had you wanted to use limited space that everyone, as citizens, have the right to use. In life as well as in death, the coherence.

- Negrão family

You showed us that the farmers, syndicalists, employers, scientists, religious of different beliefs, students, could, within their differences, try to find common sense and use it as a factor of union. Due to your simplicity most might have not understood your dimension, your academic and intellectual backgrounds, since you were in the field as well as in office, sharing your ideas and allowing the others to present their opinions.

- G20, civil organizations of Mozambican society which participated at Observatories of Poverty/Development

However, you will remain forever among us as reference of a big educator and investigator. Your charisma, your contagious smile, your great determination, will remain recorded in our memories and in our daily lives.

- Faculty of Agronomy and Forestry Engineering of Eduardo Mondlane University

Professor Negrão made himself a distinct member among us with his distinct human qualities, so as in his academic performance. As a person, the Professor left his legacy of simplicity, modesty and academic humility, which remark and qualify him in all interpersonal contact. His academic performance made him gain respect and admiration, with the effort of altruist causes, making him a national and international obligatory reference.

- Municipal Council, Center of Research of Catholic University of Mozambique and the academics of Nampula Province



PhD Negrão had created a singular and distinct space of investigation, dissemination of information and mobilization of public opinion and influence about policies, and left import lessons for all of us.

- World Union for Nature

The man died, but the seed he planted had grown; grew up and will continue growing up; they fruit-bearded and are spreading new seeds, giving the continuity of o cycle, which, without any doubt, will lead, finally, to the creation of better conditions of life for the "Agro-field". That makes us less sad, but in nothing reduces our suffering.

- CTA – Confederation of Economic Associations

The biblical principles lived and formatted in the past, gave Zégui the vision, the compromise and humanism developed during his ministry to the people who surrounded him. To have the life centered in the others and a determinate mind by the necessity of who is worthless for himself is something easily obtained at the biblical principles.

- Pastor Eduardo Melo

We've lost a big friend, a scientist. The best way to honor him is to continue his work and continue his work and also continue with his spirit of fight, so that we can give a contribution for the best quality of life in the field, to make a compromise in the fight against poverty, as well as in finding solutions to promote sustainable socio-economic development.

- Association of Mozambican Economists – AMECON

José Negrão was an exemplary citizen, whose contagious nationalism remained evident in all his academic activities, as a teacher and superior technician of high character, deeply recognized, admired and estimated within the country and overseas.

- Agenda 2025 Counselors Committee

José Negrão left us the legacy of his opinions, of his analysis and thoughts about possible ways to reduce underdevelopment factors which still typify the lives of millions of Mozambican citizens.

- Legal and Judicial Training Center

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## THANKS

*Many people had contributed for the concretization of the present Poverty Annual Report, RAP 2005. On this space we wish to thank all.*

*We wish to highly highlight the members of G20, from the base, in districts and all the provinces of this country, the members of Coordination Group, the Source Group and Work Groups.*

*We also say thank you to the focal points, facilitators and collaborators of G20.*

*With a special remark, we thank the Foundation for the Community Development, FDC, which apart from providing multi-form support has made its offices available for the work of the Executive Secretariat of G20.*

*We extend our thanks also for the donors group that joined this project, namely The Department for International Development, DFID, Development Cooperation Ireland, DCI, and Acção Agrária Alemã, AAA. In this list of thanks we also would like to highlight the Centre Services of Cooperation for Development, KEPA, for it dedicated some useful time of its worker to perform in our staff as an Executive Secretary of G20.*

*A fraternal hug to all. May we remain united in the fight against poverty in our country.*



## PRESENTATION

The Annual Poverty Report (RAP 2005) is an initiative of the G20 - a platform of Mozambican civil society organizations - for participation in the Poverty/Development Observatories, both centrally and in the provinces and districts where the G20 has representatives.

It should be recalled that, following implementation of the Action Plan for the Reduction of Absolute Poverty - PARPA 2001-2005 - some civil society organizations took part in the Opinion Council of the First (April 2003) and Second (May 2004) Poverty Observatories. In the First Poverty Observatory, civil society was limited to commenting on and reacting to the documents presented by the Government. At the Second Observatory, civil society was organized: it drafted and presented an Annual Poverty Report (RAP 2004) on the theme: "Fighting the causes of poverty".

In August 2004, in the National Meeting drawing up a balance sheet of RAP 2004, representatives of several Mozambican civil society organizations agreed that an RAP would be drawn up every year as a form of communication or interaction with the Government and international partners. To this end, it was recommended that the dynamic begun be continued - above all that the structure and working methods that guided the G20 in 2003/4, during the drafting of RAP 2004, be continued, driving this movement to the provincial and district levels. In this context, for its participation in the 2005 Poverty Observatory, the G20 decided to draw up a RAP which took as its central theme "Participation in fighting the causes of poverty in Mozambique".

Thus, RAP 2005 has, among others, the following objectives:

### GENERAL OBJECTIVES

- To identify and disseminate concrete actions in fighting the causes of poverty in Mozambique;
- To evaluate the degree of intervention by the state, civil society and the international cooperation partners, throughout the country, in promoting economic and social development as a contribution to fighting the causes of poverty.

### SPECIFIC OBJECTIVES

- To check on the evolution of increased participation by citizens/civil society in decision making processes nationally and in each province, district and municipality;
- To gather experiences of intervention by citizens/civil society, as active subjects, to fight against the causes of poverty in Mozambique;
- To identify actions undertaken and/or under way arising from the proposals made by RAP 2004;
- Propose strategies and concrete actions as part of preparations for PARPA II.

The present report, without prejudice to creativity, deals with the aspects grouped under the following chapters:



The first chapter indicates the methodology used and the actions undertaken by civil society organizations to draw up the present Annual Poverty Report. This intensive exercise covered the country's 11 provinces and 124 districts, and involved 87 organizations. The selection of who should form the panel of organizations who have seats in these observatories, both at central and at provincial and district levels, fell to civil society itself to decide through the G20, respecting the compositional structure of this movement, namely:

- Religious bodies;
- Trade unions;
- Private business;
- NGO networks;
- Specialist NGOs;
- Technical and professional organizations;
- Academic and research institutions;
- Peasant farmers organizations.

In context, this composition sought to attain a representation reflecting the reality of each province and of the district in question.

Organization and facilitation were undertaken by the organizations themselves, in accordance with the instructions guide drawn up for this purpose. Each of the questions on the guide resulted from reflections made by the G20, and imprecisions were corrected during the work (see appendix 1).

Chapter 2 deals with the current situation of the 7 proposals from the 2004 RAP, assessing the steps taken with regard to the definition of poverty, the creation of consultative councils at the various levels of the local state bodies and their main attributes, in the context of a sustainable struggle against the causes of poverty, with a stress on maintaining and generating employment and self-employment, through stimulating the national business sector by means of a package of incentives, under a system of mutual accountability between civil society and the Government. This chapter presents civil society's contribution to removing red tape, to the fight against corruption and the identification of operational forms of coordination between the formal and informal legal and judicial systems.

Chapter 3 follows, which presents the provincial and district dynamics in fighting the causes of poverty. This chapter stresses the contribution of civil society in fighting the causes of poverty that it had identified and presented at RAP 2004, showing the facilities and difficulties faced in this exercise. Likewise the civil society organizations identified the actions, both of the Government and of the cooperation partners, that have also helped to undermine the causes of poverty. It is useful to stress that no quantification was made of the contributions of the stakeholders, merely noting the qualitative value of the actions carried out across the country. Thus the facilities and difficulties for the mid-term national programme, PARPA II now under preparation. The G20 believes that Mozambique is a great cultural mosaic: culture here is as defined in the report of the Commission for Africa, as "shared standards of identity such as social values are transmitted and how individuals are made to form part of a society, thus culture is also how the past interacts with the future". In this perspective, this chapter presents small summaries of the immense mass work undertaken down to district level, which is found in the provincial RAPs.

Chapter 4 presents the proposals from civil society for objectives and priorities to be included in the plan of action for PARPA II. For this, civil society takes as its reference point the situation with the previous proposals and takes up again those which did not enjoy a respective response in the period. Likewise, civil society contributes by taking into consideration the five pillars defined by the Government.

Thus, the present RAP 2005 intends to be a holistic exercise, as an instrument for greater participation by citizens and by civil society institutions in poverty reduction, promoting the development of Mozambique.

## 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.

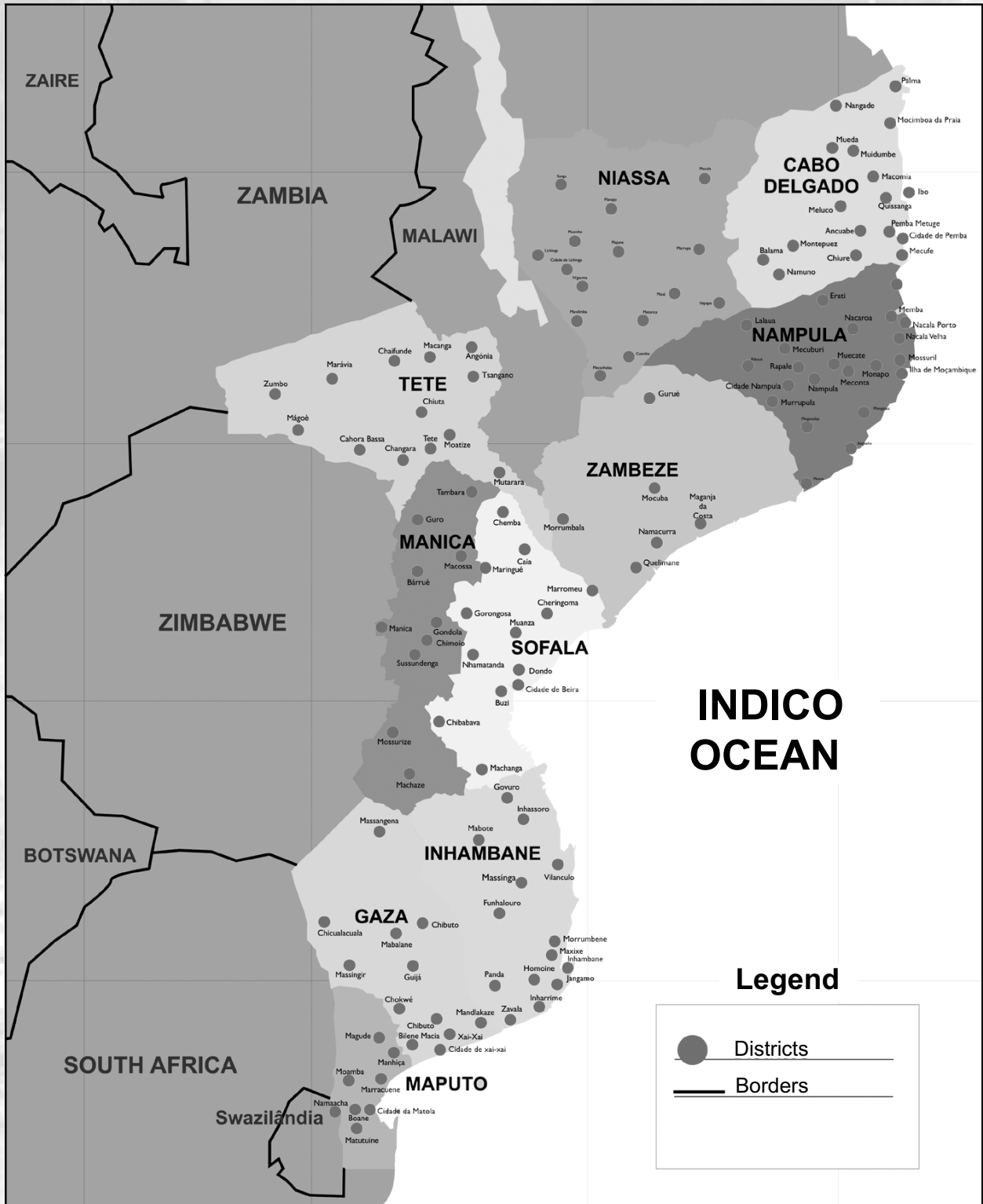
8 districts and 18 civil society organizations in Maputo - Matola City, Boane, Magude, Manhiça, Marracuene, Matutuíne, Moamba and Namaacha.

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



## CHAPTER 2

# CURRENT SITUATION WITH THE 7 PROPOSALS FROM RAP 2004

In the 2004 Annual Poverty Report, and based on the data gathered from the survey of citizens and institutions in 102 of the country's districts and from the debates in the provincial and national seminars, the G20 prepared a series of seven proposals presented at the second panel of the Poverty Observatory, which requested that they be adopted by the Government.

A year later, civil society thinks it useful, in the 2005 Annual Poverty Report, to assess the current situation of the proposals presented to the Government.

### 2.1. DEFINITION OF POVERTY

- i) The first proposal concerned the new official definition of poverty. The G20 argued that the definition of poverty should include aspects of the perception Mozambicans have of poverty. To which the Government promised to organise a technical seminar to discuss the subject and review the methodologies, the indicators and the criteria for analysing data seeking a new definition of poverty.

#### Box 3 - Poverty

#### THE DEFINITION OF POVERTY

PARPA I defined poverty as "the incapacity of individuals to ensure for themselves and for their dependents a series of basic minimum conditions for their subsistence and well-being, according to the norms of society" (PARPA, p.10).

In RAP 2004, civil society opposed this definition of poverty in PARPA I, because it made the responsibility for their poverty fall on the shoulders of citizens and their families, bearing in mind that there exist poor people who are capable of ensuring basic conditions for their subsistence and well-being, but are prevented from doing so. This being the case, RAP 2004 introduced a new definition of poverty, in which the poor cease to be objects and become subjects. And poverty appears as "the impossibility, due to incapacity or lack of opportunity, for individuals, households and communities to gain access to the basic minimum conditions, according to the basic norms of society".

This new definition indicates a different perception, removed from the idea of a poor person as somebody passive. Instead the poor are active and participate, but face a lack of opportunities. During the preparation of RAP 2005, some reflections are consolidating the concept of poverty as dynamic and with a multidimensional character, that is:

- Human poverty - related to access to the basic living conditions and welfare of citizens, linked to the low level of human capital;
- Social poverty - related to social capital as the greatest wealth of Mozambican citizens, which becomes a reality through good governance and conflict resolution, public

- ← security and the fight against corruption;
- Economic poverty - related with economic growth, in which agriculture and integrated rural development, basic infrastructures, macroeconomic and financial management are determinant;
- Political poverty - related with the maintenance of peace and socio-economic stability, citizen participation in taking decisions on public matters and on processes that affect both the here and now and future generations.

In all of this, the reflection of civil society is that absolute poverty derives from the failure to create access to the basic conditions of life and well being of citizens and their families, and of households, so that the poor may emerge from this situation of vulnerability.

## 2.2. STRATEGY

- ii) The second proposal was strategic and referred to the need to create/encourage Consultative Councils at the most varied levels. From the G20's point of view, this is one of the key elements for deepening participatory democracy.

The Government accepted the proposal, and said that the Ministry of State Administration was regulating the Law on Local State Bodies, and invited civil society to take part in this process.

MAE regulated Law no. 8/2003 of 19 May through Decree n° 11/2005 of 10 June.

In the methodology for implementing the law and the regulations the participation of communities was envisaged through consulting with community authorities and with the communities.

### Box 4 - The Consultative Councils from the G20's viewpoint

#### CONSULTATIVE COUNCILS: ASSESSMENT OF POVERTY/DEVELOPMENT

As part of making the struggle against poverty operational, the G20 argues that the Consultative Councils are an important institution for civil society participation in drafting, implementing and evaluating the operational plans of PARPA II, namely the General State Budget and the Economic and Social Plan, and, in this way, measure the impact of the policy options adopted.

Thus the G20 believes that the Consultative Councils should bring and involve groups representative of the population at various levels. In this exercise, they should:

- a) Combine quantitative and qualitative approaches in measuring poverty;
- b) Develop and extend the instruments for analysing and measuring poverty to the provincial and district levels to be the object of discussion in the respective Consultative Council;
- c) Improve institutionalization of the Consultative Councils with the involvement of women, young people, business people and relevant civil society organizations apart from community leaders, instead of a methodology that envisages a simple consultation with the community authorities.

Thus for Civil Society, the Consultative Councils should have the following composition apart from the proposal presented by the Government on the matter:

- Representatives of women's organisations;
  - Representatives of youth organizations;
  - Representatives of business organizations;
  - Representatives of religious organizations;
  - Representatives of peasant organizations/associations/cooperatives;
  - Representatives of professional organizations (education and various specialisms);
  - Representatives of trade unions;
  - Traditional chiefs.
- d) Envisage in the regulations and methodology, citizen involvement and participation as a right, apart from a clear definition of institutionalized events that must be held.



The G20 notes that, if the methodology presented by the Government is to be successful, it faces two challenges.

- 1) Government: the need to put the best cadres in the country into the districts and endow them with resources so that they may produce and better interpret the spirit and the letter of the law and the regulations on Local State Bodies;
  - 2) G20: to continue improving the exercise begun with the provincial and district Poverty/ Development Observatories so as to serve as a valid interlocutor in the planning, implementation and evaluation of the plans.
- iii) The third proposal, and the second strategic one, describes the attributes of the Consultative Councils, indicating that, among other objectives, they should mobilize participation in the systematic analysis of the poverty situation and identify concrete actions contributing to fighting the causes of poverty at their respective level.

This proposal was also adopted by the Government, and is part of the development of the second on the creation of the Consultative Councils. Thus the methodology of the reform of local Government undertaken by the Government includes the diagnosis of the social, cultural and economic situation of the district and the province which includes surveying the indicators or listing the main activities and their impact on the district or the province, sounding out the community authorities and the communities and setting up an organization of the local administration in line with this reality.

- iv) The fourth proposal of RAP 2004 and the third strategic one sought to guarantee that the struggle against the causes of poverty was not a campaign, but a series of sustainable activities. The G20 thus suggested the need to promote policies that stress the maintenance and creation of employment and self-employment, through stimulating the national business sector, particularly small and medium companies and cooperatives. As envisaged in Agenda 2025, the G20 advocates creating a package of incentives for companies whose activities have an impact on the poor.

The Government was open to discussing this matter during the preparation of PARPA II, because it is a strategic proposal, and taking into consideration the period when it was presented by the G20.

### 2.3. STATE REFORMS

- v) The fifth proposal concerned identifying the concrete contribution of civil society organizations towards the removal of red tape, the fight against corruption and the articulation between formal and informal legal and judicial systems.

The Government agreed to work with civil society organizations in order to identify the concrete contributions that civil society could make in reforming the State.

Meanwhile, civil society has organized itself at district and provincial levels by holding local Poverty Observatories to identify concrete actions, the obstacles and the facilities encountered in fighting the causes of poverty. These matters are dealt with in this year's RAP in the third chapter which considers not only state reform, but also matters on human capital, social capital and the economy.

### 2.4. SOCIO-ECONOMIC

- vi) The sixth proposal of the G20 concerns the need to stimulate research activities that recognize concrete and feasible ways of increasing productivity and yields from family fields, forms of self-construction of improved wells, literacy and basic schooling programmes for children who are unable to attend primary school, and preventing and minimizing the impact of HIV/AIDS and other epidemic diseases.

The Government not only agreed to adopt the proposal presented, but also spoke of the existence of a fund for research into poverty, access to which is open to any citizen or institution on a competitive basis and which relies on civil society to select the best candidates.

vii) The seventh and final proposal, but the second socio-economic one, takes up a proposal already envisaged in Agenda 2025 on the need to set up a financial institution for development, the main objective of which would be to promote financial mechanisms that allow citizens, national producers and civil society bodies to put into operation viable activities that have multiplier effects on poverty reduction, by financing actions and initiatives that have an impact on the poor. This institution should play a catalysing role in attracting savings and in rural credit.

The Government had regarded this as a strategic matter, which would therefore be subject to analysis during the formulation of PARPA II.



## CHAPTER 3

# PROVINCIAL AND DISTRICT DYNAMICS IN FIGHTING THE CAUSES OF POVERTY

In RAP 2004 the dimensions of poverty were built around four pillars, namely Human Capital, Social Capital, the Economy and Governance.

The opinion of civil society organizations and of citizens concerning the participation of the various stakeholders, including themselves, in fighting the causes of human, social, economic and political poverty is also built on the same pillars.

### HUMAN CAPITAL

With regard to the poverty that derives from the failure to meet vital needs, those which directly influence the ability of individuals to maintain a healthy and sustainable life, the civil society organizations identified two causes, namely, the low level of schooling, and disease.

#### *Low level of Schooling*

##### WHAT HAS BEEN DONE BY CIVIL SOCIETY ORGANIZATIONS/CITIZENS

The results from the district and provincial RAPs show that:

- They supported literacy and adult education;
- They participated in and financed the programme supporting the integration of girls into schools;
- They participated in civic education and awareness campaigns;
- They participated in and financed the building of class rooms;
- They paid enrolment fees for poor children (but it is important to mention that, as from 2005, primary education in Mozambique - EP1 and EP2 - is free, in order to attain the Millennium Development Goals);
- They participated in and financed staff training.

#### **Facilities**

In undertaking concrete actions to combat the low level of schooling, civil society had the following aspects in its favour:

- The use of local material with local technology;
- Improved relations with the district authorities;
- The support, in general, of the district education directorates;
- Support from partners.

#### **Difficulties**

However, civil society ran into the following obstacles in pursuing its mission seeking to reduce the causes of poverty:





- Shortage of skilled teachers;
- Shortage of houses for teachers;
- Shortage of funds to acquire conventional building material;
- Shortage of transport: existing means of transport are expensive;
- Shortage of learning materials;
- Late arrival of the school material distributed free of charge. For example, in Zambézia there were cases where children had not received this material by June.
- The drought, together with the food insecurity of many households entirely dependent on agriculture is a factor hindering children's attendance at school.

#### Box 5 - Summary of the Cabo Delgado provincial RAP

### CABO DELGADO

The 2005 Annual Poverty Report from Cabo Delgado province indicates that implementing large scale projects in education, health and agriculture was a major local contribution to the fight against poverty.

Those projects ensured the appearance of schools and health posts, improvements to the existing units, supplies of clean drinking water, and the introduction of new cash crops with modern rural extension techniques.

The growth of informal trade, stimulating the development of commercial activities in the districts where there is no formal trade, had a positive effect. The licensing of informal traders and improved feeder roads ensured that manufactured goods could reach the peasants, thus easing the life of rural communities.

#### WHAT HAS BEEN DONE BY THE GOVERNMENT

The district and provincial RAPs concluded that the Government has undertaken the following activities in order to reduce the causes of poor school attendance:

- School construction and expansion of the school network;
- Support for vulnerable children and households;
- Opening adult literacy courses;
- Building houses for teachers;
- Teachers training;
- Distribution of school material free of charge;
- Literacy and adult education programmes.

#### CONTRIBUTION OF THE COOPERATION PARTNERS

The data gathered by civil society indicate that the cooperation partners have contributed with the following activities:

- Support in building schools;
- Support in setting up community associations;
- Support in campaigns aimed at the communities;
- Granting incentives for various civil society activities.

#### *Disease*

#### WHAT HAS BEEN DONE BY CIVIL SOCIETY ORGANIZATIONS/CITIZENS

In the district and provincial RAPs, civil society recognizes that the following actions seeking to reduce the disease burden have been taken:

- They promoted prevention campaigns against HIV/AIDS, sexually transmitted disease, tuberculosis, malaria and other diseases;

- They supported the distribution of mosquito nets;
- They cured sick people;
- They took part in preventive appeals against epidemics;
- They participated in and financed the training of activists;
- They helped people living with AIDS and their dependents;
- They assisted vulnerable people (children, the disabled and the elderly) in income generating projects, distribution of uniforms, and nutritional supplements;
- They created sewing/needlework and agricultural cooperatives to improve the diet of needy elderly people, children and women.

### Facilities

In undertaking concrete action to fight diseases, civil society organizations had the following factors in their favour:

- Support provided by local stakeholders (provincial and district nuclei for the fight against HIV/AIDS).
- Use of traditional medicine;
- Support from NGOs;
- Support from churches.

### Difficulties

However, civil society ran into the following obstacles in pursuing its mission to mitigate the effects of disease:

- Lack of publicity material;
- Lack of stocks of mosquito nets;
- Low coverage of health posts and hospitals;
- Insufficient number of Day-Care Hospitals and GATVs;
- Lack of transport and of feeder roads to reach remote areas.

### Others

In addition, and seeking to fight the causes of human poverty, civil society organizations undertook the following actions:

- They set up the environmental protection fund;
- They registered unemployed young people, and sought to find employment opportunities for them or participation in self-employment projects;
- They participated in and financed the construction of wells;
- They promoted self-employment through small professional courses;
- They participated in and financed the construction of improved latrines.

### Box 6 - Summary of the Gaza provincial RAP

#### GAZA

Poverty reduction in Gaza province does not yet enjoy consensus among the local communities, represented by the various civil society organizations that interact there. The Gaza report argues that, despite this reduction indicated by the Government, Gaza is the fourth poorest province in the country, though its major agricultural and livestock potential is recognized.

Among the main causes of impoverishment in the province, Gaza points to the privatization of companies and their bankruptcy, the end of the cashew industry, high levels of HIV/AIDS, and weak tax collection mechanisms.

The most pressing problems indicated concern schools without adequate teaching and learning conditions, and the shortage of secondary schools.

## WHAT HAS BEEN DONE BY THE GOVERNMENT

The district and provincial RAPs concluded that the Government has undertaken the following actions in order to reduce the causes and effects of disease:

- Building health posts and expanding the health network;
- Building houses for nurses;
- Publicising disease prevention methods (HIV/AIDS, malaria, cholera);
- Training health professionals;
- Spraying campaigns;
- Opening GATV's;
- Caring for elderly people and diabetics in general medical consultations.

## CONTRIBUTION OF THE COOPERATION PARTNERS

The data gathered by civil society indicate that the cooperation partners contributed with the following activities:

- Support in building health centres;
- Support in campaigns to prevent diseases such as HIV/AIDS, malaria, TB and cholera;
- Building health posts;
- Training traditional midwives;
- Opening GATV's;
- Distribution of medicines.

## SOCIAL CAPITAL

Social poverty is intimately linked to structural or social disparities. Thus in the provincial and district RAPs, the civil society organizations identified several actions carried out by various stakeholders seeking to reduce social poverty.

### *Lack of solidarity*

## WHAT HAS BEEN DONE BY CIVIL SOCIETY ORGANIZATIONS/CITIZENS

The civil society organizations recognized they had carried out the following actions to promote solidarity among Mozambicans:

- Promotion of associations in the communities;
- Promotion of regular meetings debating community problems;
- Help in setting up women's cooperatives;
- Support for orphans and vulnerable children (COV);
- Support for People Living With AIDS;
- Solving conflicts in communities through the paralegal staff trained by civil society organizations.

### **Facilities**

For the success of their mission, they relied on the following positive factors:

- Great interest shown by the public
- Willingness of the public to take part in the various projects proposed

### **Difficulties**

However, they faced the following obstacles:

- Lack of support for setting up associations in some parts of the country;
- Great lack of interest from young people who are not very involved in community activities.



## Box 7 - Summary of the Inhambane provincial RAP

### INHAMBANE

The 2005 Annual Poverty Report from Inhambane province paints a sombre picture of the implementation of PARPA I. The dominant perception is that the province is a major contributor to national economic growth, through large scale projects such as SASOL, Hidrocarbonetos de Moçambique and the Vilankulo International Airport, but the contribution by these undertakings to improving the living conditions of the population is still small.

The recommendations from Inhambane province for PARPA II point to the need for broader civic education that includes ethical and moral values, which should involve religious bodies in educating families and in valuing tradition.

#### WHAT HAS BEEN DONE BY THE GOVERNMENT

The civil society organizations recognize that the Government has contributed positively to increasing solidarity between Mozambicans when:

- It supported the creation of some associations;
- It participated in regular community meetings;
- It promoted meetings with traditional and community leaders;
- It encouraged internal solidarity;
- It supported orphaned and vulnerable children, the elderly, and disabled people who are also in a vulnerable situation;
- It designed and implemented social welfare programmes.

#### CONTRIBUTION OF THE COOPERATION PARTNERS

The data gathered by civil society indicate that the cooperation partners have contributed with the following activities:

- Support in the creation of associations;
- Participation in regular community meetings;
- Support for orphaned and vulnerable children;
- Social welfare programmes.

#### *Lack of ethical, civic and moral values*

#### WHAT HAS BEEN DONE BY CIVIL SOCIETY ORGANIZATIONS/CITIZENS

Among the initiatives of civil society organizations seeking to uphold ethical, civic and moral values among Mozambicans, the following stand out:

- Campaigns against violence and crime in the communities;
- Campaigns against conflicts in the communities;
- Campaigns against domestic violence;
- Campaigns against excessive consumption of alcohol in the communities;
- Campaigns against premature marriages and against discrimination against women;
- Respect for the knowledge of the elders and the traditional healers.

#### Facilities

Civil society found the following favourable factors:

- Great involvement by women;
- Support from the local administrations, traditional leaders and some NGOs.



## Difficulties

The following obstacles were noted in this part of its mission:

- Young people are not very involved in community activities
- Lack of a volunteer spirit among young people
- Existence of taboos and of radical community groups

### Box 8 - Summary of the Manica provincial RAP

#### MANICA

The Manica provincial report stresses, in a significant way, that the agricultural sector and education are key to the economic and social development of the province because of their role in guaranteeing food security and in a better contribution to the Gross Domestic Product.

Despite the expansion of the school network and the increase in the number of children attending school, the supply of educational services is still insufficient, the report says.

HIV/AIDS infection in the province is not declining, and Manica is the second most affected province, with an HIV prevalence rate of 19 per cent.

The Government should establish conditions for the emergence of small scale industries processing agricultural produce which would create more jobs.

As for biodiversity, community management of natural resources is encouraged, thus stimulating communities to take charge of their own destiny.

## WHAT HAS BEEN DONE BY THE GOVERNMENT

The civil society organizations recognize that the Government has contributed positively when:

- It supported the strengthening of traditional authorities in managing the economic and social life of the communities;
- It designed and implemented projects to support widows, the elderly, and orphaned and vulnerable children;
- It carried out civic education campaigns.

## CONTRIBUTION OF THE COOPERATION PARTNERS

The civil society organizations identified the following as the contribution of cooperation partners in this matter:

- Support and participation in civic and moral education.

## THE ECONOMY

The economy is understood as the manner in which citizens organize and carry out productive activity. In this pillar, RAP 2004 concentrated its attention on the causes of poverty derived from low income, but also from access to income. Thus the district and provincial RAPs organized by the G20 concentrated their specific attention on the concrete actions undertaken by the main stakeholders in Mozambican economic life, seeking to reduce the causes of poverty identified on this axis.

### *Low production and productivity*

## WHAT HAS BEEN DONE BY CIVIL SOCIETY ORGANIZATIONS/CITIZENS

The results of the district and provincial RAPs identified the following as concrete actions by civil society organizations designed to increase production and productivity:

- Promotion of agricultural cooperatives;
- Campaigns of civic education to combine the cultivation of cash crops and food crops;
- Encouraging agricultural and livestock activities;
- Distribution of seeds;
- Expansion of irrigation schemes;
- Support for distributing land and legalising land tenure.

### Facilities

In this effort, they recognized the following as positive factors:

- Support from some NGOs;
- Advice and technical assistance from rural extensionists.

### Difficulties

On the other hand the following problems were identified:

- Lack of mastery of modern techniques and production alternatives;
- Lack of safe places for storing surpluses;
- Shortage of transport and the existing transport is at inaccessible prices;
- Lack of financial resources for expansion and for acquiring modern production instruments;
- Drought, bush fires and other natural disasters;
- Usurpation of land;
- Costly and very lengthy process for issuing land titles;
- High dependence on and great vulnerability to climatic factors in family sector agriculture.

### Box 9 - Summary of the Maputo provincial RAP

#### MAPUTO

The Maputo Provincial Poverty Observatory intends to be one of the various instruments for monitoring and assessing the degree of implementation of PARPA, with the involvement of other civil society stakeholders.

In its assessment of poverty, the Maputo report says that the province recorded an increase in poverty levels, although a great deal has been done to revise this scenario, particularly with growth in the areas of education, health, infrastructures and agriculture.

Maputo recommends, in the macro-economic chapter, the need for greater rigour in financial programming for the agricultural and livestock sector and in collecting personal taxes, taking into account the real conditions of the population.

As for good governance, it was agreed that permanent dialogue, transparency and accountability in using public funds are important, as well as the need to strengthen protection and security for witnesses to crimes, and whistle-blowers.

### WHAT HAS BEEN DONE BY THE GOVERNMENT

The civil society organizations recognize that the Government contributed positively to increased production and productivity when:

- It supported the creation of agricultural cooperatives, and training for peasants' associations;
- It has provided support, through modern cultivation techniques, for the increase of production;
- It provided advice for cash crops and food crops;
- It supported the building of barns;
- It supported the rehabilitation of irrigation schemes and of feeder roads to cultivated areas;
- It distributed seeds;
- It encouraged livestock farming and helped in restocking;
- It distributed foot pumps.

## CONTRIBUTION OF COOPERATION PARTNERS

The data gathered in the district and provincial RAPs indicate that the cooperation partners contributed with the following activities:

- Support for the formation of peasant cooperatives and of a peasant association movement;
- Support in acquiring means of production;
- Training in management of agricultural associations;
- Encouragement of agricultural production;
- Cattle restocking.

### *Difficulty in access to markets*

## WHAT HAS BEEN DONE BY CIVIL SOCIETY ORGANIZATIONS/CITIZENS

As for access to markets, the civil society organizations undertook the following concrete actions:

- They promoted cooperatives or associations of peasants and small farmers;
- They developed small businesses;
- They mobilised participation in building and rehabilitating local markets;
- They opened and rehabilitated tertiary feeder roads.

### **Facilities**

In this exercise civil society organizations had their work facilitated by:

- Support from some NGOs.

### **Difficulties**

However, they ran into the following obstacles:

- Lack of a market for surplus produce;
- High transport costs;
- Unfavourable purchase prices for produce;
- Lack of regulations on competition.

### **Box 10 - Summary of the Nampula provincial RAP**

#### **NAMPULA**

The information from Nampula province, built out of the reports from 21 districts, shows broad civil society participation in solving the problems of communities and in actions to fight against absolute poverty.

In the activities undertaken only by civil society players, mention should be made of the construction of improved latrines, the opening of fields, livestock breeding, the opening of water sources, the building of tertiary roads, the promotion of literacy campaigns, preservation of the environment, promotion of tourism, awareness activities on preventing and fighting against HIV/AIDS.

Nampula wants to see implemented the proposals made by civil society, as regards the 28 activities listed in RAP/2004 and others that are deemed unavoidable in the fight against absolute poverty.

## WHAT HAS BEEN DONE BY THE GOVERNMENT

The civil society organizations recognize that the Government contributed significantly to access to markets when:

- It produced and made available information on markets and on prices of agricultural goods;
- It supported price negotiations;
- Opened and ensured maintenance of feeder roads;
- Helped rehabilitate shops.

## CONTRIBUTION OF COOPERATION PARTNERS

The data gathered by the G20 indicate that the cooperation partners concentrated their interventions in the following activities:

- Support in identifying markets;
- Support in opening feeder roads;
- Support in building agricultural barns;
- Opening new markets.

### *Lack of credit*

Access to credit has been regarded as the greatest pro-poor instrument for promoting economic growth, and thus the principal instrument for poverty reduction (Seibel and Parthusip 1998:81).

But the Mozambican banking system has become ever more residual, judging from the evolution of credit to the economy as a percentage of GDP.

## WHAT HAS BEEN DONE BY CIVIL SOCIETY ORGANIZATIONS/CITIZENS

Among initiatives by civil society organizations to minimize the lack of credit, the following stand out:

- Creation of micro-credit cooperatives supporting agriculture and marketing
- Creation of small scale income generating projects.

### **Facilities**

In this effort, the civil society organizations found the following factors favourable:

- Support from some NGOs;
- Existence of some micro-credit cooperatives.

### **Difficulties**

The results would have been better but for the following obstacles:

- Limited access to and poor coverage of rural lines of credit;
- Red tape in the granting of funds.



## Box 11 - Summary of the Niassa provincial RAP

### NIASSA

The 2004 Annual Poverty Report from Niassa province is categorical in its conclusions: it is still far from acceptable parameters for a human condition, an economy, a society and satisfactory governance.

Niassa needs to expand its school network, mainly general secondary education. It needs to improve the drinking water supply system and extend the electricity network into the rural areas.

In the social sphere, the report believes that the question of HIV/AIDS is a concern where prevention and impact mitigation is the task of everyone and not just of the health sector.

In the economy, the Niassa stakeholders stress increased productivity and access to markets should accompany the rehabilitation of infrastructures such as roads and bridges by the Government. Civil society, apart from its intervention in social infrastructures, should continue to stimulate agricultural and livestock production, promoting both food and cash crops.

### WHAT HAS BEEN DONE BY THE GOVERNMENT

The civil society organizations identified the following concrete actions that have contributed to reduce the lack of credit:

- Facilitation of credits to acquire production material;
- Mobilisation of community credit.

### CONTRIBUTION OF THE COOPERATION PARTNERS

The G20 believes that the cooperation partners concentrated their intervention on the following actions:

- Support for the creation of small community credit cooperatives
- Support in fund management.

### GOVERNANCE

In the pillar of governance, theft and the lack of civil registration were recognized as causes of political poverty in RAP 2004. Thus the provincial and district RAPs undertaken this year, over the entire country, identified the concrete actions and initiatives carried out by civil society, the Government and cooperation partners which have contributed to reducing those causes.

#### *Theft*

### WHAT HAS BEEN DONE BY CIVIL SOCIETY ORGANIZATIONS/CITIZENS

The G20 recognizes that to reduce thefts, their initiatives were concentrated on the following concrete actions:

- Promotion of campaigns against crime;
- Participation in community policing;
- Combating stock theft.

## CORRUPTION

Corruption is characterized by behaviour that evades the formal obligations of public or private servants. It is motivated by personal interests, financial gain or social position, and goes against the institutionalized rules against private gain in the public service.

What is normally called corruption includes bribery, fraud, the division of illicit "earnings", and some forms of blackmail. The word is most used for people in the public service who in one way or another abuse their position. The concept thus presupposes a distinction between the spheres of "private interest" and "public interest".

For the case of Mozambique, civil society believes that transparency in acts of governance is a pressing issue, given that corruption leads to negative results for society as a whole. And in the final analysis, these results damage the state, and make it difficult to build inclusive and sustainable development for wealth creation.

Civil society notes, with appreciation, the express will on the part of the Mozambican Government to fight against corruption, as well as the existence of institutions and legislation which could regulate the moralization of the behaviour of civil servants and public office holders. But one does not yet see, on the part of governance, concrete actions which could, for example, encourage ordinary citizens to pay taxes, an act of citizenship, in the certainty that that money will be converted into public funds to create development, and to be returned as services to the public in an orderly fashion, and without demanding extra-legal parallel payments for such services.

Laws form the legal framework on which citizens can base themselves to measure the ethical behaviour of the public service and of governance. But laws alone are not sufficient - they have to be complied with, and thus form a State of Moral Law, as Moreira Neto (1992:10) defines it, a state of legality - the rule of law and a state of legitimacy - the Democratic State, which precedes a State of Justice. Indeed, if we grant the concept of democracy only its predominantly political traditional (when not exclusively formal) scope, the Democratic State will be nothing more than one in which the rulers are chosen by popular vote. In this case, democracy is confused with process, and civil society demands that the material field be extended beyond the original legitimacy of where the rulers came from, to include current legitimacy, and even the legitimacy of the purposes of their behaviour.

Indeed, legality ensures that the state which adopts it has the rule of law (Moreira Neto 1992: 12-13), but legitimacy represents an ethical improvement, and in contemporary societies, is grounded on legality as its formal basis, turning the state that observes it into a democratic state, characterised by being endowed with instruments for society's political participation in state power. Lawfulness presumes both qualities: the formal basis of legality, and the consensual stance of legitimacy, making the state that enshrines it a State of Justice, characterized by the submission of power to moral values at all levels.

Without listing them in hierarchical order, the values destroyed by corruption can be exemplified as: human dignity; moral harm; licit aims of associations; moral integrity of prisoners; obtaining evidence lawfully; morality in the public administration; administrative probity; loss of a parliamentary seat for improper behaviour; spotless reputation and conduct as a requirement to be chosen for the public service; respect for ethical values in the mass media; dignity of the human person at family level; moral protection of children and adolescents; guarantee of space for citizens' participation in public affairs, regardless of sex, colour, religion, political beliefs or social status; protection and promotion of the culture of peoples and citizens; and also, human dignity; the building of a free society; and, in foreign affairs, the defence of peace and sovereignty (ibid.).

In the case of Mozambique, civil society believes that disseminating information to citizens is crucial in this context, so that they know the rights and duties of citizenship, and use this knowledge as a weapon to fight against corruption.

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In fact, civil society believes that many acts of corruption can be prevented if, for example, citizens know what is required in order to acquire documents and to make use of public services. Such information should clearly stipulate: the costs of these operations (if there are any costs), deadlines, the official in charge, and, most particularly the punishment these officials face if these deadlines are not met. For some cases, tacit approval would be the ideal, if this did not create legal embarrassments for administrative judicial practice: a challenge to be considered that civil society poses to the State!

This information should be compiled as quickly as possible, and publicised visibly: through brochures, the written press, radio and televisions (as a service of public utility), using as a priority Mozambican languages. In rural areas, community radios would be the main vehicles used to publicize this information.

As soon as this information becomes available, civil society promises to be in the front line to publicize it, and to play its part so that the norms and rules may be respected.

A warning cry from civil society concerns the need to publicize, without prejudicing legal action, the results of processes linked to corruption. Indeed, it should be the normal practice of a democratic state to publicize the results of cases in which the state was damaged, whether those accused are found guilty or acquitted. By making such results public, the Government shows transparency in its activity in the legal sector, and helps restore citizens' confidence in the state, in the institutions and in the authorities.

(References: Moreira Neto, D. de F. (1992) *Racionalidade Pública e Governabilidade*. CARTA MENSAL, Volume 38 Número 445, Confederação Nacional do Comércio: Rio de Janeiro.)

### Facilities

Because of the importance that communities give to reducing crime, the civil society organizations had the following factors in their favour:

- Great support from traditional and community leaders;
- Great support from the public.

### Difficulties

However, they faced the following obstacles in this exercise:

- Reduced police presence and in small numbers;
- Lack of local courts.

### Box 13 - Summary of the Sofala provincial RAP

#### SOFALA

Sofala province has significantly reduced the levels of absolute poverty, according to the data from the local statistical services, corroborated by the stakeholders from civil society in their report for 2005.

In the course of this noteworthy success, one notes the combined actions undertaken by the Government and by civil society under the directives of PARPA I, such as the work of peasants in the fields, the training of peasants in food preservation techniques, assistance in agricultural techniques and facilities for acquiring animal traction and producing vegetables, the opening of fields to support widows and orphans, and awareness campaigns for preventing HIV/AIDS.



## WHAT HAS BEEN DONE BY THE GOVERNMENT

Civil society organizations recognize that the Government has contributed significantly to reducing theft when:

- It set up community policing in the neighbourhoods and villages;
- Ensured greater coordination of its work with traditional community leaders;
- Promoted and took part regularly in meetings with the communities;
- Set up the Municipal Police.

## CONTRIBUTION BY THE COOPERATION PARTNERS

The G20 indicates that the cooperation partners concentrated their intervention on the following:

- Promoting miscellaneous support for debates, seminars and workshops on governance, community participation in drawing up the budget, following its implementation and assessing performance at various levels.

### *Lack of civil registration*

## WHAT HAS BEEN DONE BY CIVIL SOCIETY ORGANIZATIONS/CITIZENS

The G20 has participated with an initiative to increase the registration of children, which concentrated on:

- Participation in, and support for, child registration campaigns.

### **Facilities**

The public understands the importance of registering children and so civil society organizations had the following facilities:

- Strong public support;
- Strong support from women;
- Support from NGOs and the local administration.

### **Difficulties**

Despite 13 years of peace, on this mission, the factor of political distrust appears as a constraint.

### **Box 14 - Summary of the Tete provincial RAP**

#### **TETE**

Tete province, says the provincial report, has not yet shown signs of recovery, although the war in Mozambique ended more than ten years ago. The private sector is not able to rescue the districts and the localities. Monetary resources are scarce, and there is virtually no agricultural marketing. People are unable to save or store surpluses. What is produced is not enough for the peasants' survival.

There is strong internal migration into the cities of young people with some level of schooling. Those who reach higher levels leave the province altogether.

Faced with this scenario, Tete province recommends that, in the context of PARPA II, the Government should set up thematic working groups, including a variety of social players to draw up a specific local plan of action. The districts should be endowed with the infrastructures and human capital necessary for the adoption of practical measures to develop the province.



## WHAT HAS BEEN DONE BY THE GOVERNMENT

The G20 recognizes that the Governmently contributed significant to increasing the number of children registered, when:

- It launched campaigns for the civil registration of children;
- It increased the number of civil registration brigades.

Box 15 - Summary of the Zambézia provincial RAP

### ZAMBÉZIA

The Zambézia provincial annual Poverty Report deals expressively with the current situation concerning implementation of the seven proposals from civil society included in PARPA.

Thus the Zambézia report notes that of the seven proposals, only three had sufficient context to be followed up locally, namely encouraging the creation of consultative councils, effective participation, the establishment of a financial institution for development.

As regards the proposal on the consultative councils, the report shows that most of the inhabitants of Zambézia Province said they had never taken part in a meeting to solve local problems.

In health, priority should be given to extending the health network, to advocating facilities for paying for medicines, and improving treatment for citizens identified as extremely poor or vulnerable. Also to consolidate the complementary work and partnership between conventional and traditional medicine.

## CHAPTER 4

### THE G20 PROPOSALS FOR PARPA II

The proposals from the G20, with the request to the Government that they should form part of PARPA II, are expressed in this chapter, and are based on the following:

- a) Perception of the civil society organizations/citizens on the causes of poverty presented in the 2004 RAP, built around the pillars of Human Capital, Social Capital, the Economy and Governance.
- b) Current situation of the 7 proposals presented at the 2<sup>nd</sup> Poverty Observatory;
- c) Results of the practical guide for data collection in the district and provincial seminars, the provincial RAPs, the national seminars and meetings of the civil society thematic groups for drawing up the proposals for PARPA II;
- d) Reflections from the various thematic groups set up by civil society around the pillars identified by the Government for drafting PARPA II;
- e) The main recommendations of Agenda 2025 opportune for the present stage of Mozambican development and of the struggle against the causes of poverty;
- f) The most influential international agendas of the moment such as the proposal of actions to attain the Millennium Development Goals, and the recommendations from the Report of the Commission for Africa which are in line with the perception and viewpoint of Mozambican civil society on strategies and actions for fighting against the causes of poverty in Mozambique.

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#### 4.1. ON THE 7 PROPOSALS FROM RAP 2004

During the 2<sup>nd</sup> Poverty Observatory, the Government remitted to this planning stage two strategic proposals from the G20, namely:

- 1) The fourth strategic proposal which suggested:
  - The need to promote policies that stress maintenance and generation of employment and self-employment, through stimulating the national business sector, with a stress on small and medium companies and cooperative associations.

Specifically, the G20 is proposing that action be undertaken tending to promote the initiatives and projects of associations of producers and cooperatives.

One notes that this is a proposal made by Agenda 2025, stressing the need to set up a package of incentives for companies (including cooperatives and similar associations) the activities of which



have a direct impact on the poor. The definition of incentives and the criteria for identification and application would be the subject of a joint analysis between the Government, and the associations of the business and cooperative sectors.

The G20 also restates that poverty reduction necessarily involves access to income through employment. To this end privileged treatment of these sectors will be crucial in the present stage of fighting against poverty, by proposing the inclusion of this proposal in PARPA II.

2) The seventh proposal, and the second socio-economic one, indicated:

- Setting up a financial institution for development, also envisaged in Agenda 2025, the main aim of which would be to promote and make operational viable activities of citizens, of national producers and of civil society bodies, with multiplier effects on poverty reduction, by specialising in rural savings and credits.

This proposal is aimed at all who are committed to poverty reduction in Mozambique, including civil society, private sector, and state bodies, international cooperation partners, and international philanthropic foundations.

The world is full of successful experiences of financial institutions for development. So it is not a matter of inventing the wheel, but rather of using the positive aspects of these initiatives, in accordance with the concrete reality of Mozambican depositors and investment risk takers. It is intended to promote and encourage such activity in favour of developing Mozambicans through poverty reduction.

Additionally, as regards the proposal on the Consultative Councils and their mission, the G20 repeats the need for speed of implementation, at the same pace as the decentralization process in its initial, selective phase.

## 4.2. ADDITIONAL PROPOSALS FOR PARPA II

### 4.2.1. *Macroeconomics and Poverty*

#### □ Macro-economic growth and stability

The G20 believes that in this component the objective is to guarantee political stability and stability of the essential economic indicators to expand pro-poor and inclusive economic growth and the creation of an attractive investment climate.

Thus, civil society presents the following proposals:

- To prioritize sectors and activities that generate employment and self-employment, in the context of poverty reduction;
- To prioritize and invest further in technical education where, as from mid-level, people know how to work and are prepared to set up and manage their own business. Teach people to do things;
- Simplify licensing procedures for business, facilitating and simplifying payments;
- Publicize, as widely as necessary, regional and NEPAD projects seeking to maximize synergies, given their potential impact on the national economy as a whole;
- Promote more just employment policies, such as raising the current maximum age limit of 35 for entry into the civil service, as well as establishing the conditions allowing the employment of elderly and disabled people, according to their functional capacities, both physical and mental, in small and medium sized companies, in domestic service (cleaning), and in security;
- It is important to quantify the social responsibilities of large corporations;
- Consultations should be continual, thus allowing that both the IMF's Poverty Reduction and Growth Facility, and the World Bank's Poverty Reduction Strategy Paper reflect the main

- desires of Mozambicans, with a greater sense of national ownership of these documents;
- Lay down investment policies that compel specific investments in the environmental area;
- Guarantee that local communities share in the profits from private undertakings based on local resources.

#### □ Poverty Monitoring and Evaluation Systems

The G20 argues that in this section the objective is to ensure civil society involvement in systematically following up implementation of PARPA II and the drafting, implementation and performance of the annual operational plans at all levels of the administrative organization of the Mozambican State.

By and large, civil society deems it useful that the following actions be considered in PARPA:

- Undertake a clear strategy for communication between the Government and other stakeholders in the Mozambican economy;
- Implement mutual accountability between the various partners in Mozambican development;
- At national, provincial and district level, the Government, in coordination with the G20, should fix the quantitative and qualitative indicators for measuring and assessing poverty;
- Gradual decentralization and deconcentration of powers is urgent, with very clear indicators and plans of action. Understood as the real transfer of capacities (human, management and financial capacities) to the districts;
- Need for harmonization and clear subordination and sequencing of the long, medium and short term plans, namely, Agenda 2025, the Government's Five Year Programme, PARPA, CFMLP, OGE and PES;
- Involve civil society more in the operational plans (OGE and PES) in the drafting, following the implementation, and in the evaluation;
- Presentation of tangible monitoring and evaluation indicators, disaggregated by sex and by geographical region, in order to measure progress in reducing gender inequality.



### NEED FOR A HIERARCHY AMONG THE PLANS

Civil society is aware of the role of the PRGF (Poverty Reduction and Growth Facility) which the Government has signed with the International Monetary Fund (IMF) for three years, as a mark of the economic guidelines for directing Mozambican development. Civil society is also aware of the subordination of PARPA (the World Bank's PRSP) to the PRGF. And because of this hierarchical relationship, civil society demands that it should participate in discussing and structuring the next PRGF.

Just as the international financial institutions sign with the Government a macro-economic plan to guide the operational plans, the G20 thinks that the country should concentrate on a macro-economic plan to guide its development, and given its high level of poverty, this plan should lay special stress on fighting poverty.

Currently, the country has many plans with the same objective, which is poverty reduction, such as the Government's Five Year Programme, already approved, and PARPA, undergoing final preparation. The question is: why not draw up just one National Development Plan with a stress on poverty? And furthermore, in the opinion of the G20, often there are no clear links between the plans or the necessary subordination of one to another. Also the time and material waste in human and financial resources is enormous, blocking the final objective of reducing poverty by creating wealth.

This being the case, civil society, through the G20, is suggesting that there should be no PARPA III, and that a National Plan, on the model of Agenda 2025, be drawn up in due time, involving all political forces, whether represented in Parliament or not, as part of society, and that it express the sensitivities of citizens of the towns and of the countryside, of women and children, of old people, adults and young people. That is, that it be a national agenda.

A participatory exercise that will produce a document that will not be static. That will be able to guide all the work through the annual operational plans, today called PES, with their respective budgets.

This kind of "Umbrella Plan" will facilitate negotiations between the Government of the day and all national and international, bilateral or multilateral stakeholders. It will, for example, guide the operations of the Consultative Labour Commission, which today meets after the state budget has been approved, which does not make sense.

Thus civil society suggests - and is willing to participate actively in this exercise - that, instead of an eventual PARPA III, a start be made on drawing up a medium term National Development Plan, in the same spirit that some countries of the region, such as Zambia, are doing, and that thought be given seriously to serving in the first place the state's main client, who is the citizen, and not other players. In this case, civil society is available to interact with the Government to turn this suggestion into a reality.

#### Contribution of civil society to implementation

- Continue to improve the exercises begun with the provincial and district Poverty Observatories so as to serve as a valid interlocutor at the moment of planning, implementing and evaluating the plans;
- Undertake the mapping of existing civil society organizations in the provinces and districts, recognizing their potential, their needs, and relevant training activities for the exercise of monitoring and evaluation.

#### 4.2.2. Governance

The G20 argues that in this pillar the objective should be focused on building institutions and promoting governance that ensures equitable distribution of national resources, guarantees human

rights, preserves the rule of law, and deepens democracy and an inclusive and fair representation at all levels of governance, thus contributing to the reduction of political poverty.

Governance implies a connection between politics and order which can best be illustrated by the relationship between sedimentation and reactivation <sup>1</sup>.

“Politics can be thought of as the institutionalization of the order that is designed to overcome, or at least to restrict, the conflicts that threaten the political element - a case of sedimentation (Slater 1997:266). Order or governance is always a series of regulating and sedimenting procedures, practices, codes and categories that can never be absolutely defined. This is the case since the political - the possibilities of subversion, questioning, opposition, denial and resistance - can never be overcome; the interruption of the sedimentation, or the intervention that forms the reactivation of the instabilities that order seeks to pacify reflects that politics is inseparable from the political. In this context, the political is always the internal periphery that cannot be removed from the heart of politics (ibid.: 266-67).

The concept of governance is thus understood as the exercise of public power, or the governing function. And when this concept is used, it is generically linked to an objective of improving the correct and efficient operations of Government (Zicardi 1995: 79). However, the concept of governance can be broken into two aspects (ibid.: 80): governability and the search for consensus to legitimize public acts. But it is important to note that in the perception of Mozambican civil society these two aspects do not form two separate concepts, but are complementary, as seen from Table n° 17.

**Table 17 - Governance and Governability**

<b>GOVERNANCE AND GOVERNABILITY</b>	
<p><b>Governance</b></p> <ul style="list-style-type: none"> <li>• Efficiency</li> <li>• Equity</li> <li>• Accountability</li> <li>• Honesty</li> <li>• Information</li> <li>• Transparency</li> <li>• Planning</li> <li>• Predictability</li> <li>• Rule of law</li> </ul>	<p><b>Legitimacy and Consensus</b></p> <ul style="list-style-type: none"> <li>• Social representation</li> <li>• Social participation</li> <li>• Democratic and clean authorities and elections</li> </ul>

Governability is thus a broad concept into which the idea of governance is inserted. It refers not only to the exercise of governance, but also to all the conditions necessary so that it may function well and be reached and exercised with efficiency, legitimacy, and with the support of the individuals living in society. When this happens, it increases the space for citizenship within governance.

Civil society’s interest in the theme of governance is also related with the international financial institutions, since lack of honesty, efficiency, predictability, transparency and responsibility in the Government structure prevents grants and loans to developing countries such as Mozambique from attaining optimal benefits. In this context, three dimensions of governance are identified:

- Good level of accountability. Which in its simplest form means that Government officials must be held responsible for their acts;
- Predictability and the existence of a legal framework for development. Which implies that the rules and regulations should be clear and applied correctly, and that the lines that guide and regulate the authorities should be very clear;

<sup>1</sup> Sedimentation takes place when the material or element comes to rest in a static position, without movement. Reactivation takes place when the material or element is set in motion by its own force, or acted upon by some other material or element.

- Adequate and trustworthy information, as a pre-condition, both for proper accountability, and for the rule of law. This refers to access to information from public and private sources, and transparency in decision taking.

A further point on governance concerns the necessary conditions that enable the state to handle society as a whole. Included here are the conditions that help improve the executive's efficiency in maintaining the rule of law (Ziccardi 1994:80), the legality of public actions, elections, the administration of justice, municipal administration, and the treatment of regional and local interests. Included in this governance whole are the economy and citizens' security.

A final important point on governance concerns questions linked to political participation and the consensus needed so that the Government may perform its basic functions of serving the citizens, in a legal, stable and efficient manner. In all of this, one may stress the need for a social contract to structure and guide institutionally the dialogue between the Government and citizens at all levels of the public administration of the Mozambican State - central, provincial, district, administrative post and locality (Baptista Lundin 1998). That this dialogue should take place in the same form that the state established with the international community at the time of independence, when it became another free state among its peers, and which it has been complying with up to the present. Accountability that takes place in an institutionalized way from the inside out, should also begin to be institutionalized from within to within, not simply in the Assembly of the Republic through the State of the Nation address, but with citizens taking part in the most direct form of dialogue in the countryside and the cities throughout the country wherever citizens are to be found, as has happened regularly since 2003 at central level in the Poverty Observatory.

For Mozambique, a country that is consolidating the rule of law and the spaces open to citizen to participate in public affairs, there are also two other dimensions to governance:

- The gender dimension - particularly the low and disproportionate role of women in decision making institutions, such as the Assembly of the Republic, the judiciary and the executive.
- The obstacles to be overcome to attain a higher level of participatory governance at central and local levels, considering the heavy dependence of the local Government on the central Government, and of the State on international agencies, financial institution and bilateral cooperation.

In short, governance, that civil society sees as a social value in public life when democratic, implies in its exercise (March and Olsen: 1989: 101):

- On the one hand, a sense of community, loyalty, and common interests, identification, sense of justice, speed of processes and predictability;
- On the other hand, institutional spheres outside or above the intervention of political power, and the exercise of the power of the majority as a guarantee to protect the rights of "the others", of citizens in general, and to protect private initiative.

In the view of civil society, all these factors constitute necessary assumptions for good governance. However, the question of participation should be stressed in the understanding that civil society has of it, through urban and rural citizens, as well as modern and traditional institutions, citizens' organizations, religious bodies and trade unions which, in an organized way, structure civil society as a body seeking space in a dialogue with the state and with the international community.

Thus the G20 believes that governance is an exercise in the ability and skill of the Government and the public service in establishing an appropriate economic, social and legal framework that encourages economic growth and allows the poor to take part in it.



## □ Public Sector Reform

The G20 believes that governance goes beyond reforming the public sector, and thus proposes:

- Greater connection between the Government and the public in managing public affairs;
- To create mobile units with community involvement to regularise land titles;
- To institutionalize citizen participation in governance at central, provincial and district levels;
- To revise policies on the elderly and on the disabled, and draw up and approve the laws that regulate these policies;
- To draw up a National Policy on Children, and its respective regulations, and ensure the civil registration of children and their participation in their own development, taking the different age groups into account;
- To guarantee citizens the right of information on the management of public affairs at all levels;
- To ensure that the most skilled staff are in the districts, with the minimum training required guaranteed, and a package of incentives to retain them, among other factors for the success of decentralization;
- To expand the "one stop shops" to rural areas or the places closest to the public;
- To ensure greater involvement of women in managing public affairs, particularly in decision taking centres, in accordance with the MDGs;
- To publicize administrative procedures widely, including the rights and duties of administrative agents, and of the users, men and women.

## □ Reform of Justice and Legality

- Creation of local community courts;
- Support in consolidating community policing;
- Increase the size of the police force and its coverage of the country;
- Pass regulations on competition;
- Involve the community in solving land conflicts;
- Formalize the informal sector of the economy;
- Set up mechanisms involving the justice system and the social welfare services that undertake actions tending to identify, prevent and reduce risks of violence (physical and psychological), ill treatment and abuse against the elderly, through specific awareness and prevention strategies at household, institutional and public level;
- Develop specific policies to protect children, the elderly and the disabled in all segments of society;
- Ensure implementation of State policies and responsibilities towards disabled people;
- Develop policies and strategies to protect women against the various ills of which they are victims, such as domestic violence, negative discrimination, etc.;
- Promote continual and adequate legal reform and the adoption of laws that respond to current concerns such as discrimination against women;
- Revise and make operational legal instruments that regulate benefits for local communities.



### JUSTICE AND THE PROTECTION OF CHILDREN AND WOMEN AGAINST VIOLENCE

Much has been spoken against domestic violence, but few actions have been taken to save women and children from violence and injustice. Under PARPA II, Mozambican civil society believes there is space for concrete actions seeking to protect women and children against violence. The G20 proposes the following actions:

- Expand the offices attending to child and women victims of violence;
- Organize the judicial services so that they have specialized sections dealing with this matter, including the respective training;
- Ensure the protection of orphans' inheritance rights against usurpation by third parties;
- Develop a framework of complete assistance in the chain of justice;
- Create appropriate social rehabilitation services for young people serving sentences.

#### 4.2.3. Economic Development

The G20 puts reducing the causes of poverty at the centre of the paradigm of economic development. To this end, economic growth is necessary. Specifically, it must be inclusive growth that generates employment and self-employment, a growth that reduces economic poverty sustainably over time.

##### □ Financial sector

In line with creating added value that includes the poor, the financial sector is of vital importance in our economy, in which the environment and space for investment are increasingly attractive.

The G20 believes that an innovative, creative and diverse financial sector, covering all segments of the Mozambican population, is desirable at the current conjuncture of the fight against the causes of poverty. Thus, civil society thinks it important that the following concrete actions be undertaken:

- Create rural finance networks to support agricultural cooperatives;
- Open lines of credit with preferential access for acquiring agricultural equipment;
- Allow access to credit for rehabilitating and building infrastructures that support agriculture and marketing, and prioritising women's access in these lines of credit;
- Set up lines of credit or subsidies oriented towards the vulnerable strata of Mozambican society, in order to provide greater economic and financial benefits to widows and women who are victims of HIV/AIDS in the peri-urban and rural areas;
- Create local stimuli (material and financial) for enterprising activities undertaken by women, seeking a greater focus on the women and girls who stand out most at community level.

##### □ Agriculture and Rural Development

In Mozambique it is estimated that 69%<sup>2</sup> of the population have agriculture as their main income generating activity.

The G20 believes that the countryside can generate attractive and regular incomes, if investments are made in infrastructures, in order to support private commercial agricultures as well as family farms. This effort involves concerted actions between the donor community and Mozambicans with a clear and detailed plan that uses all keys to open the gates for the development of Mozambican agriculture (irrigation and water management, marketing and easy access to markets, research for seed improvement, multiplication and selection, and for increasing soil fertility, sustainable management of natural resources, guarantee of land rights).

<sup>2</sup> Corresponding to 13.4 million out of 19.4 million according to INE 2005.

Although it is believed that these are the keys it is important to draw up plans that respect the existing differences between the various eminently agricultural parts of the country, seeking to maximise existing local potential.

It is on these grounds that the G20 argues it is important to undertake the following concrete actions under PARPA II:

#### Markets:

- Improve information on markets among the peasants, and create facilities for access to markets;
- Assist in identifying markets, and facilitate the movement of goods by improving the feeder roads.

#### Marketing:

- Regulate negotiations between peasants and traders, promoting an agricultural marketing that encourages the parties involved to commit themselves sustainably to their activities.

#### Infrastructures:

- Build dikes, reservoirs and wells, seeking to reduce agriculture's dependence on rainfall, through small scale irrigation and water management;
- Build and improve feeder roads for the movement of agricultural surpluses;
- Set up a system to prevent and control pests and diseases.

#### Technological innovation and research

- Adopt a strategy where technological knowledge of the management of agricultural resource and water prioritises the community level;
- Adopt a strong strategy of technology transfer through allocating more resources in training communities how to use technologies in their small fields with a heavy involvement of women to create a multiplier effect in poverty reduction;
- Promote research in this sector aimed at seed improvement, multiplication and selection and increased soil fertility;

#### Investment:

- Attract investments for opening or reopening production units, creation of associations of elderly and disabled people, or sales centres for products produced by the elderly and disabled;
- Provision of agricultural credit for the family sector, the foundation for good agricultural production;
- Encourage livestock production, involving the private and family sectors;
- Ensure access by elderly people to rural extension services that contribute to increased production and productivity by elderly peasants.

#### Management

- Guarantee sustainable management of Mozambican national resources within the regional and international framework;
- Guarantee households their land rights, through issuing the respective land titles, creating brigades for this purpose.

#### Reducing vulnerability:

- Subsidise basic produce for vulnerable groups of elderly people, and reintegrate them socially;
- Ensure and facilitate access by elderly and disabled people to rural extension services set up for increasing production and productivity, and to micro-credits for implementing projects of vulnerable groups;
- Encourage income generating activities, though granting credits to elderly people, so as to prevent or rein in scenarios which might degenerate into indigence for the elderly.

#### Contribution of civil society towards implementation

- Grow drought resistant crops;
- Willingness to participate in brigades regularising land titles for peasant families;

- Participate in opening roads to remote areas allowing vehicles to pass during agricultural marketing campaigns;
- Participate in moving surpluses with resort to animal-drawn vehicles.

#### □ Infrastructures

The country should continue investing in roads and electricity, improving rural infrastructures that have an impact on reducing the rural poverty in which most Mozambicans are living.

- Rural electrification of the districts and localities with agro-industrial potential;
- Improving the quality of tertiary roads;
- Construction of silos and warehouses to conserve agricultural production;
- Publicizing techniques for conserving surpluses among rural communities;
- Promote the use of alternative forms of energy (biogas, bagasse, wind power, etc).
- Inclusion of the elderly among the beneficiaries from the housing fund;
- Include accessibility for the disabled in public construction plans;
- Rapid implementation of the policy and law on procurement and state purchases;
- Value building methodologies that make intensive use of labour, and of less costly and sustainable techniques based on local practices.

#### 4.2.4. Human Capital

##### □ Education

- Prioritize the creation of rural arts and crafts schools, with a string extension department;
- Bring academic curricula into line with rural reality;
- Involve the community in building schools;
- Greatly increase the number of trained teachers;
- Promote more inclusive literacy classes that take into account the Mozambican reality of each province;
- Include matters of old age in the school curriculum, and ensure inclusive formal and informal education for the elderly;
- Grant facilities and specific school assistance to orphans and vulnerable children cared for by elderly people, etc.;
- Ensure that education, technical and professional training and employment extend to all levels, from primary to higher education, for the disabled;
- Pay greater attention to technical and professional training of disabled people in accordance with the specific nature of the disability;
- Draw up specific policies for children looked after by elderly people to gain access to and remain at school, as well as for the literacy of the elderly carers;
- Education and technical and professional training of the PPD should be extended to all levels of schooling.

##### Contribution of civil society to implementation

- Mobilize the community to support these schools;
- Preserve and care for existing educational infrastructures and those yet to be built;
- Collaborate with the Government in defining, implementing and evaluating priorities in the education area;
- Promote greater coordination between civil society organizations through exchanging information on activities undertaken and planned.

##### □ Health

- Endow local health centres with the capacity for basic attendance to needs of local communities;
- Increase the number of health workers at local level;
- Train community activists in basic health care matters;



- Facilitate community access to generic medicines;
- Involve the community in building health centres and in civic education campaigns;
- Improve the quality of health care for the elderly;
- Ensure the inclusion of the elderly and the disabled in activities and campaigns to prevent disease, including HIV/AIDS, and to promote health for the elderly and their dependents;
- Prioritize the training of health staff specialized in the area of health care for the elderly, particularly in geriatrics;
- Promote and expand sexual and reproductive education for women and young people;
- Facilitate women's access to methods of contraception;
- Ensure health care for young people, particularly in the area of HIV/AIDS and STDs;
- Involve women in campaigns to prevent endemic diseases at community level.

#### Contribution of civil society to implementation

- Participate in all activities concerned with community mobilisation and participation;
- Monitoring activities to be undertaken and assessing their impact on poverty;
- Promoting prevention campaigns against HIV/AIDS and other diseases;
- Support the distribution of mosquito nets;
- Participate and contribute with knowledge of traditional medicine to lessen the effects of diseases;
- Care for people suffering from HIV/AIDS and other chronic diseases, fighting against stigmatisation.

#### Water and Sanitation

- Continue to build wells for areas not yet covered;
- Improve distribution of water in peri-urban areas;
- Public sanitation.

#### Contribution of civil society to implementation

- Continue to build wells resorting to local techniques;
- Build improved latrines, and pass on the message as to how to use them.

#### 4.2.5. Cross-cutting issues

Success in fighting the causes of poverty depends on the capacity to work on all the pillars with a strategic and holistic approach.

#### HIV/AIDS

Statistics show that 51% of those infected by HIV/AIDS in Africa, and more than 37% of those infected worldwide<sup>3</sup>, live in the sub-region of which Mozambique forms part. We also know that this pandemic affects at the same time three generations (the person living with the disease, the child born with the HIV virus, and grandparents who suffer all kinds of pressure that come from looking after orphans).

In this context, the G20 suggests the following concrete actions:

- For the fight against HIV/AIDS to become effective, special attention should be given to five specific areas: (1) Prevention, (2) Stigma and discrimination, (3) Treatment, (4) Impact mitigation, and (5) Coordination of the national response;
- Prioritise access to funding for community initiatives to fight against HIV/AIDS and mitigate its impact;
- Apart from orphans and vulnerable children, the elderly and the disabled should be fully covered by the various interventions in fighting and preventing HIV/AIDS.

#### Gender

The G20 argues that in all processes of analysis, programming and development that have an impact on the life of Mozambicans, the following should be included:

<sup>3</sup> Report of the SADC Secretariat 2002-2003



- An analysis of the gender situation and the promotion of women in each area, including the functioning of institutional mechanisms;
- A clear definition of the gender objectives for each sector with reference to the National Plan for Women's Advancement (PNAM), the National Gender Policy and Strategy (PENG), the Aide Memoire of the Joint Review, and the sector gender strategies;
- A definition of the technical and financial resources to be allocated seeking the defined objectives;
- Presentation of tangible monitoring and evaluation indicators disaggregated by sex and by geographic region to measure progress in reducing inequality under the MDGs.

#### □ Environment

Civil society shows its concern about matters concerning justice and equity in decisions on management of the environment and of natural resources. Thus under PARPA II it will be important to take the following actions into consideration:

- In water supply, it will be necessary to build wells and standpipes on a mass scale in the peri-urban and rural areas of highest population density, as well as the use of public toilets, while the sewage and drainage system is built and rehabilitated;
- As for energy resources it will be important to adopt the mass use of ecological stoves and adopt environmental directives for building dams;
- As for biodiversity and conservation, it will be important to draw up and approve a national environmental conservation policy, review the categories and the legal conservation regime with regular reports on the state of the environment, and the environmental performance of the private sector;
- As for preventing pollution, under PARPA II it is important to adopt environmental management systems and pollution reduction technologies in all sectors of production, as well as to institutionalize the reuse and recycling of waste, and the construction of landfills;
- Encourage the use of natural gas to reduce the indiscriminate felling of trees;
- Prioritize the fight against erosion;
- Discourage the use of plastic bags, since they are not biodegradable;
- Promote actions that seek to make men and women aware of the need to manage better solid and liquid wastes, so as to facilitate the sanitation system, and persuade them to use it properly.

#### □ Food and Nutritional Security

The G20 believes that the right to food comes before all other rights, due to its basic nature. PARPA II should be structured taking this factor as a basic hypothesis seeking success in the struggle against the causes of poverty. Food security has to do with the way in which the keys to open agriculture to growth and development are dealt with under PARPA.

Thus Mozambican civil society suggests the following concrete actions in the area of food and nutritional security:

- Understand precisely the geography and causes of vulnerability in food and nutritional security in Mozambique;
- Guarantee the availability of credible information on the current stage of food and nutritional security;
- Establish food and nutritional security as a central element in the fight against absolute poverty in Mozambique;
- Reduce the currently high levels of chronic and acute malnutrition in the country, which are seriously affecting Mozambique's current and future human capital;
- Restructure a wide-ranging multi-sector and inter-institutional intervention in the three dimensions of food and nutritional security, and aimed at vulnerable target groups, to achieve and maintain food and nutritional security in the country;

- Harmonise the internal plans under PARPA II for the three regional projects concerning the establishment of the regional food security reserves facility, management of water and irrigation, and promotion of agricultural trade and food security given their impact on the region and the country, and increases synergies to mobilise funds for the sector.

#### Box 19 - Food and nutritional security as a primary right

### FOOD AND NUTRITIONAL SECURITY

Food security is regarded as a situation in which people of a given universe have, at all times, sufficient and secure physical, social and economic access to food for an active and healthy life.

The G20 argues that food and nutritional security should be seen as a right of each Mozambican, and should be put at the top of the agenda for PARPA II, since they are essential for attaining the other rights enshrined in the agenda of fighting the causes of poverty in Mozambique.

Most of the vulnerable population is scourged by structural disfunctioning which ruins their efforts for secure access to food, and is additionally penalized because so far the state does not recognize access to food as a right.

In line with this position, Mozambican civil society believes that the country should have a clear strategy for overcoming food and nutritional shortages, with the following series of actions:

- Access to land and guarantee of poor communities' land tenure rights;
- Provision of agricultural credit to the family sector, the foundation for good agricultural production;
- Increase cultivated areas by using creative and appropriate technical approaches;
- Building infrastructures to support production, seeking to retain humidity in the soil;
- Access to seeds for various crops and to small livestock species - expanding access to foods of various tastes and nutrients;
- Provision of techniques for food conservation and marketing of surpluses;
- Build and improve feeder roads to move surpluses to needy areas, encouraging exchanges with the other districts in the country.

#### □ Vulnerability

Vulnerability is a concept of multi-sector scope. Three categories can be identified:

- Vulnerability in food and nutritional security;
- Social vulnerability;
- Vulnerability to natural disasters and all kinds of crises.

The G20 argues that all actions intended to fight against and prevent the adverse effects of disasters and crises make a major contribution to the struggle against the causes of poverty. In fact, it is the poor who are most vulnerable, those who suffer most from environmental degradation, natural disasters, food insecurity, indifference, disease, discrimination and deprivation of all kinds.

Thus, civil society proposes the following concrete actions:

- Deepen knowledge of the causes and facets of vulnerability in its various dimensions;
- Ensure the involvement of all stakeholders in society, public and private, including the elderly and the disabled themselves, in identifying and seeking out solutions for their own problems;
- Ensure mechanisms to support households who provide care to elderly people, as well as to support those elderly people caring for sick people, or for orphans and vulnerable children, and also for disabled people;
- That PARPA II should advocate establishing a National Children's Policy, and its respective regulations, and prioritize civil registration and the participation of children in their own development, taking the different age groups into account;

- Guarantee transport in the administrations for elderly people and PDD in cases of emergency;
- The PARPA operational instruments (OGE and PES) define a single instrument to support COV, the elderly and PPD, which is direct social assistance. This instrument and budget line in all of its national programmes benefits about 150,000 people (elderly, PPD, COV, etc) and has the following components: (1) Food Subsidy, (2) Social Benefit for Work and (3) Income Generation.
- That in PARPA II the allocation from the state budget for direct social assistance to vulnerable groups should be increased considerably, as well as expanding the base of beneficiaries, and adopting inclusive eligibility criteria;
- Facilitate local production of prosthetics, and ensure that disabled people have free access to these;
- Increase the network of weather stations with skilled staff throughout the country, prioritizing districts with agricultural potential.

Finally the G20 is aware that success in the fight against the causes of poverty depends also on the continued and multifaceted support that the country's cooperation partners continue to provide.