

Poverty in Mozambique Discourse, Analysis and Monitoring

Suggestions for National Stakeholders
and the Donor Community

Jan Isaksen (team leder)
Anette Staland
Bernhard Weimer

R 2005: 9

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Contents

EXECUTIVE SUMMARY	V
ACRONYMS AND ABBREVIATIONS	X
INTRODUCTION	1
PART I: INSTITUTIONS, ANALYSIS AND ISSUES IN MOZAMBIQUE	3
1. BACKGROUND	5
2. POVERTY IN MOZAMBIQUE: DATA, INSTITUTIONS AND ANALYSIS	9
2.1 GENERATION OF DATA.....	9
2.2 POLICY ANALYSIS INSTITUTIONS.....	10
2.2.1 <i>Governmental Institutions</i>	10
2.2.2 <i>Academic, Research and Training Institutes</i>	12
2.2.3 <i>Civil Society Organisations (CSOs) and the Private Sector NGOs</i>	13
2.2.4 <i>Donors</i>	14
2.2.5 <i>Poverty Observatory (PO)</i>	15
2.2.6 <i>Second and Third Tier Government: Nampula Province</i>	15
2.2.7 <i>Consultancies</i>	16
2.3 IMPORTANT POLICY DOCUMENTS.....	17
2.3.1 <i>Poverty and Well-Being in Mozambique: IAF and the Second National Assessment</i>	17
2.3.2 <i>The Annual Poverty Report 2004</i>	20
2.3.3 <i>Balanço do Plano Económico e Social 2004</i>	21
3. DATA, INSTITUTIONS AND ANALYSIS: PRESENT AND EMERGING ISSUES	23
3.1 DATA.....	23
3.1.1 <i>Present Situation</i>	23
3.1.2 <i>Emerging issues</i>	24
3.2 STUDIES.....	25
3.2.1 <i>Present Situation</i>	25
3.2.2 <i>Emerging Issues</i>	26
3.3 INSTITUTIONS.....	27
3.3.1 <i>Present Situation</i>	27
3.3.2 <i>Emerging Issues</i>	28
4. WAYS OF SUPPORTING POVERTY RESEARCH IN MOZAMBIQUE	29
4.1.1 <i>Research Cooperation</i>	29
4.1.2 <i>A Centre for Poverty Documentation</i>	33
4.1.3 <i>Capacity Building, Training, Exchange of Personnel</i>	35
4.1.4 <i>Institution Building</i>	36
4.1.5 <i>Pluralistic Research and Discussion</i>	39
PART II: NORWAY'S ROLE	43
5. NORWEGIAN INSTITUTIONS AND RESEARCH.....	45
5.1 INTRODUCTION.....	45
5.2 NORWEGIAN INSTITUTIONS INVOLVED IN POVERTY RESEARCH.....	46
5.3 POVERTY RESEARCH RELATED TO THE ENERGY, HEALTH AND FISHERIES SECTORS.....	47
5.4 INSTITUTIONS AND RESEARCHERS WITH EXPERIENCE OF MOZAMBIQUE	50
5.5 CONCLUSION	52

6. ROLES FOR NORWAY: MODALITIES AND PROJECTS.....	53
6.1 RESEARCH COOPERATION	53
6.2 A CENTRE FOR DOCUMENTATION.....	57
6.3 CAPACITY BUILDING, TRAINING, THE EXCHANGE OF PERSONNEL.....	57
6.4 INSTITUTION BUILDING.....	58
6.5 A LANGUAGE CONSTRAINT?.....	59
FIRST STEPS.....	59
REFERENCES.....	62
ANNEX 1. TERMS OF REFERENCE.....	63
ANNEX 2: TEAM FIELDWORK AND INTERVIEWS IN MOZAMBIQUE.....	66
ANNEX 3: POVERTY IN MOZAMBIQUE: INSTITUTIONS, DATA AND ANALYSIS	71
3.1 DATA.....	71
3.1.1 <i>Instituto Nacional de Estatística (INE) and the National Statistical System</i>	72
3.1.2 <i>Banco de Moçambique (BM)</i>	73
3.2 POLICY ANALYSIS.....	73
3.2.1 <i>Governmental Institutions</i>	73
3.2.2 <i>Academic Institutions: University and Research Institutes</i>	77
3.2.3 <i>Independent Research and Training Institutes, Consultancies</i>	78
3.2.4 <i>Civil Society Organisations and NGOs</i>	81
3.2.5 <i>Private Sector</i>	83
3.2.6 <i>Donors</i>	83
3.3 POVERTY OBSERVATORY (PO).....	86
3.4 SECOND AND THIRD TIER GOVERNMENT : NAMPULA PROVINCE	87
3.5 RESEARCH ON KEY ISSUES FOR PARPA II PROCESS: ENVIRONMENT , GENDER AND CHRONIC POVERTY.....	88
ANNEX 4: LIST OF COLLECTED POVERTY RELATED DOCUMENTS AND LITERATURE ON MOZAMBIQUE	90
POVERTY-RELATED LITERATURE ON HEALTH.....	97
POVERTY-RELATED LITERATURE ON ENERGY	98
POVERTY-RELATED LITERATURE ON FISHERIES.....	99
LITERATURE ON PARPA II KEY CROSS-CUTTING ISSUES:.....	100
ANNEX 5: LIST OF SUGGESTED RESEARCH TOPICS	101
ANNEX 6: INSTITUTIONS INVOLVED IN POVERTY STUDIES IN MOZAMBIQUE	103
ANNEX 7: NORWEGIAN INSTITUTIONS AND RESEARCHERS INVOLVED IN POVERTY- RELATED RESEARCH.....	107

Executive Summary

Introduction

This report was prepared for the Norwegian Embassy in Mozambique and NORAD. Its purpose is to advise the Norwegian and other cooperation authorities on how best to support poverty analysis and monitoring in Mozambique, generally and in the sectors of health, energy and fisheries in particular. The following scope of work is highlighted in the Terms of Reference:

- map ongoing poverty analysis and identify institutions which could be involved in such analysis
- assess the latest poverty analyses based on the National Household Survey and other data, with a view to suggesting how further advice can be improved in terms of scope, methodology and dissemination
- advise on how a pluralistic professional analysis and discussion on poverty and poverty reduction in Mozambique can be stimulated
- assess the justification for and potential value added from the involvement of Norwegian research communities
- discuss possible collaborative mechanisms with other ongoing and planned poverty analysis initiatives

Background

The measurement, analysis and monitoring of results in the battle against poverty have become important on the global agenda. This is particularly so in a country like Mozambique, which has considerable budget support and hence a need for measuring the results of support *in general* and not project by project. Since progress in poverty reduction is a condition for the willingness of donors to give support, future aid inflows to Mozambique depend on the results of poverty analysis and monitoring.

The study finds that most measurement and analysis of poverty in Mozambique is quantitative, and that *poverty* is seen as the (measurable) result of a social and economic process. The use of a broader, multi-dimensional, geographically and culturally contextualised concept of poverty is recommended. During the preparation of PARPA II, the poverty definition is in fact likely to be reconsidered.

Poverty research is defined as research that makes use of ‘poverty’ as an analytical concept, empirically focused on the living conditions of poor people. ‘Poverty research’ is thus distinguished from the broader concept of ‘development research’. Whereas in Mozambique, as elsewhere, there is a tendency to construe a contradiction between quantitative and qualitative research methods, the report argues that it is more important to focus on how these techniques can be integrated in what is often called “methodological pluralism” or “*pluralistic research*”. More good can come of social science researchers developing skills in both realms than debating which method is superior.

Ongoing poverty research

The report considers data, research and institutions. It is argued that **data** are overwhelmingly *quantitative* and while they are relevant and necessary for poverty analysis they are hardly sufficient for *comprehensive* analysis. The quality of quantitative data in Mozambique is high but somewhat variable and there are weaknesses in the frequency of publication and the level of aggregation. The ease of use of data for the public and for research institutions is limited and subject to bureaucratic obstacles.

Research taking place within **government** is highly relevant, limited in scope and not widely disseminated. Poverty analysis by **academic, research and training institutes** comprises only a small part of their activities. The important link between capacity building and policy research is not generally appreciated. Research by **NGOs** is limited, but relevant and valuable. **Donors**, who produce or fund a larger amount of research and analysis than do local institutions, often use external consultants. There is a potential for using more local researchers, thus increasing their contribution to *local* research and capacity development. The **Poverty Observatory (PO)** is a unique and innovative part of the institutional landscape in Mozambique and contributes to the monitoring of PARPA implementation. Much research work is done by **local consultancy firms**, which do not, however, undertake capacity building, and their financial position leaves limited scope for “supply driven” initiatives for research. The Nampula **Provincial “Development Observatory”**, modelled on the national Poverty Observatory, was seen as a way of coming to grips with a feeling of irrelevance *vis a vis* the PARPA which the team found at the provincial and municipal levels.

The team considered the most recent **major poverty analyses and data**. Having examined the statistical methods used for the *household surveys* which were the bases for DNPO’s poverty analysis, it was concluded that both surveys (1996-7 and 2002-3) were of a high standard both in terms of questionnaire, field work, data capture and of final data processing/ quality checking and reporting. The report *‘Poverty and Wellbeing in Mozambique, the Second National Assessment’* was found to be sound in methodology but in need of a clearer policy orientation and better feedback to government, civil society and donors. The *“Annual Poverty Report 2004”*, although of limited value as a statistical exercise, has proven to be a highly important tool in capturing “the voices of the people” on poverty and its possible solutions, as well as bringing these voices to the ears of the policymakers. The team also considered the *Balanço do PES* as a poverty monitoring tool and found that it may be made a better instrument for monitoring and evaluating PARPA progress. In particular, it would be important for the Balanço do PES to follow the structure of the PARPA, put more emphasis on the extent to which results have been achieved and suggest policy measures in order to improve the results.

Poverty data, research and research institutions: status and emerging issues

Although the present amount of **quantitative data** in Mozambique could support much more analysis than takes place at present, there is an increasing demand for improvement, particularly in terms of more frequently produced and geographically disaggregated data. Frequent updating and disaggregation are basically issues of cost and if it is felt, for instance, that the poverty situation should be analysed between the five-yearly IAFs, it may be considered necessary to use simpler and cheaper methods for interviewing. It is important that the oncoming Population Census is well implemented and that a wide variety of analysts and policy makers are consulted to make sure that the final data base is relevant to the analytical needs ahead.

For **qualitative data**, which often receives little attention from statistical bureaus, it is important that donors assist by supporting its collection and systems for sharing and making such data accessible. Both INE’s library and libraries and documentation centres in general might need support in this area. In addition to financial support, the donors may help by being active and sophisticated data users.

On the **research** side, important findings were that the majority of studies are in some way linked to the PARPA process and mostly quantitative. Only a few of them considered *institutions* and *processes* which are important in the implementation of poverty policies. Poorly functioning websites impede the accessibility of poverty research.

The report contains a considerable list of issues where the team finds an emerging need for research. Among them are questions of *factors behind the recent reduction in poverty, the different characteristics of poverty, macroeconomic issues and poverty, aid modalities, poor/ wealthy relations, fiscal issues and poverty, local level governance and issues in the legal sector*. In addition to the above a number of *sectoral* aspects such as construction, communications, agriculture, electrification, water and sanitation, food and nutrition were mentioned. Overall, there are weaknesses in documentation and dissemination. Research and debate needs to take on a more pluralistic character and needs to be more pervasive in Mozambican society.

On the **institutional** side, the team argues that there is a potential for government monopolisation of analysis and information and that support should focus on strengthening research institutions *outside* government. “Trans-institutional” organisations such as PO and Agenda 2025 have shown that they can use resources effectively and efficiently. More poverty research should take place at UEM, not only to produce research results but also to serve as a base for *capacity building*. The opportunity for capacity building presented by poverty analysis and monitoring has not been systematically used, so far. At **sub-national levels**, the emerging increase in attention to local governance will spawn a need for capacity to undertake simple relevant analyses of poverty issues there.

Methods of support: Research cooperation, documentation, capacity building, institutional development and incentives for pluralism

Research cooperation may be North-South or South-South (with southern institutes or networks such as SEAPReN, in triangulation, for instance) and is usually linked to capacity building. If proper awareness is not maintained, the weakness of Mozambican institutions may result in Northern partners taking over operations rather than building capacity. In terms of themes for research cooperation the report suggests the following: poverty characteristics; poverty and decentralisation; poverty and economic governance; poverty and the law; the influence on poverty of other policy and non-policy arenas; donors and poverty. Donors (through PAMS, for instance) may help create an umbrella organisation for research institutions. Such an organisation could establish a monitoring and coordination system for research that could prevent unnecessary overlaps in funding and contribute to utilising the synergy between research projects.

Dissemination and documentation could be supported through, preferably, an independent institution linked, for example, to AMECON, UEM or a new institution, or, as a second choice, located inside government. Key tasks for the institution would be the screening, collection, selection and classification of various categories of document such as primary material, quantitative and qualitative studies with a poverty focus, and sectoral studies and consultancy reports generated by donors. The centre would also maintain a specialised physical and virtual archive and library and might establish and maintain a Mozambique Poverty Portal, produce bibliographies and working papers and undertake the in-house training of documentalists.

Capacity building for poverty analysis is extremely important since the lack of human resources in Mozambique will be a key constraint for research and even research cooperation in the shorter run. Twinning for capacity building between independent institutions in the north and in Mozambique should be promoted.

The report recommends the creation of an autonomous or “**trans-institutional**” **research institution**, with research on poverty reduction as one of its specialties. A number of interviewees, notably from the public sector, mentioned this as a necessity. Comparable institutions can be found in the region and could form “role models”. An institution of **quality**, both in terms of outputs and in terms of organisational efficiency, should **not** be formed as part of the University or the Public

Sector but have strategic and functional links to institutions of higher learning for capacity building. It should be methodologically based on pluralism and multi-disciplinarity, produce and disseminate quality working papers and perhaps a journal, organise public debates and seminars for the private sector, civil society and government and perhaps run a user friendly, easily accessible virtual library and documentation centre. The newly elected government has emphasised the importance of research for development and poverty reduction, presenting a window of opportunity for the establishment of such a new institution.

Interviews in Mozambique pointed to a clear demand for a more **pluralistic professional analysis** and debate, which may be stimulated in several ways. In the short term, donors could promote pluralism through the formulation and guidance of contracts and select pluralist institutions and researchers for research and consultancy projects. In the *long run*, most of the universities and other institutions which build future Mozambican research capacity may stimulate students to cross the qualitative-quantitative barrier. Pluralist debate could be stimulated through setting up an annual *Jornadas sobre Pobreza*. It may also be possible to resuscitate *AMECON*, which has been organising public debates and is producing a journal, which appears irregularly.

Norwegian institutions and support for poverty research in Mozambique

Despite the lack of institutional specialisation, Norway has some 60 individual researchers with experience of poverty related studies. Our conclusion is that Norway has considerable potential capacity in poverty research. Certain key institutions (such as CMI) and researchers have broad experience both in poverty research and in matters particularly relevant for the developing world. These would presumably be able to carry out poverty research in the fields of health, energy and fisheries, and in the areas of particular interest to PARPA II (environment, gender, and chronic poverty).

Few Norwegian research institutions and researchers are, however, focusing particularly on poverty in the South, and very few researchers have the adequate language skills necessary in order to be directly involved in teaching and training Mozambican students. Several of the university professors and PhD candidates in Mozambique, however, have relatively good English skills and may be involved in training Mozambican personnel at the higher university levels.

Norwegian support

Norway may support poverty research in Mozambique with research cooperation, capacity building, documentation and institution building, as recommended above. Support would differ, depending on the shape and size of the institutions involved. In terms of **broad-based academic cooperation** one would have involvement from, for instance, the Universities of Bergen and Oslo or some of their sub-sections, such as SUM and the department of social anthropology (UiB). The natural cooperation partner for university linked institutions would be the **UEM** but also the **private Universities of Mozambique**. A number of institutions in Norway would be more suitable as **cooperation partners on specific topics** where counterparts in Mozambique exist. The report mentions several institutions active within the Norwegian cooperation sectors, such as **CICERO, FAMI, NIBR NVE, IMR, DoF, SSB and FAFO**.

For broader cooperation arrangements outside the university sector, particularly where professional and administrative capacity building enters the picture, it is quite clear that **CMI** is the most suitable institution in Norway. The report details a research cooperation programme with a suitable Mozambican institution, including components related to sectoral donor support and poverty in the “Norwegian” sectors, energy, health and fisheries. Norway may also, through its larger independent institutions, support a centre for poverty documentation in Mozambique.

Capacity building may be undertaken through research institutes or individual researchers within one or more existing institutions in Mozambique, such as INE, the Faculty of Economics (UEM), and the Faculty of Agriculture (UEM).

Having more than once supported “green fields” projects of institution building in southern Africa, Norway could assist the **development of a new independent research centre** with financial and technical assistance. Taking a proactive stance, Norway may introduce the idea to the relevant interested parties within the private sector, civil society and government in Mozambique and offer funding for visits to institutions in the region such as ESRF, DPRC, BIDPA, IPAR, and NEPRU. The Embassy/NORAD may also tap existing experience on capacity building through a workshop and support the drafting of a project and funding document for the institution. Norway might even take the lead role in a donor pool to fund the institute.

First steps

If the recommendations of this report are broadly accepted, the first step would be to disseminate the report to relevant organisations in Mozambique, such as government, the donor group and a wide range of researchers and research institutions. Key messages should be communicated to regional and northern research institutions, in particular the Norwegian development research community.

The report outlines two, not mutually exclusive, options for early steps: “*a small beginning*” or a “*big push*” strategy. In both cases, at the start, the Embassy/ NORAD should have in mind future cooperation partners and capacity building when selecting consultants for planned sectoral work.

In a “*small beginning*” approach one would start with research cooperation. The Embassy/ NORAD would encourage a Norwegian research institution with competence, preferably in all but at least in one of the research issues suggested, to contact a suitable Mozambican institution for the formulation of a cooperative research project. Such an agreed cooperative project might then be funded by the Embassy/NORAD. In the medium term, the idea would be to diversify funding. Later stages of cooperation would involve capacity building, including institutional capacity development, and perhaps the establishment of a documentation centre. An advantage of a stepwise approach would be to minimise the risk and cost of failure. A disadvantage would be not to have clear plans for financing, activities and outputs, which donors often tend to prefer.

A “**big push**” solution would use the same steps but in a more compressed fashion, perhaps with a simultaneous start on several research topics, efforts in capacity building and perhaps documentation. It would be more difficult to make a “small beginning” with the recommended **institution building project**, which would be a longer term project compared to the suggested research cooperation. It may take time and indeed be prudent to “*stand by*”, taking a supportive role, as the *idea of* such an institute germinates in Mozambique so that a final project design would have more chance of taking on board local knowledge and experience. A very slow start may of course entail a danger that the whole project collapses before it has got under way, as a similar project in Mozambique did in 1999. There will be a number of parties within Government, academia, civil society and the private sector who would see a new (or a considerable upgrade of an old) institution as a competitor, which may lead to a rejection of the new feature.

A “big push” for an institution is relatively easy to engineer for a donor just by pointing out that there will be considerable financial resources available. It does not have to be the case, however, that the prospect of easy access to financial resources will give rise to the best constructed research institution. There are many examples showing that going too fast may well produce a quick set up but not necessarily a well founded institution in the long term.

Acronyms and Abbreviations

ACBF	African Capacity Building Foundation
ACIANA	Associação Comercial, Industrial e Agrícola de Nampula
ADB	African Development Bank
AERC	African Economic Research Consortium
AMECOM	Association of Mozambican Economists
BIDPA	Botswana Institute for Development Policy Analysis
BM	Banco de Moçambique
BdPES	Balance of the Social and Economic Plan
CAP	Census of Agriculture
CAS	Country Assessment Strategy
CDCF	Centre for Development Cooperation in Fisheries (IMR/ DoF)
CEDE	Centre for Democracy and Development Studies
CEP	Centre for Population Studies (UEM)
CFJJ	Legal and Judicial Training Centre
CHS	Community and Household Surveillance
CICERO	Centre for International Climate and Environmental Research (UoO)
CIH	Centre for International Health (UoB)
CM	Council of Ministers
CMI	Chr. Michelsen Institute
CODESRIA	Council for the Development of Social Sciences Research in Africa
CONSILMO	Confederation of Free and Independent Unions of Mozambique
CROP	Comparative Research Programme on Poverty
CSO	Civil Society Organisation
CTA	Confederation of Mozambican Economic Associations
CVA	Comprehensive Vulnerability Assessment
DANIDA	Danish International Development Assistance
DBS	Direct Budget Support
DES	Mozambique Demographic and Health Survey
DFID	Department for International Development
DFM	Department of Fisheries and Marine Biology (UoB)
DIIS	Danish Institute for International Studies
DNAL	National Directorates for Local Administration
DNPO	National Directorate of Planning and Budget (MPF)
DoF	Norwegian Directorate of Fisheries
DPPF	Provincial Directorates of Planning and Finance
EISA	Electoral Institute of Southern Africa
ESDEM	Social, Demographic, and Economic Statistics of Mozambique
ESRF	Economic and Social Research Foundation (Tanzania)
FaFo	Institute for Labour and Social Research
FAMI	Norwegian Centre for Research on Poverty and Social Assistance
FAO	Food and Agriculture Organisation of the United Nations
FEWS	Famine Early Warning System
GBS	General Budget Support
GEST	Economic Research Bureau (MPF)
GoM	Government of Mozambique
GoN	Government of Norway
G16	Group of 16 donors constituting the Programme Aid Partners
G20	Group of 20 civil society organisations taking part in the Poverty Observatory

HIPC	Highly Indebted Poor Country
IAF	National Household Consumption Survey
IDS	International Development Statistics
IFPRI	International Food Policy Research Institute
IFT	Workforce Survey
IMF	International Monetary Fund
IMR	Institute of Marine Research
INE	National Statistics Institute
INJAD	National Survey of Young Adults and Adolescents
IPAR	Institute of Policy Analysis and Research (Kenya)
ISSC	International Social Science Council
JR	Joint Review
LOLE	Law of the Local Organs of the State
MADER	Ministry of Agriculture and Rural Development (GoM)
MAGRI	Ministry of Agriculture (GoM)
MCT	Ministry of Science of Technology (GoM)
MDGs	Millennium Development Goals
MFIN	Ministry of Finance (GoM)
MINED	Ministry of Education (GoM)
MoU	Memorandum of Understanding
MPD	Ministry of Planning and Development (GoM)
MPF	Ministry of Planning and Finance (GoM)
MSU	Michigan State University
MYR	Mid Year Review
NAI	Nordic Africa Institute
NCFS	Norwegian College of Fishery Science (UoTø)
NEPAD	New Partnership for African Development
NEPRU	Namibian Economic Policy Research Unit
NGO	Non-Governmental Organisation
NIBR	Norwegian Institute for Urban and Regional Research
NORAD	Norwegian Agency for Development Cooperation (GoN)
Noragric	Department of International Environment and Development Studies (UMB)
NTNU	Norwegian University of Science and Technology
NUFU	Norwegian Research Council for Higher Education's Programme for Development Research and Education
NUPI	Norwegian Institute for International Affairs
OE	Annual State Budget
ORAM	Organização Rural de Ajuda Mútua (NGO)
OSI	Open Society Initiative
OSSREA	Organisation for Social Science Research in Eastern and Southern Africa
OTM	Organisation of Mozambican Workers
PAF	Performance Assessment Framework
PAMs	Poverty Analysis and Monitoring Systems
PAP	Programme Aid Partners
PARPA	Accelerated Programme for the Reduction of Absolute Poverty (PRSP)
PDM	Post Distribution Monitoring
PER	Public Expenditure Review
PES	Economic and Social Plan
PFM	Project Formulation Mission
PO	Poverty Observatory
PPA	Participatory Poverty Appraisal
PPFD	District Planning and Finance Project

PPRF	Poverty and PARPA Research Fund
PRGF	Poverty Reduction and Growth Facility
PROAGRI	Agricultural Public Expenditure Programme
ProSus	Programme for Research and Documentation for a Sustainable Society (UoO)
PRSCI	Poverty Reduction Support Operation Credit
PRSP	Poverty Reduction Strategy Paper
PSR	Public Sector Reform
QUIBB	Questionário de Indicadores Básicos de Bem-Estar
RAI	Annual Impact Report
RAP	Annual Poverty Report
RCN	Research Council of Norway
RGPH	Population and Housing Census/ Recenseamento Geral de População e Habitação
SARDC	Southern African Research and Documentation Centre
SARPN	Southern African Regional Poverty Network
SDC	Swiss Agency for Development and Cooperation
SEAPREN	Southern and Eastern Africa Policy Research Network
SETSAN	Secretariado Técnico para Segurança Alimentar e Nutricional
SIH	Centre for International Health (UoTø)
SIMAS	Agricultural Marketing Information System
SINTEF	Foundation for Scientific and Industrial Research
SIU	Norwegian Centre for International Cooperation in Higher Education
SMEs	Small and Medium-Scale Enterprises
SSB	Statistics Norway
SWAP	Sector Wide Approach
TA	Administrative Tribunal
TIA	Trabalho de Inquérito Agrícola
UEM	University Eduardo Mondlane
UMB	Norwegian University of Life Sciences
UN	United Nations
UNCRI	United Nations Interregional Crime and Justice Research Institute
UNDP	United Nations Development Programme
UNN	University Hospital of North Norway
UoB	University of Bergen
UoO	University of Oslo
UoTø	University of Tromsø
USAID	United States Agency for International Development
WFP	World Food Programme
WHO	World Health Organisation
WKP	What-Kind-of-Peace-is-Possible? Project

Introduction

The reduction of poverty in Mozambique is the overall objective of Norwegian development cooperation with the country. Due to this policy, Norway has demonstrated a strong commitment to supporting the Mozambican Government in its efforts to combat poverty. Norway is presently one of the Programme Aid Partners, and has previously been involved in projects supporting the National Statistics Institute (INE) and the Gabinete de Estudos (GEST) at the Ministry of Finance and Planning (MPF).

Norway's commitment to addressing poverty issues in Mozambique is also the background for this report, requested by the Norwegian Embassy in Maputo. The purpose is to advise the Norwegian Embassy and its partners on how best to support poverty analysis and monitoring in Mozambique in general and in the sectors of health, energy and fisheries in particular. The following scope of work is highlighted in the Terms of Reference:

- map ongoing poverty analysis and identify institutions which could be involved in such analysis
- assess the latest poverty analyses based on the National Household Survey and other data, with a view to suggesting how further advice can be improved in terms of scope, methodology and dissemination
- advise on how a pluralistic professional analysis and discussion on poverty and poverty reduction in Mozambique can be stimulated
- assess the justification for and potential value added from the involvement of Norwegian research communities
- discuss possible collaborative mechanisms with other ongoing and planned poverty analysis initiatives

Data for this report was collected through searching and reviewing poverty relevant literature on Mozambique. Important information and data was also gathered during our 10 days fieldwork in Mozambique from 3 to 15 March 2005, in which visits and interviews with representatives from the donor community, government institutions, international and local NGOs, educational institutions, and various researchers were undertaken. Supplementary information regarding publications, research personnel and institutions, as well as consultancy firms, was collected through web pages on the Internet.

The team consisted of Jan Isaksen (CMI), Anette Staaland (CMI), and Bernhard Weimer (Leloba Consultancy). The team members would like to thank the staff at CMI who shared their knowledge on poverty issues with us, particularly Ivar Kolstad, who assisted in reviewing the report "Poverty and Well-being in Mozambique: The Second National Assessment". Last, but not least, the team members would like to express their gratitude to our interviewees in Maputo and Nampula province, who candidly shared their knowledge and information with us. We deeply regret the loss of Dr Jose Negrao who assisted us greatly.

Regarding the structure of this report, Part 1, aimed at the donor community in general, maps ongoing research on poverty and monitoring in Mozambique and assesses how a more pluralistic and professional analysis and discussion on poverty and poverty research in Mozambique could be stimulated. Part 2 of the report, aimed more particularly at the Norwegian Embassy and its collaborators, gives an overview of poverty related research in Norway, and assesses how the

Norwegian research community may contribute to poverty related research and capacity building in Mozambique.

PART I:

Institutions, Analysis and Issues in Mozambique

1. Background

National and International Settings

The battle against poverty has become one of the catchwords of daily discourse, press statements, newspaper headlines and media programmes. After decades of “development”, which have produced uneven but limited effects in Africa, “poverty” is now being identified as the “enemy” in resolutions of the UN, in the programmes and projects of donor institutions, and in national government plans.

Countries such as Mozambique are encouraged to design and implement Poverty Reduction Strategy Papers (PRSP) programmes, for the implementation of which they receive support. Aid is given through various modalities, with the Direct Budget Support (DBS) modality on the rise. “Second-generation” or “streamlined” and less rigid conditionality is being applied by the donors, who allocate their aid on the basis of analysing and monitoring performance in the implementation of PRSP through an annual Joint Review (JR).

Along with this development, there is an increasing tendency towards setting targets for outputs and impacts which stress the obligations of donors as well as their hosts in delivering inputs and reaching targets. The measurement, analysis and monitoring of success in the battle against poverty have therefore become important parts of the global agenda. Donors are frequently criticised for having failed to monitor and evaluate rigorously the impact of their support programmes, a failure which is even referred to by some as one of the seven deadly sins.¹

In the Mozambican domestic setting the struggle against poverty has come to play an increasingly important role in several ways:

- as a focus of political discourse and electioneering, as happened during the recent presidential and parliamentary elections in Mozambique,
- as orientation for the new Mozambican government’s Five Year Plan as adopted by the national parliament in April 2005,
- as a guiding principle of the first national five-year PRSP, known as *Programa Acelerada da Redução da Pobreza Absoluta 2000-2005 (PARPA I)*, as well as sectoral programmes within the framework of Sector Wide Approaches (SWAPs),
- as a rallying point for government, civil society and donors in what is called the annual “Poverty Observatory” (PO), and, finally,
- as a unifying common denominator for the PRSP- and DBS-based aid modality, in which government and the so-called “Programme Aid Partners” (PAP)² join forces in translating the global agenda into the Mozambican context.

The cooperation between the Government of Mozambique and the PAP is based on a Memorandum of Understanding (MoU) signed by the Mozambican Government and its 15 international partners in 2004, which has a duration of five years. The activities within this partnership, besides its main purpose of providing foreign aid for effective poverty reduction, serve as a joint exercise in mutual learning, accountability and confidence building.

The main mechanism for gauging progress is the Performance Assessment Framework (PAF), which is used in the Joint Review (JR) and the Mid Year Review (MYR), both of which take place

¹ Birdsall, Nancy, Seven deadly sins: reflections on donor failings. Washington D.C., Center for Global Development. Working paper N° 50, December 2004

² This group of presently 16 donors (“G-16”) comprises 15 bi- and multilateral donor organisations and the World Bank.

annually.³ The PAF may be seen as a negotiated matrix of key (macro) policies, planned actions and outputs, as well as almost 50 indicators for measuring progress in the implementation of PARPA, which is operationalised via the annual Economic and Social Plan (*Plano Económico e Social-PES*) and the Annual State Budget (*Orçamento do Estado-OE*). Beyond that, PAF provides a focus on necessary reform processes, notably in the field of governance (e.g. public sector reform, decentralisation, reform of the judiciary and legal sector, anti-corruption measures, transparency of public financial management), on increasing the predictability and transparency of donor support, as well as on dialogue between PAP and government, and within the latter.

A viable system for analysis and monitoring is then a linchpin on which the PAP- Government relationship for poverty reduction hinges. It is therefore not surprising that PAP has created a Working Group for Poverty Analysis and Monitoring Systems (PAMS).

The Poverty Concept

Poverty may be defined in various ways. For example, Wuyts⁴ distinguishes four conceptual dimensions, which are also relevant for the poverty debate in the Mozambican context:

Diagnosis	Causes	
	Poverty as lack of resources	Poverty as result of social inequalities
Situational (static) poverty		
Poverty as process (impoverishment)		

PARPA and the National Household Survey (IAF) clearly subscribe to a concept which sees poverty as result of lack of means (income) for minimum consumption, as a “lack of capacity of individuals to ensure for themselves and those dependent on them a set of basic minimum conditions for their subsistence and well being, in line with the norms of society”. On this basis, a poverty datum line is constructed, with those households below it considered to be poor. Other aspects of deficiency such as a lack of access to education, health, water and so on, which are reflected in the UNDP Human Development Index, are not systematically taken into consideration. Although PARPA does make occasional reference to factors of social exclusion, such processes are not systematically examined. The same is true for chronic vulnerability and the poverty implications of income distribution, i.e. poverty factors related to social inequality and processes of social differentiation.

A broader, multi-dimensional concept of poverty, which sees poverty as the (measurable) result of a social and economic process with different causes, including lack of income and consumption capacity, has been found useful for the present study. It relates to the view of Amartya Sen⁵ that consumption and income need to be seen not as ends in themselves (for poverty reduction), but as a means towards those ends. It is also important to apply the notion that poverty needs to be geographically and culturally contextualised, in order to reflect significant differences in the resource endowment, soil productivity, trading patterns etc. of different geographical zones.

Given this broader concept of poverty, it is important to question the appropriateness of the methodology of poverty monitoring used by the PARPA I and JR processes. Whereas it is clear that

³ The Mozambican PAF is presently subject to a comparative desk study commissioned by the Swiss State Secretariat for Economic Affairs (seco), implemented by Gerster Consulting, Switzerland, and Oxford Policy Management, UK.

⁴ Marc Wuyts, Sorting out concepts of poverty, in: Bridget O’Laughlin, Marc Wuyts (eds.), Module 1 Conceptualizing Poverty. Study Guide. Tanzania Diploma in Poverty Analysis. The Hague: Institute of Social Studies (ISS), 2004, pp. 1-27, cited in António Francisco, Desenvolvimento da Metodologia para o PARPA II. Questões de conteúdo. Documento para debate. Direcção Nacional de Plano e Orçamento, 2005

⁵ Amartya Sen, Development as Freedom, Oxford University Press, 1999

the methods are useful and necessary, they are in some respects not sufficient for a fully comprehensive analysis of poverty in Mozambique. The preparation of PARPA II so far indicates that the poverty definition will be reconsidered.

In accordance with Jerve et.al. (2003) the term *poverty research* refers to research that makes use theoretically of 'poverty' as an analytical concept and is focused empirically on the living conditions of poor people. 'Poverty research' is thus distinguished from the broader concept of 'development research'. In an operational sense, this definition is, however, problematic, since in a policy and operational context a key issue becomes how "poor people" are defined, particularly in countries where most of the population could be defined as poor. Any generally accepted definition of "poor" will depend on the group or society postulating the definition. Such a definition is therefore a subject matter for "poverty research" itself and can hardly be postulated *ex ante*.

Qualitative and Quantitative Research

Much of the research on poverty which has come to be considered authoritative in Mozambique has been based on quantitative methods. The team perceived - and subscribed to - an emerging feeling among academics, civil society and donors that *qualitative* research ought to be given more support and emphasis.

The debate on the strengths and weaknesses of qualitative and quantitative research in the social sciences extends beyond the Mozambican situation. Whereas the pro and con debate has from time to time flashed up, a number of researchers feel that this 'paradigm war' is essentially unproductive. The point of view taken in this report is that the two research methods can be seen as complementary. Overly focusing on the debate of "qualitative *versus* quantitative" will tend to send the proponents of the two approaches into the trenches. We believe that it is more important to focus on how the techniques can be integrated in what is often called "methodological pluralism" or "pluralistic research". More good can come from social science researchers developing skills in both realms than from debating which method is superior.⁶

Fundamentally, qualitative research has an inductive character, whereas quantitative research has a deductive character. Quantitative research builds on hypotheses, whereas qualitative research starts without very clear hypotheses and is more concerned with the "whys" than the "how manys". In complicated social science phenomena, like poverty, where the structures (within a poor household, for example) that generate quantitative data are not fully known, quantitative research is obviously handicapped. When these structures are clarified or hypothesised, qualitative research may exploit the advantage of its ability to draw conclusions about "averages" or a "normal/typical state of affairs" over a large number of observation points (household units, for example).

It is important, when a research topic for contract research or a consultancy has been put forward by a client, that attention is paid to the relative roles of qualitative and quantitative research. The choice between the two approaches will often depend much on positioning within or between particular disciplines or research traditions. Rather than discounting either approach for its drawbacks, researchers should seek the most effective ways to incorporate elements of both. Some characteristics of the two types of approaches are contained in Box 1 below.

⁶ A very good example of this is the study *Women Working for Wages: Putting Flesh on the Bones of a Rural Labour Market Survey in Mozambique (Forthcoming)*. Journal of Southern African Studies, Vol.32, No.2, 2006, by John Sender, Carlos Oya and Christopher Cramer

BOX 1

Decisions whether to use quantitative, qualitative or pluralistic methods are based on a number of different considerations: The researcher's own experience and preference; character of the population being researched; the proposed audience for the findings as well as time, money, and other resources available. There are a number of differences between the quantitative and the qualitative approach which it is important to be aware of:

Role of the researcher

The role of the researcher in quantitative research is that of an objective observer, neither participating nor influencing what is being studied. Qualitative research methods assume that the researcher can **learn** by participating. The qualitative researcher may often become subjectively immersed in the subject matter, whereas the quantitative researcher may be more likely to remain objectively separated from the subject matter.

Use of qualitative or quantitative methods may vary according to research phase

Qualitative research is recommended during the earlier phases of research projects, whereas quantitative methods tend to be useful during the latter phases of research projects.

Research design

In qualitative research the design emerges as the study unfolds, whereas good quantitative research depends on having all aspects of the study carefully designed before data is collected.

Use of categories

Quantitative research often "forces" responses or people into categories that might not "fit" whereas qualitative research may focus too closely on individual results and fail to make connections to the larger picture.

Data gathering

In qualitative research, the researcher is the data gathering instrument. The qualitative researcher uses tools, such as questionnaires or equipment, to collect numerical data.

Data interpretation

Qualitative data are more 'rich', are time consuming in interpretation, and lend themselves less to be generalisation. Quantitative data are more efficient, and able to test hypotheses, but may miss contextual detail.

Box based on: <http://www.wilderdom.com/research/QualitativeVersusQuantitativeResearch.html> and <http://writing.colostate.edu/references/research/gentrans/pop2f.cfm>

2. Poverty in Mozambique: Data, Institutions and Analysis

This chapter presents the broad results of a mapping of the institutional “landscape” and state of the art research on poverty in Mozambique. The chapter looks at institutions which are directly and indirectly involved in poverty-related data generation, research, analyses and monitoring, as well as the research results themselves, dissemination and debate. Below, we briefly characterise institutions and assess the quality and relevance of their work. Apart from a quick look at provincial and local government institutions, through the example of Nampula Province, the review focuses mainly on institutions located in the capital, Maputo. Detailed “institution by institution” results from the survey are given in Annex 3.

2.1 Generation of Data

Poverty analysis must be built on reliable data. A number of institutions, especially inside the public administration and government, have been active in data collection for policy analysis. The Instituto Nacional Estatístico (INE), the Banco de Moçambique (BM) and the Ministry of Science and Technology (MCT)⁷ are the main parts of what is referred to as the “national statistical system”. The “system” produces and maintains basic quantitative statistical data sets on poverty relevant issues on a regular basis. Other major sector ministries contributing to the national database of poverty relevant databases are those of Agriculture, Health and Education. INE’s provincial delegations undertake survey work such as data collection and quality control in the pre-processing phase.

The INE website (www.ine.gov.mz) provides metadata and some statistical series. INE publishes a series of documents and periodicals, with a basic analysis of collected data. Geographical breakdowns are usually based on the provincial level, but rarely to administrative district/municipality levels. For the purposes of monitoring PARPA and the UN MDGs, INE provides the *Estatísticas Sociais, Demográficas e Económicas de Moçambique (ESDEM)*, a database of socio-economic and demographic data, which uses data basically from the National Household Consumption Survey/*Inquérito aos Agregados Familiares sobre Orcamento Familiar (IAF)* and *Questionário de Indicadores Básicos de Bem-Estar (QUIBB)*. Various versions of the poverty relevant data on Mozambique are also available through the websites of international organisations.⁸

Data produced in Mozambique have a number of shortcomings, most of them common for developing countries. Firstly, the official data on poverty are *quantitative*. The crucial qualitative information generated by non-quantitative social sciences is elusive and does not benefit from carefully constructed databases, metadata etc. along the lines of those built for “hard” statistics.

Turning to the quantitative side, Mozambique has primary data which are **relevant** and necessary for poverty analysis but hardly sufficient for *comprehensive* analysis. Data **quality** is rated as fairly high but somewhat variable by most observers.⁹ The **frequency of publication** of data series is

⁷ Previously, under the last Chissano government, “Ministério de Educação Superior, Ciência e Tecnologia”

⁸ For further information regarding these sources, follow the link:

http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MOZAMBIQUEEXTN/0,,_menuPK:382158~pagePK:141132~piPK:141109~theSitePK:382131,00.html

⁹ An IMF team, pointing to economic data in particular, is reported to have said that Mozambican data were worse than those of any country in Africa, with the exception, perhaps, of Rwanda and the CDR.

lower than desired by most analysts. The **level of aggregation**, particularly spatially aggregation, is frequently much higher than is needed to guide the implementation of various social and economic measures (feeding operations, for example). Although INE is formally in charge of the Statistical System in Mozambique, sectoral databases (for health, education and productive sectors, for example) are still not reconciled **in methodology** and shaped to the statistical structures of INE. **Confidence** in data, including poverty relevant data, therefore varies considerably. Despite the considerable wealth of the data generated, the **accessibility** and use of it by the public and research institutions is limited and subject to bureaucratic obstacles.

2.2 Policy Analysis Institutions

Whereas institutions of the state perform the major part of the data collection, the institutions involved in policy relevant analysis span a variety of different types, including governmental, academic, civil society and donor organisations. It is clear, however, that the bulk of the financial and professional resources for poverty analysis are in the hands of the state.

2.2.1 Governmental Institutions

The *Direcção Nacional de Planificação e Orçamento* (DNPO) is the Government's key institution for poverty analysis and monitoring. It is part of the (new) Ministry of Planning and Development (MPD).¹⁰ A main task of the directorate is to translate PARPA and the government's Five Year Plan into annual plans (*Plano Económico e Social (PES)*), and the corresponding budgets, *Orçamento do Estado (OE)*). As part of this task, the department needs to be centrally involved in policy analysis. DNPO has produced and published provincial poverty profiles on the IAF 1997 data.¹¹ DNPO is also the government's anchor for the Poverty Observatory (see below).

With the approval of the Council of Ministers (CM) and Parliament, the DNPO is also charged with the *monitoring of implementation of PES and OE*, including the elaboration of the respective implementation reports. These are presented annually to the Government, the Auditing Unit, *Tribunal Administrativo (TA)* and to Parliament. Reports are also presented to donors for a "Joint Review", which is an annual process for evaluating progress in poverty reduction between Government and donors, "the group of 17" (G-17) engaged in budget support. A Memorandum of Understanding (MoU) sets out the rules for such support. The monitoring of progress in the implementation of PARPA is based on the *Balanço do PES* and the Reports on Budget execution, as well the performance of the sectors, with the help of the Performance Assessment Framework (PAF).

However, DNPO is not yet in a position to monitor PARPA through qualitative impact assessments, although there are plans under way to produce an Annual Impact Report on PARPA implementation, *Relatório Annual de Impacto (RAI)*. The RAI would basically consist of a joint analysis of three data sets: the ESDM on general (quantitative) socio-economic trends, the Balanço do PES, and the Execution report for the OE reflecting resource allocation and use. Supplementary qualitative studies would be executed by research institutions contracted by DNPO, particularly within the national University, *Universidade Eduardo Mondlane (UEM)*. DNPO would be the linchpin for RAI.

¹⁰ The new Ministry was created by the Guebuza government, and is a result of a split of the former Ministry of Planning and Finance into two ministries: the Ministry of Finance (MFIN) and the Ministry of Planning and Development (MPD).

¹¹ E.g. Perfil Provincial de Pobreza e Desenvolvimento Humano – Cabo Delgado, Maputo, DNPO, Departamento de Programação Macroeconómica; Repartição de Estudos Políticos e Sectoriais, 2000

DNPO has also been engaged in institutionalising the planning and budgeting cycles (PES, OE) in districts and provinces and has thus gathered (partially gendered) data on local public finances and resource use for some districts in Nampula.¹² It is hence actively promoting the linking of micro, meso, and macro levels of the administration in planning, programming and budgeting for poverty.

The *Gabinete de Estudos* (GEST) is a policy research and analysis unit, and, like DNPO, is situated in the MPD. It was instrumental in elaborating PARPA I, in collaboration with a group of economists from Harvard University. Technical assistance and collaboration with international research institutions have resulted in several projects and publications. GEST was one of the main contributors to the report “*Poverty and Well-Being in Mozambique: The Second National Assessment*”. In 2004, the institute also arranged 10 seminars where Masters students presented their Masters theses. Several of these theses were poverty policy oriented. According to the organiser of the seminars, these publications will be made available on the Internet at a later stage.

The *Direcção Nacional de Administração Local* (DNAL) is the department in the Ministry of State Administration which deals with the territorial administration of the 128 Mozambican Districts. It is presently engaged in introducing the changes intended by the Local Governments Act approved in August 2003 (*Lei sobre os Órgãos Locais do Estado –LOLE; 8/2003*). This includes a component of elaboration and updating of socio-economic district profiles, which also involves poverty features. The aim is to have the district profiles available on the web, and eventually have them used as criteria for resource allocation for decentralisation.

The sectoral ministries produce research and studies relevant to their respective sector programmes. They use their own databases, approaches and partner institutions, and are thus somewhat detached from the mainstream poverty analysis and monitoring by DNPO/ MPD. An example of this is the Ministry of Agriculture (MAGRIC). Some of the data are particularly relevant for the analysis and monitoring of food and nutritional security through the *Secretariado Técnico para Segurança Alimentar e Nutricional* (SETSAN), which is a cross-sectoral unit attached to MAGRIC. It complements its database through collaboration with international organisations such as WFP and NGOs working in affected areas. SETSAN is also part of technical working groups which deal with vulnerability assessments, natural disasters, water/ sanitation and HIV-AIDS.

In its analytical and survey work, MAGRIC is supported by Michigan State University (Department of Agricultural Economics) in a USAID-funded project named “Policy Analysis and Research Support”.¹³ Other (sectoral) policy-relevant research is generated by the Ministries of Health, Education, Fisheries, Energy and Public Works (water and sanitation, tertiary roads), most often with the involvement of consultants and international partners such as university faculties and research institutions. Given the strong compartmentalisation of the public administration in Mozambique along sectoral lines, inter-sectoral communication and the exchange of analyses and research, even within the ministries (between departments), is rare.

Although the research work taking place within government is highly relevant it is not widely disseminated, with a few exceptions. Ministerial websites are not adequately fed with relevant material or not maintained. Ministerial research findings are not necessarily confronted and reconciled with studies produced by DNPO and other institutions. The sectors, by their very nature, generally lack a holistic perspective, SETSAN being a notable exception. It is difficult to evaluate the quality of the work done, but it is likely to be technically high where national and international centres of excellence cooperate.

¹² Via the *Projecto de Planificação e Financiamento Descentralizado (PPFD)*, established in 6 out of 10 Provinces, and supported by the WB, UNDP / UNCDF, the Netherlands, Norway and Switzerland.

¹³ See, e.g., www.aec.msu/edu.agecom/fs2/mozambique

2.2.2 Academic, Research and Training Institutes

One would expect academic institutions, such as the **Universidade Eduardo Mondlane**, to play a major role in poverty analysis and research, but this is, with a few exceptions, not the case. Neither at UEM nor at the many smaller institutions of higher education and the private universities¹⁴ does it seem that the issue of poverty is pursued academically to any extent.

A notable exception within UEM is the *Faculty of Agronomy and Forestry*, which has a clear focus on poverty, particularly through its MA degree course on rural development. The students are, on occasion, engaged in research on issues related to poverty within the framework of their theses. Official poverty-related documents, reports and studies are part of the mandatory literature used in the programme. The programme is organised by Prof. José Negrão, who is also the Managing Director of the private research Institute *Cruzeiro do Sul* (see. below), as well as one of the coordinators of the Poverty Observatory.

The *Faculty of Arts and Social Sciences* has only recently become involved in qualitative poverty studies. The sociology department and the *Centro do Estudos da População (CEP)*, contracted by DNPO, are conducting qualitative surveys in Sofala and Inhambane Provinces and focussing on the relationship between poverty and migration. In addition, the *Research Unit for Health and Social Sciences*, currently headed by Dr. Yussuf Adam, is currently preparing a project entitled “Health Observatory and Poverty”. The *Faculty of Economics* is not institutionally engaged in poverty-related research, debate and publication, although individual lecturers do relevant research work related to consultancies.¹⁵ It appears that most recently the World Bank has taken a renewed interest in the idea of supporting a Centre for Economic Research, fielding a mission to that effect. Its concrete intentions and outcome are not yet known.

A number of **independent research institutes** and training centres in Maputo have mostly been founded by and/or are associated with present and former senior staff members of the UEM. Featuring most prominently among them is *Cruzeiro do Sul*, a research institution of national and international reputation. Its focus is on rural development, land issues and socio-economic dynamics, poverty and elections, including provincial and district level issues, the latter focusing on Nampula and Manica provinces. It has some base funding, *inter alia* from the Dutch Government and the Open Society Initiative (OSI). A link to the MA programme in Rural Development (Faculty of Agronomy and Forestry) provides a good opportunity for applied research and training. The institute and its director also play a key role in the Poverty Observatory (see below). Several of their publications can be obtained through the institute’s website (www.iid.org.mz).

The *Centro de Estudos de Democracia e Desenvolvimento (CEDE)* is headed by the UEM rector, Prof Brazão Mazula. An offspring of the War-Torn-Societies project (WTS), which has contributed to the furthering of action research on matters of peace, development and democracy in Mozambique since the mid-nineties, CEDE has been engaged in conflict research and mediation in conflict-prone districts and municipalities in Mozambique, and in managing electoral conflict through spearheading an electoral observatory during the 2003 local elections and the 2004 general

¹⁴ These include, with regard to state institutions, the Instituto Superior das Relações Internacionais (ISRI), Instituto Superior de Administração Pública (ISAP), and Universidade Pedagógico (UP), as well as, concerning private universities, the Instituto Superior de Ciências e Tecnologia de Moçambique (ISCTEM), Instituto Superior Politécnico Universitário (ISPU), Universidade Católica de Moçambique (UCM), Universidade Técnica de Moçambique (UTM), Universidade Muss Bin Bique, and Universidade São Tomás.

¹⁵ It was said that the annual turnover of the consultancies amounted to at least 300,000. If the lecturer-consultants were to be contracted institutionally via the faculty instead of individually, with the institution charging a fee for overheads, it would be able to generate substantial additional resources, for enhancing and updating its library, for instance.

elections. The relationship between peace consolidation and poverty is one topic flagged for future research and action.

The *Centro de Formação Jurídica e Judiciária (CFJJ)* aims to become a point of reference for training professionals working in the Mozambican judicial system; to create and maintain a relevant research and documentation centre within its field; and to contribute to the reform of the Mozambican judiciary and its organizations. Dr. João C. Trindade, a Judge Councillor at the Supreme Court, directs the Centre. The major research focus is presently on corruption within the judiciary and on the role of traditional authorities in local government and conflict resolution.

Poverty analysis and monitoring comprises only a small part of the activities of academic, research and training institutes. It appears that poverty issues have not been made a key activity, although the demand exists and is clearly articulated by, for example, the DNPO. The important link between training/ capacity building and policy-related scientific research is not fully recognised and instrumentalised, perhaps with the exception of the MA programme in rural development. Existing databases (quantitative and qualitative) are inadequately utilised for research and training purposes. There is little publication activity around poverty. Hardly any substantive poverty-related analyses emanate from the research and training institutions. A local academic periodical that could provide a forum for a debate on poverty does not exist, except for the Association of Mozambican Economists' (AMECOM) journal, which is irregularly published with a varying quality of contributions.

2.2.3 Civil Society Organisations (CSOs) and the Private Sector NGOs

The G-20, representing the CSO group, is named after the number of seats (20) that they are allocated at the Poverty Observatory. G-20's major activity is not research but rather making a contribution to policy formulation through critical appraisal of the Government's poverty reduction strategy. A countrywide network and the introduction of consultative processes have enabled the G-20 to generate, systematise and analyse its own database, and the group has produced one of the most central research reports on poverty. The Annual Poverty Report 2004 (RAP) presents the findings of a poverty assessment made on the basis of a national survey and associated local and national seminars. (See an assessment of the RAP below).

The G-20 is well connected and has raised various issues concerning poverty, including the demand for poverty-related research and analyses at the highest level of Government. Furthermore, the group and individual members were instrumental in the nationwide consultation process for *Agenda 2025* (www.agenda2025.mz), which included the elaboration of a strategy document that was discussed and approved by Parliament at the end of 2003. *Agenda 2025* has become an important reference for any poverty analysis and monitoring.

The *Confederation of Mozambican Economic Associations (CTA)* represents the Mozambican private sector, and is part of the G-20. CTA tends to argue that the state, its bureaucracy, policies and sector programmes are the principal obstacles to the unleashing of the growth potential of the private sector, which will reduce poverty. The views of the CTA are also shared by local members such as the *Associação Comercial, Industrial e Agrícola de Nampula (ACIANA)*.

The work of the NGOs, scant as it is for the time being, is certainly relevant and valuable for poverty analysis. The G-20's first-time participation in the JR 2005 showed in a dramatic way the need to build the capacity of G-20 and its members in poverty analyses, as well as methods and procedures of assessment.

2.2.4 Donors

The *bilateral donors* make extensive use of consultancies in analysing technical, social and economic aspects of their interventions. Studies and reports provide a policy oriented knowledge pool, relevant to poverty issues and often of high quality. Generally, they are not systematically documented, however, and are not freely accessible to the public and the research community. By opening greater access to this wealth of information, the donors would make a considerable contribution to the debate and academic research on poverty in Mozambique.

The *World Bank*, as well as the *IMF*, maintains a website with poverty-related publications on Mozambique, mainly linked to issues concerning the PRSP/PARPA. The World Bank site in particular is considered an excellent website on poverty and related issues. During our fieldwork in Mozambique, the Bank was in the process of preparing an annotated bibliography of poverty-related studies and databases produced so far. This work was drawn on by our study.

The *UNDP's* role is clearly focussed on assisting the Government in monitoring poverty reduction policies, outcomes and impacts as well as helping to concretise PARPA, by focussing on rural livelihoods and the community level, for instance. UNDP's Poverty Unit supports poverty analysis and monitoring and gives technical assistance (sociologists, statisticians, economists) to the Poverty Observatory, as well as to central and local Governments. The Poverty Unit, as well as the UNCDF, have made an explicit demand for district poverty profiles, hinting at the possibility of restarting a process begun at DNPO. UNDP's National Human Development Report is also focussed on poverty in general and on specific selected topics.¹⁶

The *World Food Programme (WFP)* targets affected populations in zones that are vulnerable to natural disasters (drought, floods) and (structural) poverty. A network has been established with SETSAN (see above) at its core. For the mapping of vulnerability and for purposes of planning, implementing and evaluating its interventions, it applies its own monitoring methods and databases.

Mozambique is also involved in the *International Food Policy Research Institute (IFPRI)* Eastern Africa Food Policy Network, in which poverty reduction is one of the network's overall goals. IFPRI was one of the main contributors to the second national assessment, collaborating with DNPO and GEST on this project.

The *Working Group on Poverty Analysis and Monitoring Systems (PAMS)* has been established by the Programme Aid Partners (PAPs). Its objective is to promote the development of efficient and participatory systems of poverty analysis and monitoring, and the application and dissemination of their results. Areas which merit special attention include the filling of knowledge gaps through developing a pool of resources for research on specific poverty related issues (e.g. qualitative analyses, social and gender assessments etc.).¹⁷

Donors make an immense financial contribution to the Mozambican government. This in turn creates a considerable degree of influence over development policies, programmes and projects, particularly within the area of poverty reduction, on which most donors focus. Donors produce, year by year, a larger amount of research and analyses than do local institutions. Because of the objectives of such research, the way it is financed and because of donors' preferences with regard to

¹⁶ These were, so far: regional disparities, gender / women and education.

¹⁷ Poverty Analysis and Monitoring Systems group, strengthening the relationship among external partners and between external partners, government and civil society, ideas from discussion (mimeo) n. p. (Maputo), n.d. (2005).

researchers/ consultants, donor produced research activities might not contribute to *local* research and capacity development in the area of poverty as much as they could.

Firstly, reports on technical projects (physical infrastructure (roads, power) as well as social infrastructure (schools, hospitals)) may not sufficiently integrate socio-economic and specifically poverty issues as well as they might have done. *Secondly*, access to research reports by local researchers is limited, sometimes because of their confidentiality, but also simply because they are poorly disseminated.

Thirdly, donor-prompted research operations frequently use research teams from donor countries rather than from Mozambique, and are often inimical to local capacity development. Donors tend to stress that they prefer to use local intellectual resources but that it is difficult to contract individuals or institutions with the right size, depth, professional background and quality track record. It is the impression of the team that whereas the critical mass for more use of Mozambican intellectual resources exists, local resources are scattered and inadequately institutionalised to stand out as reliable and with professional qualities adequate for donor research purposes.

2.2.5 Poverty Observatory (PO)

The Poverty Observatory (PO) contributes uniquely and innovatively to the monitoring of PARPA implementation. The approach may be described as participatory, consultative and pluralist. The PO is organised by the Government, its technical secretariat being located at DNPO and supported by UNDP. Three groups of stakeholders are represented with high-powered delegations of (nominally) 20 persons each: the Government itself (led by the Prime Minister), the G20 and the donor community.¹⁸ The absence of representatives of Parliament and of the Universities is, however, noteworthy.

In what is referred to as the “Opinion Council”, the PO in 2004 received and discussed the government’s PARPA implementation report, the results of the household income and expenditure survey (IAF), as well the RAP, the latter reflecting the G-20’s positions. Conclusions of the 2004 PO included suggestions for improving and defining the poverty concept in the Mozambican context; to better examine and study the causes of poverty; and to aim at participatory impact monitoring of public policies and poverty related programmes. Given the success of the PO, the Government, through the new Ministry of Planning and Development (MPD), has suggested attributing a major role to the institution in the elaboration of PARPA II.¹⁹

2.2.6 Second and Third Tier Government: Nampula Province

In order to consider the conditions for poverty analysis and monitoring at sub-national level, the team examined the situation in Nampula Province. Representatives at the level of provincial and municipal government were interviewed in Nampula and at Ilha de Moçambique. NGOs and the private sector were also included in the itinerary. The provincial government is aware that PARPA, a national programme with national priorities, needs to be adjusted to the provincial context. For this purpose, the Provincial Government created a Coordination Unit for Development in the Nampula Province *Unidade de Coordenação do Desenvolvimento da Província de Nampula (UCODIN)*, which reviews PARPA with reference to the Provincial Strategic Development Plan, considered to represent a “Provincial PARPA”.

¹⁸ The authors, in their meeting with the PAMS –Working Group, noted a certain apprehension among donors about participating fully in the PO, while suggesting that ownership be left to the Mozambican stakeholders.

¹⁹ The proposal has been made at two separate DNPO meetings with both donors and CSOs, on 17 March 2005.

UCODIN is composed of representatives of the Provincial Government (notably the Department of Planning and Finance (DPPF)), the Provincial Directorate for Support and Control (DPAC), and the Provincial Directorate for Public Works and Housing. Other stakeholders, such as the mayor of Nampula city and the local delegate of INE, also take part in the work of the Unit. UCODIN argues strongly in favour of a more decentralised and participatory approach to both the planning and the monitoring of PARPA and its components, involving the districts and municipalities as well.

One of UCODIN's main functions is to organise annually an assessment of poverty reduction at provincial and district levels, through a Provincial "Development Observatory", modelled on the national Poverty Observatory. Participating delegates from districts are selected via the established mechanisms of the "Institutions of Participation and Community Consultation", *Instituições de Participação e Consulta Comunitária (IPCC)*, where a most notable member is the District Consultative Council.

The report of the Observatory has been widely publicised in the province and has also been forwarded to the national PO secretariat. As referred to below, the UCODIN model seems mature enough to be considered for replication to all other provinces as part of the elaboration and monitoring of PARPA II.

Capacity building and training is obviously one of the needs of UCODIN, which also wants to see more qualitative studies being undertaken on aspects of poverty and wealth in the province. The Coordinator specifically mentioned the need for more research on local cultural concepts of poverty and wealth, practices of wealth distribution and on provincial PARPA priorities.

At the **municipal level**, as exemplified by the case of Ilha de Moçambique, awareness of poverty in its most tangible forms (unemployment, hunger, lack of quantity and quality of and access to social services, water and sanitation etc.) permeates daily life. It is a major concern for the mayor and the municipal authorities, the elected assembly, organised civil and religious society, the private sector (tourist operators, for example) and the population alike. All stakeholders point to their various projects, which have been elaborated, aimed at generating employment (via attracting public and private investment) and at improving access to water and sanitation, health etc. A clear majority of the interviewees pointed to a basic contradiction between the PARPA rhetoric, on the one side, and concrete local action on the other. Ways out of the dilemma are seen to be local development funds (which exist in the case of the Nampula component of PPF) and better framework conditions enabling local private investment.

2.2.7 Consultancies

There are several national and international consultancy firms operating in Maputo and/or with a Mozambique focus to their work. A list of such firms and other institutions involved in poverty analysis can be found in Annex 6 of this report. Annex 3, section 3.2.3.4, presents a non-exhaustive selection of eight firms considered most relevant for the topic under discussion.

Some of the companies, particularly the bigger ones, may be regarded as pure for-profit consultancies, like the local branch of the international PriceWaterhouseCoopers and KPMG. Others, particularly those at the small end of the scale, appear to be related to NGOs or individuals, perhaps with idealistic objectives but doing consultancy work to finance their existence. Most of the companies, however, are a mix of the two. Most companies fall into a mixed category with regard to academic objectives, many of the companies being led by individuals or groups with strong links to academia, some of them also being employed at the UEM or other universities.

Although the companies in Mozambique, as with consultancies in general, will be interested in any “job” and put together teams from worldwide company relations as well as local networks, there is a degree of specialisation. In terms of consultancies and assessments on general aspects of poverty, **Austral Consultoria e Projectos Lda**, which is the largest and oldest independent investment consultancy firm in Mozambique, with about 20 staff, including economists and social scientists, appears capable. This is also the case for Swiss-based **Gerster Consulting**, which has been involved in various research projects in Mozambique linked to the PARPA process. The worldwide consultancy firm **KPMG**, which operates in the fields of insurance, tax, and advisory services²⁰ and currently employs more than 150 people in Mozambique (of whom most are national), may also be capable of undertaking such studies and consultancies. In addition, **Afrisurvey**, specialising in social science research and data collection, would presumably be able to take on wide-ranging poverty issues.

Some of the companies have mustered, or can muster teams for sectoral studies. In **energy**, for example, **Austral**, **Gerster** and **PWC** have competence and have been involved in the sector. **Impacto**, which specialises in environmental studies, and **Consultec**, which focuses on various aspects of infrastructure, would both have competence in various aspects of the energy sector. **Intermediate Technology Consultants (ITC)** is also engaged in the energy sector and in environmental issues, including hydrological studies, wind monitoring, solar energy assessment, and biomass surveys.

In the health sector, **Austral**, with its considerable competence locally, has also done studies in the field of health. **PWC**, with its world-wide connections, would be able to tackle various analyses regarding health issues. In fisheries, the same two companies, as well as the Mozambican **Kusi Limitada Consultores**, formerly involved in fisheries projects, would most probably be able to supply certain services.

Whereas limited training may take place in some of the consultancy firms, none of them have capacity building *programmes* of any size, since they are mainly intent on making profits year by year, and have no resources for taking a long-term capacity development position. Even though some of them have leaders and managers from academia, these are mostly in the business “to make a living”, due to the meagre pay at UEM. Individual “supply driven” initiatives for research are rare, if they exist at all.

2.3 Important Policy Documents

2.3.1 Poverty and Well-Being in Mozambique: IAF and the Second National Assessment

The data: “Inquerito sobre Agregados Familiares (IAF)”

In 1996-97 INE executed the first national household consumption survey, *Inquerito sobre Agregados Familiares* (IAF 1996-97), in Mozambique. Five years later, the second national household consumption survey (IAF 2002-03) was carried out. The report “Poverty and Well-Being in Mozambique: Second National Assessment”²¹ presents the methodology and the results of the

²⁰ Other companies with offices in Maputo within the field of auditing and consulting are Deloitte-Touche-Thomatsu, and Ernst&Young. These are, however, less relevant in our context, and have therefore not been included in our review of consultancy firms.

²¹ The report “Poverty and Well-Being in Mozambique: Second National Assessment” was published in March 2004 by the National Directorate of Planning and Budget and the Economic Research Bureau at the

IAF 2002-03 and compares the quantitative data from the two national household surveys. The report concludes that although the level of poverty in Mozambique remains high, a substantial decrease in the rate of poverty has taken place in the years between the surveys. Whereas the 1996-97 survey indicated a poverty headcount of about 69 percent, the level of poverty had declined to about 54 percent in 2002-03.

The findings presented in the report are based on a quantitative analysis of data collected from a sample of 8700 households. The data were collected over a one-year period, providing information that captured the effects of seasonal price variability, data from the rural and urban zones, the provinces, and the city of Maputo.

The data work was undertaken in 1996-7 and 2002-3. The two surveys were both major data collecting exercises and there is no known authoritative external assessment of the data collection and data capture processes. However, one report on regional poverty information and its measurement assesses Mozambique's National Statistics Institute as a "success story with the organisation having impressively increased their statistical collection capacity during the 1990s and their efforts in collecting poverty data having made an important contribution to the formulation of anti-poverty policies".²²

During interviews in Mozambique and Norway, the team considered various sources of error in the data and came to the conclusion that both surveys were likely to be of a high standard, that they were thoroughly implemented, and that they rendered robust results. Considering the various steps of the process, the starting point, the **questionnaire** itself, was constructed after consultation with a number of data users; benefited from external expertise; and was built on internationally accepted principles.

The administration of the questionnaire, including **fieldwork** by enumerators, which took place over an entire year, was subject to several spot checks. According to one of the experts performing such checks, the fieldwork was impressively well executed (apart from a couple of questionable incidents that were later checked and found to be correct).²³ **Data capture** took place in the presence of several external experts, and the data processing and quality check were also performed with the assistance of external experts. The team therefore sees no reason for believing that the 1996/97 and 2002/03 IAFs misrepresent the situation with regard to household incomes and expenditure in Mozambique. The IAFs were conducted by the application of standard international techniques for such surveys and may be criticised only to the extent that all such surveys may be criticised.

The study: "Poverty and Well-Being in Mozambique: The Second National Assessment"

One advantage of the two datasets (1996/97 and 2002/03) was that categories and definitions applied the same standard, making it possible to assess the trend of poverty rates over time. It should be noted that there were slight differences in the way the two surveys were carried out. These were, however, hardly serious enough to influence the overall results.

The study measures levels of poverty using the innovative method of 'flexible food bundles' in addition to the more conventionally used 'fixed food bundles', with the capacity for capturing the

Ministry of Planning and Finance, the International Food Policy Research Institute (IFPRI), and Purdue University.

²² Regional Poverty Information and its Measurement: A report commissioned by the Southern Regional Poverty Network for DFID South Africa. 3 August 2001. *Andrew Whiteford* DRI WEFA, South Africa

²³ Phone interview with one of the members of the Scandinavian support team to INE, 17 June 2005

effects of food substitution due to the changes in relative prices over time. The main results of the analysis were compared with data from other information sources.²⁴ Although the report has met no serious criticism and has been widely commended as giving a *comprehensive* picture of the poverty situation in Mozambique, the report nevertheless has shortcomings in terms of analysis and available data.

- It is an important task in itself to reveal the changes in poverty levels between 1996/97 and 2002/03, but it would also be of great relevance to assess **whether and how the changes which have taken place are linked to the implementation of government policies**. The report does not generally uncover the reasons for the decline in poverty rates, except for comments in the case of Sofala,²⁵ which do not explain how poverty-related policies might have affected the positive changes that took place.
- There is also little attention paid to the degree of “**normalcy**” of the two years. If both were abnormal and very different in terms of climate and other non-policy factors influencing production and consumption, the differences between the years may have less to do with policy than is implied in the report.
- The IAFs are surveys of private consumption patterns and **do not take into consideration commodities supplied by the public sector, such as** health and education, unless they are paid for. Improvement or decline in the delivery of such “public goods and services” between the two years may well have had significant effects on real consumption levels without being registered as private consumption. Since it is most likely that capacity for the delivery of public goods and services to poor people over the years in question increased relative to the non-poor, it is most likely that the improvement was even stronger than is apparent when only private consumption is measured.
- The study did **not consider the relationship between poverty reduction and the country’s policy reduction strategy**, i.e. the six priorities of the PARPA.²⁶ The effects of government policy with regard to poverty are consequently difficult to assess.
- Although the household expenditure measure is a widely applied measure of relative poverty, this measure says nothing about the **distribution within the household**. This is clearly because the data does not allow it, a main shortcoming of all orthodox household income studies.
- Despite the ‘flexible food bundles’ advantage of capturing the effects of changes in relative prices, commended by professional authorities such as the World Bank, this is an approach to household surveys which, to our knowledge, has not been used before. The results with regard to **poverty reduction in Mozambique differ considerably depending on the approach applied**.²⁷

²⁴ E.g. the Core Welfare Indicators Surveys (QUIBB), National Agricultural Household Survey (TIA), and the Famine Early Warning Systems (FEWS).

²⁵ Some of our interviewees indicated that the positive results from Sofala, the province with the decrease in poverty, were due to an unevenly distributed selection of data. One of those responsible for the report, Channing Arndt, rejected this in a later interview, claiming that the results from the province had been thoroughly tested precisely because of the very positive results.

²⁶ The six priorities of the PARPA are education; health; agriculture and rural development; basic infrastructure; good governance; and macro-economic and financial management. (See PARPA I). These are not referred to in the report.

²⁷ Regarding the poverty headcount at national level, the most commonly used approach, the Fixed Bundle Approach, gives a decrease of 6.2 percentage points between the IAF 1996-97 and the IAF 2002-03, whereas the Flexible Bundle Approach, shows a decrease of 15.3 percentage points. The report itself and other policy papers refer to a 15.3 percentage point decrease in the poverty rate, i.e. using the Flexible rather than the Fixed Bundle Approach.

- A number of arguments in the report are based on the notion that consumers behave rationally and prefer consuming more rather than less. This assumption might well be right, but considering its relevance to the ‘flexible bundles approach’, **the concept of revealed preferences** could have been discussed in greater depth.
- With regard to the aspect of accessibility, the **“econometric” language** in which the report is written demands a lot from “non-econometric” readers. This might be a hindrance to wide public dissemination, both when it comes to the content and the findings of the report itself and as a means to initiate a debate on the issue of poverty in general.

On the whole, however, the report is sound and there is little reason to doubt that poverty as measured by a poverty datum line and poverty headcount has declined between the years for which data exist.²⁸ A clearer policy orientation, and, hence, better feedback to the Government, civil society and donors would make the document an even more important contribution to the further development of poverty reduction policies in Mozambique.²⁹

2.3.2 The Annual Poverty Report 2004

The Poverty Observatory was, as mentioned above, set up as an institution that would function as a platform for open dialogue between the government and civil society. The Annual Poverty Report arose out of the Poverty Observatory’s request to civil society to bring forward an analysis of poverty in Mozambique, and the production of the report was organised by the G20.³⁰

The aim of the report is to gather opinions from as many parts of society as possible regarding their perceptions of the definition of poverty; the impact of government policies on poverty, the evolution of the increase and distribution of wealth; and to establish an open dialogue between the people and the national government. In order to accomplish these aims, the opinions of more than 7000 people and 1000 institutions were gathered, covering 102 of the country’s 146 districts. Furthermore, national and provincial seminars were organised in order to analyse and discuss the results of the surveys, and to come up with concrete proposals to be presented at the 2nd panel of the Poverty Observatory.

Although based on an extensive dataset, the way data collection was carried out did not allow standard statistical methods for testing statistical validity. The nature of the survey and the variation in the number of questionnaires gathered in each district did not allow generalisations at a national level. The report had a clear policy focus, however, and, as a result, made an important contribution to the poverty discourse by raising popular and political debate.

The policy orientation of the report is most notably reflected in the fact that the analysis centres on the four axes which guide *Agenda 2025*, namely Human Capital; Social Capital; Economy; and Governance. The production of the report itself, through the organisation of surveys, data collection, and local and national seminars, stimulated poverty consciousness amongst people at all levels of society. A positive aspect of the report is also its action-oriented approach, as the results of the surveys were analysed and concrete proposals for solutions to poverty problems were identified. These proposals were then presented at the 2nd panel of the Poverty Observatory, and hence

²⁸One may also make some observations on minor shortcomings: e.g. tables 5-8 do not report the statistical significance; the number of households in each region should have been available in a table; the procedure for weighting households on page 15 seems ad hoc, and ‘school attendance’ is a better measure than the here applied ‘school enrolment’.

²⁹The report is, for instance, an important document in the elaboration of the PARPA II and it is included as an important point of reference in the 2004 Joint Review

³⁰As explained in Chapter 3, the G20 is the group of about twenty members from various parts of civil society organisations represented in the Poverty Observatory.

channelled back to representatives of civil society, the international community, government representatives, and the country's political leaders.³¹

In sum, although the statistical value of the report can be regarded as rather limited, the report has proven to be a highly important tool in capturing "the voice of the people" on the causes of poverty and its possible solutions, as well as bringing these voices to the ears of the policymakers. By transforming the findings of the report into concrete proposals on how to combat poverty and by forwarding these to the Poverty Observatory's 2nd panel, where the policymakers themselves had to take an active stand on the proposals, the probability of the report having a tangible effect on poverty was raised.

2.3.3 Balanço do Plano Económico e Social 2004

The *Action Plan for the Reduction of Absolute Poverty* PARPA 2001-2005 (PARPA I) presents the Government's strategic vision, objectives, and key actions in order to reach the PARPA goals. It also gives direction to the State's medium-term and annual budgets and policies. The *Balanço do Plano Económico e Social* (Balanço do PES) is the annual review of the government's Social and Economic Plan. It is the only official instrument for monitoring and evaluating the PARPA process between the years when IAFs are conducted. To what extent does the Balanço do PES 2004 accomplish this role?

PARPA I focuses on six priority areas: education; health; agriculture and rural development; basic infrastructure; good governance; and macroeconomic and financial management (PARPA, 2001:3-5). In addition, although in less detail, it centres on the ten complementary activities of the following: employment and business development; social action; shelter; mines; fisheries; tourism; industry; transport and communications; technology and the environment; and the reduction of vulnerability to natural disasters (PARPA, 2001:81).

Below each area of action mentioned in PARPA I (regarding both the priority areas and complementary activities), the "main objectives" of the area in focus and "principal measures to be undertaken" in order to achieve the objectives are listed. Some of the measures to be followed are described as concrete numbers ("build annually 1,500 new schools"), whereas others are formulated in more general terms ("include material on education and prevention of HIV/AIDS in school curricula"). In order to assess whether Balanço do PES 2004 can be used as a device for monitoring and evaluating the PARPA process, one would consider whether it provides sufficient information regarding the annual achievement in each of the action areas.

Balanço do PES 2004 generally comments on the main accomplishments made under each of the priority areas, and evaluates the achievements made by stating how much has been achieved annually in comparison (per cent) with the original goals of PARPA I. In Annex 1 of the Balanço do PES, the results for 2004, concerning the most important indicators of PARPA I, are compressed into a matrix. The actual results for the year of 2004 are presented alongside the expected results of the year in question. So are the expected results for the next two years.

The Balanço do PES 2004 does not quite follow the structure of PARPA I, however, making it difficult to use it as a tool to review the PARPA process. Another limitation is that the Balanço do PES 2004 does not give sufficient information regarding the goals and the expected results of the year in focus according to PARPA, making it hard to assess whether the expected results have been reached. Furthermore, although the Balanço do PES 2004 comments on achievements made

³¹ The 2nd panel of the Poverty Observatory took place on 18 May 2004. In addition to members of government and representatives from the international community and civil society, the Prime Minister and the President of the Republic were also present.

regarding most of the focus areas of PARPA, it does not go into detail regarding the focus areas' "main objectives" and the "principal measures to be undertaken". Consequently, the Balanço do PES does not give enough information as to whether the measures have been carried out and whether the goals have been reached according to PARPA. Additionally, the Balanço do PES does not generally give explanations as to how and why achievements have or have not been made. This could have had a positive effect on policy adjustments.

Summing up, although the Balanço do PES comments on many aspects relevant for the PARPA process, several measures may yet be taken in order to make it a better instrument for monitoring and evaluating PARPA. If one were to make some suggestions in this respect, an important improvement would be for the Balanço do PES to follow the structure of PARPA. Another improvement would be to make more detailed and thorough reviews of each of the focus areas of PARPA. This would make it easier to compare the annual results with the expected results of PARPA, and, hence, to assess to what extent the results have been achieved. Information regarding the various results – why the expected results have or have not been accomplished – would also be valuable. Lastly, recommendations and suggestions as to which policy measures may be taken in order to improve the results with regard to the goals of PARPA could probably increase the importance of the Balanço do PES as a policy influencing device.

3. Data, Institutions and Analysis: Present and Emerging Issues

In this Chapter we consider Mozambique's institutional set-up for poverty policy analysis as well as studies, debate and other activities in the recent past. Then, taking into account emerging problems and potentials, we suggest general and concrete approaches to improving the ways in which research may contribute to policy formation and debate, particularly in the short and medium term, and the role that donors may play in supporting such development.

3.1 Data

3.1.1 Present Situation

The overall impression is that the present amount of poverty-related **quantitative** data produced in Mozambique could support much more analysis than takes place at present. However, several representatives from the data user side, particularly outside government, felt that there was a need for more frequent updating. This was particularly so in relation to the household income and expenditure survey: *Inquerito sobre Agregados Familiares* (IAF). It was argued that the survey needed to be undertaken more frequently than every fifth year. Some of our interviewees also expressed their concerns regarding data access, claiming that the data for the second national household survey, the IAF 2002-03, had not been made available for public use.

Qualitative information deals with the mechanisms and processes through which poverty is caused, maintained or reproduced and how it may be alleviated. Such data also exists to some extent but is much less accessible and above all seems to have been given less prominence in the policy debate and policy making. There is a need, particularly expressed by the donor community, to focus more on qualitative analysis and a pluralist combination of quantitative and qualitative data.³²

It is clear that access to data, analyses and research reports alike is considered difficult in Maputo and even more so at the sub-national level, in the provinces and districts. There is seemingly little coordination between the state agencies, which are the main repositories for this kind of information.

Within the national statistical system, the emphasis is on producing quantitative statistics, whereas dissemination and the free flow of information seem to be given low priority by most authorities in charge of information. We believe this is mostly for historical reasons. Neither the colonial government nor the predominantly Marxist government that followed was noted for an open and transparent style. The Mozambican Statistical Bureau, Instituto Nacional Estatístico (INE), is one of the institutions that have recently made some progress in furthering the flow of information. INE officials felt, however, that whereas the Bureau had made strong attempts to improve the supply of data, there were still obstacles on the *demand* side, based mainly on attitudinal hangovers from previous regimes. Poverty-related material is, for example, rarely in demand from UEM

³² There are, however, also examples of adequate qualitative studies carried out in Mozambique. Authors such as Adam, Cottam, Lundin, Owen, and Sender et al. (see Annex 4) have been engaged in qualitative studies on poverty in Mozambique. The qualitative studies are mostly based on Participatory Poverty Assessments (PPAs).

departments (with some exceptions), and thus not put to institutional use in university training and capacity building for poverty monitoring.

As decentralisation and deconcentration increasingly become part of the PARPA agenda, INE will need to collect, process, and provide data with a stronger focus on the district and sub-district levels. INE maintains delegations in the provinces, basically for the collection of raw data, and less for the supply and use of data for provincial purposes. Administrative data collection is still in its infancy. According to one INE staff member, the institution is presently not in a position to provide more disaggregated data unless other government institutions, notably the sectors and the Ministry of State Administration (in charge of territorial administration), provide the necessary inputs “in good quality”.³³

3.1.2 Emerging issues

In the field of data the main needs expressed were:

- Better dissemination
- More geographical disaggregation
- More frequent updating
- Lack of qualitative data

There is a clear case for liberalising, de-bureaucratising and decentralising access to basic data and documents. G-20 and the national NGOs demand a user-friendly and easily accessible documentation centre on poverty-related issues.

The ongoing government sector reform policies will clearly create a need for geographically disaggregated data. The data demand for analysis and monitoring is considerable, notably within the context of the five-yearly and annual review of the implementation and outcomes of PARPA. This demand is particularly strongly voiced by institutions closely associated with the PARPA process, notably DNPO and the Programme Aid Partners (PAPs), i.e. the group of donors that give budget support.

In deciding whether and how to meet the needs expressed, the capacity of INE and the resources that will have to be used to lift its capacity must be assessed. If it is felt that the poverty situation should be analysed between the five-yearly IAFs, for example, it may be necessary to use simpler and cheaper methods for intervening years.

The Population Census is now planned for 2007 and will become the backbone of major parts of the statistical system for the next ten years. It is important not only that it is well implemented but also that the auxiliary data collected is determined with a view to the size and shape of policy needs up to 2017, particularly within the poverty sector.

Frequent updating and more disaggregation are basically issues of cost, since the largest costs of surveys are related to the size of the sample, which, again, will have to be bigger the more disaggregated the results desired. It would be sensible, therefore, for donors also to be open to research on statistical methods that may to a greater and lesser extent obviate the need for huge samples.

A crucial issue regarding the future sustainability of all data production lies in the dissemination and appropriate use of the existing databases. The donors may help by themselves both being active and

³³ Meeting on PARPA analysis and monitoring in Maputo on 6 April 2005, organised by Development Cooperation Ireland.

sophisticated data users, as well as supporting data dissemination from the major producers wherever possible.

Qualitative data, i.e. information that is not about figures but rather about social and economic processes, is easily left behind by statistical bureaux. Here it would seem to be a task for donors to support the collection of such data as well as systems for sharing and making it accessible. INE's library, public libraries and other documentation centres might need support in this area.

3.2 Studies

3.2.1 Present Situation

In the field of research and policy analysis it is clearly the development cooperation agencies that are the major producers. The World Bank produces the highest number of documents regarding poverty research but other international organisations also provide a considerable volume of reports and analyses. The most prominent of them are the IMF, WHO, UNDP, WFP and IFPRI. The Southern Africa Regional Poverty Network (SARPN) does not produce its own research, but runs an excellent web site and arranges conferences and other meetings in order to improve dissemination for all the countries in the region.

At the national level, the most utilised research carried out over recent years undoubtedly comes from the public sector. Most outstanding are the reports and assessments conducted by the Gabinete de Estudos (GEST), the Ministry of Planning and Finance (MPF/DNPO), and the work connected to the Poverty Observatory.

Most of the studies undertaken by the World Bank and government institutions (DNPO, GEST, MAGRI) are carried out in close collaboration with the government, something that may affect both the choice of issues to be researched and the character of the conclusions. In Mozambique, the universities, which in most countries are sources of independent research, have a strikingly low output. Some of the more research-oriented national consultancies – for example Cruzeiro do Sul and CFJJ and, in addition G20 – do independent work, but the lack of base funding is likely to cause a bias in the selection of themes towards those favoured by donors and government.

Considering the main trends and tendencies in the production of publications as reflected in the list of literature in Annex 4, some features are fairly clear:

- The majority of documents are in some way linked to the PARPA process
- The studies are mostly quantitative; few consider institutions and processes that are important in the implementation of poverty policies
- There are few qualitative studies. The Participatory Poverty Assessment (PPA) by Centro dos Estudos da População (CEP) and the Relatório Anual de Pobreza (RAP) are notable exceptions
- Many poorly functioning websites impede the accessibility of poverty research

At the general level, there are two studies that have had a greater effect on subsequent policymaking and discourse than most others:

- The “Second National Assessment....” set the record straight with regard to the poverty situation (in terms of poverty headcount) and its development over time

- The RAP launched an alternative to the Government's own assessment, carried the voice of civil society and the poor themselves, and contributed to a more pluralistic debate

In addition, the regular review of the annual plans (Plano Económico e Social (PES)), the Balanço do PES (BdPES), contains information on the implementation of annual budgets in relation to PARPA.

3.3.2 Emerging Issues

It is clear that policy makers will continue to need an increasingly broad range of poverty studies. Such demand exists on the part of government agencies (GEST, DNPO, BM), on the part of civil society, and on the part of donors. In addition, stakeholders at the provincial and municipal level have articulated such a demand.

Based on interviews with users and researchers, as well as on our own ideas, the team compiled a list of poverty research priorities. (See Annex 5 for a full list of ideas collected).

Under the label *strategic issues*, a number of interviewees felt a need for looking at the *causes of poverty*. Closer scrutiny of driving factors is important given the impressive decline in the poverty headcount over the 1996/97 – 2002/03 period. To what extent is the improvement caused by policy factors or by other factors (economic, demographic and climatic) that are not related to policy? What role has the so-called peace dividend played, for instance? What connection is there between poverty and information policy? Is there scope for using success stories of poverty reduction from Mozambique or elsewhere as guidance for practical poverty reduction projects or policies?

Relatively little research has been undertaken on the *different characteristics of poverty*. Is the state of poverty for a person or a family temporary or continuous? Is the majority of poverty temporary or continuous? Answers to such questions could have considerable relevance to targeting, and would perhaps make for more differentiated policies than today, when over half the population belong to the same poverty target group.

There is also interest in considering the relationships between *poverty and macroeconomic issues*. What is the correct policy mix for poverty reduction? How do trade and industrial policy regimes, for instance, affect poverty reduction? What effects do laissez-faire trade and industrial policies have? What may be achieved within a regime with protectionism and subsidies? In particular: are there contradictions in the IMF recipe (Washington or post Washington consensus). What is the meaning of pro-poor growth and how may it be achieved? Finally: are some *aid modalities* better than others in supporting poverty reduction?

Relations between the poor and the wealthy were also mentioned: What link is there between poverty and wealth? The rich will have political and economic power, but how much? Who are the key decision makers in the private economy? What opinions do the well-to-do hold about poor people? What are *their* recipes for getting out of poverty? Is there an opportunity for creating a coalition for social justice, including poor and rich stakeholders?

There was considerable interest in *fiscal issues and poverty*. On the revenue side, one might consider what different tax systems do to the poor, and how they affect rural economies. What are the effects of, for example, asset taxation on bicycles? On the expenditure side, the obvious question is how various budgetary measures may be used for poverty reduction.

Unsurprisingly, *rural issues* were often brought up: How can market and investment chains between rural SMEs and larger companies be used? What is the potential effect of better savings and credit systems in the rural areas? What role does land management and planning play for the rural poor? A great interest was also shown in the fate of SMEs, rural or urban. What might be appropriate incentives for viable SMEs?

Problems mentioned by both rich and poor revolve around the *commercial banks in Mozambique*. There is a feeling that private banks exploit people with poor terms and often require “informal and corruptive” gifts to provide a loan. Compared to the rate of inflation, interest rates seem shockingly high. A further investigation into this and comparison with bank terms in neighbouring countries would be interesting and important.

A number of issues for research on governance at the *local level* were suggested. The state of local service delivery related to the coping strategies of civil servants was one group of issues, decentralisation of PARPA and social services another.

The *legal sector* figured strongly in the ideas of the interviewees. Of particular interest in this respect was people’s concern with the fact that the poor often lose out in important land and asset disputes. Finally, a number of issues of corruption affecting poverty were mentioned. What degree of corruption is there among bureaucrats at the local level? How might anti-corruption measures be included in policies and programmes, thus benefiting PARPA implementation?

In addition to the above, a number of *sectoral* aspects of poverty were mentioned as due or overdue for research. Sectors mentioned were construction, communications, agriculture, electrification, water and sanitation, food and nutrition. A general argument was that donors inject large sums of money for sectoral development and that technical and economic factors tend to rule the implementation strategies, sometimes to the detriment of poverty reduction. Each donor will have needs in the sectors they have particularly focused on. Here, as in the area of crosscutting studies, competence, capacity and institution building would be better served by focusing on ways to use the services of Mozambican research and consultancy institutions.

3.3 Institutions

3.3.1 Present Situation

The team undertook an impressionistic analysis of the institutions from which information was obtained. A summary is presented in the matrix shown in Annex 8. The institutions are characterised according to the following criteria: Production and/or analysis of primary data; Qualitative studies, research; Documentation/ dissemination; Capacity building; (access to) Funding/ Technical Assistance (TA). A simple ranking, according to the team’s impressions, reveals some interesting features:

- The State/ Government sector, apart from the donors, is the best funded and also scores highest on all other criteria, perhaps with the exception of Documentation/ dissemination. Donors also rank highly in all criteria, particularly qualitative studies and research and dissemination, but they seem to be little involved in capacity building.
- At the other extreme, we find the provincial organisations considered (Nampula), which performed low or medium in all scores, being most pronounced for the private sector and the municipality.

- The research organisations, including UEM and the private sector organisations, take a middle position with mostly medium performance.
- For all types of organisations, one or more of the institutions have what we consider to be a high demand for analyses, research and documentation.

3.3.2 Emerging Issues

Since almost all the data sets and their quantitative analysis are produced by government agencies, there is the potential for government monopolisation of analysis of information and therefore a need to **strengthen research institutions outside government**. Recent experience indicates that the civil society organisations within G-20 and “trans-institutional” organisations such as the PO and Agenda 2025, though much less endowed with funding, could contribute in a tangible way to both research and dissemination. It is therefore likely that resources made available to institutions outside government could be used effectively and efficiently.

Although state and donor agencies are relatively strong in quantitative and qualitative analysis, and have access to considerable funding, they are quite **weak in documentation and dissemination**, perhaps with the exception of INE, BM, WB and UNDP. As research and debate needs to take on a more pluralistic character and be more pervasive in society, institutions producing poverty research have to pay more attention to making results accessible to the research community and the general population through better documentation and dissemination.

There is a clear tendency towards a greater demand for studies on poverty aspects from both government and donors. The public university, **UEM**, however, which potentially could be the most important supplier of such studies, is not much involved in poverty-related research and documentation. Other training and research institutions, private and public, with a focus on governance fare much better. There is an emerging pressure on UEM to produce more poverty-oriented research, which would not only generate research results but would also support the university’s **capacity building** function. This opportunity has not so far been a systematic part of poverty analysis and monitoring, with the exception of some government institutions and research units.

In Mozambique most of the data analysis and research focus on the national level and take place in Maputo. ESDM data, for example, is not available at the sub-provincial and municipal level. With the emerging attention to local governance in provinces, districts and municipalities, there is an obvious **need for capacity at the sub-national levels to undertake simple relevant analysis of poverty issues**. The positive example of Nampula shows that, under favourable circumstances, provinces may take initiatives towards and manage provincial poverty monitoring institutions.

4. Ways of Supporting Poverty Research in Mozambique

This section deals with how northern institutions and donors may help build a research infrastructure that may support Mozambican institutions and individuals that focus their research on poverty. After having pointed to a few important general issues as background, we consider research cooperation, documentation and dissemination, capacity building, training, the exchange of personnel, institution building and, finally, how donors may contribute to a more pluralistic approach to researching and debating poverty issues in Mozambique.

Research structures in Mozambique, as in other countries, are based on academic disciplines (economics, sociology, political science, and so on) and not on multi-professional policy issues such as poverty. Therefore, support to institutions will necessarily also support research on issues other than poverty and may be indistinguishable from general institutional support for social science research. Our idea would be that support should focus on institutions where poverty issues form a major part of their research programmes.

Policy making in the short and medium term will be affected by many things. The growth of the economy is expected to continue, based on a steadily freer and more conducive environment for the private sector. To discover whether or where this leads to a change in the poverty situation, closer and more focused monitoring of the poverty situation is necessary.

In the public sector, the advent of PARPA II will involve considerable policy research as well as monitoring, as poverty reduction policies, after having benefited from the effects of peace and reconstruction dividends, will need an increasing degree of sophistication. In particular, the focus is likely to intensify on the second and lower tiers of government. Donors may require more research as the needs in various sectors become less obvious.

4.1.1 Research Cooperation

Research cooperation may assume a number of forms and directions. The most usual approach is that two or more institutions cooperate on one or perhaps a cluster of research projects under a programme umbrella. The funding of cooperation may vary. At one extreme, institutes may work together for a client on consultancies or contract research. At the other extreme, a benevolent institution may provide funding for research projects to be decided upon by the cooperating institutions. In **North-South** research cooperation under the latter funding modality, research cooperation will often include explicit training in research methodology as well as institution building elements. The balance of advantage in such research cooperation is usually that the northern institutions get access to data and may enhance their research experience, whereas the southern institutions get the benefit of enhancing their standing by working with highly reputed institutions and add to their capacity building efforts.

The strongest links of research cooperation between Northern and Mozambican institutions appears to be those involving state institutions (DNPO, GEST and others) and to some extent the UEM. Both for such institutions and for the much smaller independent organisations, one problem is a lack of capacity on the Mozambican side. This problem creates a “vicious circle”, with the Northern institution taking over operations rather than building capacity.

South-South research cooperation is only in its early stages, but bears some promise for a country like Mozambique. Since the level of institutionalisation of research is relatively low in Mozambique, the country may benefit from cooperation with well-reputed institutes from South Africa or Southern Africa, perhaps through one of the networks that has emerged during recent years.³⁴ Single southern institutes or networks such as SEAPREN³⁵ may also be included in various forms of triangulation. Greater participation in *regional* networks by Mozambican institutions would, despite the language difficulties that might arise, be fairly in line with general policies in Mozambique to become better integrated with the southern African region.

Donors in Mozambique are in an excellent position to support and nurture research cooperation through their knowledge of research institutions and networks in the host country, the donor country, and other developing countries where the particular donor is operating. Donors may therefore take the dual role of “door openers” as well as funding sources for North-South research cooperation. It would be possible, for example, to gather information on useful links for Mozambican institutions on a website focusing particularly on promoting research cooperation in Mozambique. This could be done via a small project funded and run through PAMS, for example.

The main way in which donors may support poverty research cooperation is, however, by funding. They may, *firstly*, take into consideration more than at present capacity building and North-South research cooperation when tendering for research related to the sectors in which they are involved. Capacity building responsibilities are best suited to academic or independent research institutions, but may also be contained in research implemented by firms normally considered to be commercial consultancy firms.

Secondly, it is also possible to approach research cooperation from the institutional end. Donors may inform local and national institutions about possibilities for research cooperation and follow up with funding, the use of which would be decided on by the two institutions.

Thirdly, donors may offer the creation of any of the above two forms of cooperation project to southern institutions, instead of northern ones. This may be done through donor representatives in other developing countries. Alternatively, research networks such as SEAPREN³⁶ may be used.

Donors

Many research results will be equally important for *all* donors, as well as government institutions such as INE, DNPO and GEST. A certain degree of coordination could therefore prevent overlaps, reveal synergies and thus make for a more efficient use of scarce research funding. It would therefore be appropriate for donors, working with appropriate government institutions and an umbrella organisation for research institutions, to *establish a system for the monitoring and coordination of poverty research*. Taking the initiative for such a system could be a suitable task for PAMS. It is suggested that donors also encourage, perhaps with modest financial support, local institutions to build a poverty network that might, as one of its activities, run a website with information on the various institutions and individuals.

³⁴ Formally, a large number of networks exist between academic and other research institutions but the level of activities is often constrained by a lack of funding.

³⁵ The Southern and Eastern African Policy Research Network (SEAPREN) consists of ESRF, Tanzania; EPRC, Uganda; NEPRU, Namibia; DPRU, South Africa; BIDPA, Botswana; IPAR, Kenya; and INESOR, Zambia; and has a link to a Norwegian institution (CMI). The arrangement represents a particular form of multi-angular cooperation where a significant financial input comes from a northern donor (Norway).

³⁶ Information about this network may be found on their website <http://www.seapren.org/>

Research Themes

There appear to be a number of worthwhile themes for further research that could be organised as some form of research cooperation. Taking into consideration the expressed needs among stakeholders for further research on poverty in Mozambique - indicated in 3.2.2 above and listed in Annex 5 - and the existing competence and interest from potential Mozambican and external collaborative institutions, it is proposed that the themes listed below are important, may be focused on in the short and medium term, and might involve donors in encouraging research cooperation of one or the other kind:

1. Poverty Characteristics

If the policy aim is “poverty reduction” and not the much broader “development”, the need for focusing policy comes to the fore. In the present situation in Mozambique, where over half the population are classified as “poor”, a policy covering all poor may well be wasteful compared to one that focuses on different groups of poverty-stricken people in different ways. This leads to the research question of whether one can differentiate various types of poverty and what the key poverty reduction measures should be for each of them. Is the majority of poverty in Mozambique, for example, temporary or permanent? Is poverty regional rather than situation determined? Is there a definite difference between “deep” and “lighter” poverty, “strongly damaging” and “not so damaging”? How may a differentiation of the types of poverty lead to better targeting?

2. Poverty and Decentralisation

PARPA II aims at decentralising governance and to some extent public service delivery. This is clearly a move that will be popular in the provinces, since our impression during fieldwork was unequivocally that people beyond central government felt PARPA to be irrelevant to them. There are, however, both advantages and disadvantages to decentralisation. Whereas services and governance come closer to the people, differences between the various levels of sub-central government may introduce differences between public services in one part of the country and another. A mapping of the experience of decentralisation so far and a survey of experience in relevant comparator countries should be undertaken in order to avoid mistakes as decentralisation policies are being implemented.

3. Poverty and Economic Governance

By all observations, a small but strong economic-politico “upper class” is emerging in Mozambique. This group of people is likely to provide key decision makers in both the private and public sectors in the country and their views will form policies in many fields, including poverty reduction. The first research question is who they are, and the second which specific roles they play in policy making around poverty issues. This will clearly depend on the opinions they hold about poor people and their perceptions of recipes for getting out of poverty. Analyses of the *discourses* of the rich may throw light on such questions and would be of value in evaluating the realism of different types of poverty reduction policy put forward by donors and governments.

It is commonly assumed that taxes do not affect the poor significantly, but little work has been done on the primary, and, in particular, secondary, effects of tax and different taxation systems on the poor in Mozambique. An example of a specific issue that would merit investigation is how the elaborate permit and fees system in connection with business authorisation as well as income taxes for the richer may affect the poor in various local rural economies. Another question would be how the present decentralisation plans may necessitate higher levels and stricter implementation of third tier taxes and thus affect the poor.

The size, type and quality of public expenditure normally affect the poor more than the revenue side of the budget. How government expenditure affects various income and other (age, geographical) groups of the population is usually left to vague assumptions and speculations. Questions of how public expenditure may better be used for poverty reduction can, however, be analysed in both qualitative and quantitative ways. Interviews and participant observation may unveil the various ways that the poor are affected by policy moves at the macro and budget levels. The use of modelling techniques such as micro-simulation may be a way to explore the poverty effects of fiscal policies quantitatively.

4. Poverty and the Law

In Mozambique, the degree of corruption among bureaucrats at the local level appears to be high. The team registered a number of informants that held strong opinions about the extent of corruption in local government concerning land management and planning which had a negative effect, particularly on the poorest. Research might unveil, at least in part, to what extent this allegation might be true, to what extent and how land allocation actually has produced poverty-creating or -maintaining effects, and to what extent and how systems may be cleaned up and improved so as to produce positive effects for poverty reduction. It will be of considerable interest to know in general how anti-corruption measures may best be included in policies and programmes to benefit PARPA implementation.

Poor people are often vulnerable to the dominance of politically or economically powerful groups. They, for instance, apparently lose out in important land and asset disputes regularly. They also appear to lack access to the legal system that might protect them from exploitation. It is therefore important to know more about the kinds of factors that prevent their access and to what extent the lack of access drives them deeper into poverty.

5. Influence on Poverty from Other Policy and Non-policy Arenas

Was the improvement in the poverty situation over 1996/97 – 2001/02 caused by policy factors alone? To what extent might it have been caused by other factors (economic, demographic and climatic) that were unrelated or weakly related to policies? The importance of considering the “whys” of poverty reduction is that it is often assumed that it has been caused by policies alone. Although one should not discard the effect of policies, other factors, such as those mentioned above, should be brought into greater focus. These could be, for example: How do trade and industrial policy regimes affect poverty reduction? What may be achieved in a regime with protectionism and subsidies? What might be the result of *laissez-faire*?

Through the recent popularity of micro-credit and the like, savings and credit systems in the rural areas have come into focus. There appears to be little interest from Mozambican banks in the business potential of small rural enterprises. This requires research on the actual situation with regard to rural credit and savings and to what extent it poses a constraint for rural production and employment. Much research on this issue has approached the theme as if credit were the only constraint for rural enterprises and has ignored social and cultural constraints. Relevant research on constraints, on present effects and on possible solutions will have to look beyond financial and economic issues.

A related issue is the Mozambican population’s present clear, strong and general dissatisfaction with Mozambican banks. The general discourse reveals unbecoming stories about exploitative borrowing terms and corruptive practices. The banks put forward a very different story. If the popular view is true, banks constitute a grave barrier to the growth of business. An investigation into interest rates and other borrowing terms in Mozambique’s commercial banks and a comparison with banks in neighbouring countries would be interesting and significant.

6. Donors and Poverty

Whereas poverty reduction has always been a central target in cooperation policy, the *modalities* considered to be “standard” have changed considerably over the last 30-40 years. The changes from project aid, through sector approaches, to budget support have been profound, as have changes in “standards” concerning the relative roles of the state/government and NGOs. These changes have only partly been caused by changes in views of how best poverty reduction could be achieved, and have also been driven by administrative considerations on both the donor and recipient sides. It may not be certain that poverty reduction will only benefit from the present standard modalities focusing on budget support and recipient responsibility. Research into this might make it clearer to donors whether there are drawbacks in terms of poverty reduction attached to any of the modalities in use, or whether there are modalities not much used so far (pay by results, for example) that may be beneficial.

Donors inject major resources into sectors such as construction, communications, agriculture, electrification, water and sanitation, food and nutrition. The technical and economic aspects of implementation in such sectors/projects require considerable specialist input. Does this input tend to rule implementation strategies and restrict the emphasis on poverty reduction aspects? Is it possible that donors are crucially occupied with poverty reduction and yet, when it comes to major projects, tend to omit appropriate streamlining of poverty reduction?

It is very difficult to prioritise the above possible ideas for research. Perhaps most of all, the list is based on popular opinions of what the interesting and significant ideas are. Additionally, priorities are certain to vary with the persons proposing them. Certain researchers will think about them in terms of academically interesting topics while donors and policy makers will tend to attach more importance to policy or operational goals.

In a policy context, with PARPA II continuing its focus on poverty reduction, good governance and strengthening the decentralisation drive, clusters 1, 2 and 3 above would seem highly policy relevant. The legal issues touch on presently “hot” discussion areas among donors and the general public alike. The “why” issue, related to the reduction in poverty 1997/98 – 2001/2002, is also important in spurring work on better policy and preventing the possible mistake of assuming that policies were right and must be so for the future. Credit issues will gain more importance as the “catch-up” growth stage ends and more productive investment is needed in small and medium scale industries. Donors will no doubt be interested in evaluating themselves and their possible impact on poverty alleviation.

Since it is fairly clear that the human resource base for research cooperation is rather weak on the Mozambican side, it will be important for donors to cooperate in order to prevent the incentives given from leading to a situation of a “takeover” of Mozambican poverty research by northern institutions. It is suggested that, since university based and independently based research institutions are few, a number of consultancy groups (some mentioned in 2.2.7 above) may also be invited to set up cooperative research with northern institutions.

4.1.2 A Centre for Poverty Documentation

Research is heavily based on information systems: traditional libraries as well as on-line ones. In Mozambique, the balance of the team’s evidence indicated that most researchers and analysts have real problems in obtaining both data and literature. Computer systems are unreliable and most observations are that data sources are difficult to deal with and highly bureaucratised.

A documentation centre situated in Maputo, with adequate data systems for outreach to the extent possible, could remedy the situation with regard to local literature resources. There is a documentation centre in MPD, which gives access to institutions in the public sector, whereas there is conflicting information as to the extent to which it is open to anybody who wants to use it. It is proposed that such an organisation should have a base outside the public sector, perhaps linked to the civil society organisations forming part of the Poverty Observatory.

It may be necessary to support such a centre for a while with technical and financial assistance by, for instance, contracting a northern research institution with appropriate competence in such a project.

Institutions both inside and outside the public sector, however, do have problems with access to the world's libraries. By far the easiest way to provide access to everybody (in Maputo) would be to finance library access. This might be linked to documentation that is already available in the MPD (DNPO/GEST).

An initiative that may help in this respect has already been taken by the Danish Government through the planned *Poverty and PARPA Research Fund (PPRF) and Documentation Network*, which has its activity focused on Government. It represents a sub-component of DANIDA's overall support to the Public Sector Reform (PSR), with the MCT (Policy Unit) as executing agency and DNPO as "beneficiary". Its goal is to contribute to poverty reduction by enriching the public and political debate on poverty and poverty reduction policies in Mozambique through research related to poverty issues. The project's immediate objectives are:

- The facilitation of access to resources to conduct independent action-oriented and gender-balanced research,
- The improvement of alternative ways of conducting research by encouraging civil society to join forces with researchers from universities, and
- The improvement and facilitation of dissemination of and access to poverty-related research results.

The main instruments for achieving these objectives are the establishment of a research fund (PPRF), as well as the setting up of a documentation network (DocNet). The link of both components to the PO is stressed. The project was under review at the time of writing, given the fact that it had not (yet) produced the planned results. The main causes for this may be seen in the lack of general public knowledge about and demand for the PPRF, the extremely bureaucratic procedures for accessing it and the "institutional distance" the MCT has to poverty-related research and monitoring.

Concerning the institutional embedding and location of such a centre, the authors see four distinct possibilities:

- Inside government, MPD, DNPO or GEST, for example
- At an academic institution, through the creation of a "Centro de Documentação e Estudos da Pobreza –CEDEP, for example, at the UEM
- As part of the research institution proposed in 4.1.4 below
- In an independent set-up, associated to the *Associação Moçambicana de Economistas (AMECON)*, for example

Important among the scope and functions for a centre for documentation on poverty-related research and analysis would be:

- The screening, collection, selection and classification of primary material linked to PARPA, such as aides-memoires of annual Joint Reviews and Mid-Year Reviews, papers generated by the Working Groups etc.
- The screening, collection, selection and classification of quantitative and qualitative studies with a poverty focus
- Serving as the depository of sectoral studies and consultancy reports generated by donors, which would be documented, classified and archived at the Centre
- Maintaining a specialised physical and virtual archive and library, where the collected, non-classified documents could be accessible to the interested public (government departments, media, researchers, scholars and so on)
- The establishment and maintenance of a Mozambique Poverty Portal with a regular bulletin or newsletter, a list of acquisitions and exchange arrangements with and links to other relevant sites and institutions (INE, BM, PO, WB, UNDP, IMF, PAP, CEDIMO,³⁷ universities, regional and international institutions and centres with a poverty focus)
- The production of bibliographies and working papers on selected poverty issues
- The in-house training of documentalists, including classification, service to the public, and the establishment and maintenance of a specific poverty-related thesaurus

In an initial phase such a centre would probably need to be supported by base funding for its investment and running costs, including salaries for two documentalists/ librarians and one IT expert. It would have to be decided whether qualified personnel could be found in Mozambique or whether one would have to recruit externally. It is considered necessary to assist with TA, perhaps drawn from one of the major northern library/ documentation institutions.

4.1.3 Capacity Building, Training, Exchange of Personnel

Perhaps the most important obstacle to more and better policy research outside Government circles is merely the fact that there is a lack of people and institutions with the appropriate background and infrastructure to do such research. Therefore, support modes such as research cooperation and documentation may have a limited effect, even with generous funding. We tend to believe that capacity building and training and to some extent the exchange of personnel will be key medium-term components of support, together with research cooperation that will be more effective in the shorter run.

The (northern or southern) institutions to be considered for support to poverty research in Mozambique will therefore preferably have to be broad based and experienced enough to cover both research cooperation and one or more components of capacity building.

There are two projects in Mozambique which appear to have the right institutional strength from the northern side:

Monitoring and Reducing Poverty: Policy Analysis and Training in Mozambique was elaborated by DNPO in collaboration with the International Food Policy Research Institute (IFPRI) and financed by the Swiss Agency for Development and Cooperation (SDC), the Danish International Development Assistance (DANIDA) and the Department for International Development (DFID). It contributed to strengthening the capacity within DNPO to conduct timely, rigorous policy analysis, with a focus on poverty reduction. Part of the output was the completion of several key poverty studies, as well as a contribution to an operational poverty monitoring system.

³⁷ Centro de Documentação e Informação de Moçambique, in the Ministry of State Administration (MAE)

Another project which also addresses problems in the public sector is the *'Policy and Poverty Team, a joint venture between DNPO and the Gabinete de Estudos (GEST)'*, which aims at the institutional development of GEST, to be supported by three partner universities: Purdue University/ USA,³⁸ the University of Copenhagen, Denmark (Institute of Economics) and Sussex University, UK (Institute of Economics). The project, to be started in early 2005, aims at creating increased capacity both for poverty policy-oriented operational work and for the production of relevant research. The proposal emphasises capacity building and training, especially for younger generation students, and thus institutional cooperation with UEM and with the MA and PhD programmes of the collaborating universities.

Both the projects aim at the public sector, the latter more specifically linking with the University, and would therefore play a key role in strengthening institutes that at present only engage in poverty research to a small extent. While they are both clearly worthy of strong support, they may do less to broaden poverty research and analysis for civil society and the private sector.

Additional donor support for poverty research ought to consider more twinning operations for capacity building between independent institutions in the north and in Mozambique, again to give civil society and the private sector a research edge. Twinning and capacity building blends in with research cooperation. The same methods mentioned under research cooperation (4.1.1) to start more twinning/ capacity-building schemes would be appropriate, and the same difficulties apply.

4.1.4 Institution Building

Projects and proposals aimed at setting up and/or complementing institutional capacity for research, documentation and dissemination (and at funding of such activities) have in the past focused on government institutions, such as DNPO, GEST (both in MPD) and, to a lesser extent, the Ministry for Science and Technology (MCT). These projects have built valuable experience with institutional cooperation in Mozambique.³⁹

Several of the team's interviewees, and notably some from state organisations, argued in favour of the creation of a more autonomous, "trans-institutional" documentation and research institution, with research on poverty reduction as one of its specialties. The institution might have government as a primary client, but also service the demand and interests of civil society (e.g. G-20), the private sector and donors.

Mozambique does not have, as yet, an independent policy research institution similar to those found in other countries in the region. Tanzania has the Economic and Social Research Foundation (ESRF); Botswana, the Botswana Institute for Development Policy Analysis (BIDPA); Namibia has its Namibian Economic Policy Research Unit (NEPRU); and Kenya the Institute for Policy and Research (IPAR). Comparable institutions can be found in a number of other African countries. Several of them have benefited from support from the African Capacity Building Foundation (ACBF), particularly in the early development stages. Even though some of them form part of government, they all have a considerable degree of autonomy and tend to have prominent positions in the policy debate and regularly conduct important policy analysis projects for their governments. Most of them do considerable consultancy work for governmental and non-governmental clients. They are particularly active on public policy questions and have multi-professional social science research environments, mostly with a considerable emphasis on economics.

³⁸ One of its staff members is presently an advisor to DNPO and the IAF.

³⁹ See, for example, Evaluation of Support to Gabinete de Estudos in Ministry of Planning and Finance, Mozambique. Study commissioned by Sida, NORAD and Swiss Development Co-operation. Svein Jørgensen and Dag Aarnes, Nordic Consulting Group, 27 November 1999.

Some institutions in Mozambique come relatively close to the examples quoted above. The mission found considerable potential in organisations such as *Cruzeiro do Sul* and the *Centro do Formação Jurídica e Judiciária*.

Apart from the two examples mentioned above, the size, activities and institutional strengths of independent research institutions in Mozambique tend to vary considerably. Most of them are set up as consultancy firms and thus have no base funding. This constrains them in human resource development and institutional capacity. They will normally not be able to employ young professionals and run training programmes in the same way as institutions supported by ACBF or other donors. They also tend to be less stable as institutions.

The team saw a clear case for recommending further consideration towards establishing an independent research institute in Mozambique along the lines of what has been done in other countries in the region. Box 2 overleaf sets out some relevant experience from the establishment of BIDPA and NEPRU. It is clear from these examples that different conditions in institutions and countries have created different circumstances for the institution building process but that organisations have evolved towards similar patterns in terms of positions and tasks.

Our Mozambican interview partners had fairly clear ideas about the type of institution that ought to be set up. The institution should

- focus strongly on quality, both in terms of outputs and in terms of organisational efficiency
- not be formed as part of the university or public sectors but have strategic and functional links to institutions of higher learning for capacity building
- focus on clearly defined key areas such as poverty reduction, economic growth, public sector efficiency and reform
- be based on methodological pluralism and a multi-disciplinary approach, economics and social science playing an important role
- produce and disseminate quality working papers and perhaps a journal
- organise public debates and produce proceedings from such debates. Frequent seminars should call on the private sector and civil society, as well as government
- perhaps be entrusted with the management of a research endowment augmented by different sources, including government and donors, and available for a wide range and variety of researchers
- perhaps run a user friendly, easily accessible virtual library and documentation centre

Box 2: Institution Building: Experience from Botswana and Namibia

The Botswana Institute for Development Policy Analysis (BIDPA) and the Namibian Economic Policy Research Unit (NEPRU) both contribute considerably to policy analysis in important policy areas in Botswana and Namibia respectively. They have open relationships with their governments and their competency and impartiality are well respected by the private sector and civil society. They were, however, initially established for different reasons. NEPRU was started just before independence in 1990 as an attempt to unveil certain fraudulent practices by the pre-independence colonial administration and in order to establish a policy think tank that might be transferred to Government and support policy work in a public sector planning unit to be set up after Independence. BIDPA was set up in 1995 to improve capacity building in policy analysis and function as a think tank that could shape and articulate independent views about public policy issues, which until the early nineties had been the exclusive responsibility of state institutions.

Whereas the beginning of NEPRU was closely related to the ruling party, with a board that initially only met occasionally, BIDPA had a very active board drawn from key government ministries and parastatals as well as the private sector. In a number of respects there were similarities between them that have increased over time. For example, the boards are presently both active and strong, with a number of “heavy” government and private sector representatives.

Common to both was the start of institution building supported by an experienced independent northern research institute (CMI). In the setting up stage, the management of administration and funding were supported by experienced CMI staff within the general directions laid down by the boards. Important funding was contributed by flexible (Nordic) bilateral donors and contributed to a rapid start of operations, particularly in the case of NEPRU. The start (in BIDPA’s case) and further development (for NEPRU) was also supported financially and otherwise by the ACBF. Considerable base funding for BIDPA was contributed by the Government (and still is) whereas NEPRU’s only support from Government has been through research and consultancy contracts. NEPRU has, however, long argued that much of its work is of a “public good” character and that the institution therefore ought to be given a considerable government contribution. In both cases there was a clear interest from the Governments in building up an institution which could encourage the use of the countries’ own intellectual capital instead of using external consultants whenever major policy-oriented studies were needed. It was thought that domestic institutions would ensure that the learning and training opportunities that present themselves in policy studies could be utilised to build future policy research capacity.

Both institutions have Government and University board membership but are administratively independent from Government and from the Universities with which, however, they both have excellent professional relations. In both cases, expatriates form a considerable part of the seniors, some from the north and some from neighbouring countries. This has partly avoided any unwelcome attempt to recruit senior local staff from government and universities. ACBF and donors have in both cases accepted international salary levels for expatriates just as in other countries they accept the use of international salary levels to attract well educated diaspora citizens (e.g. academics from the US and Europe who might want to “go home” but are discouraged by the salary levels in the institutions of the home country).

The institution may be built from scratch, or there may also be existing institutions that may be upgraded outside the University/ Government realm. Organisations such as *Cruzeiro do Sul* and the *Centro do Formação Jurídica e Judiciária* would be possible bases. A slightly different approach would be to build research and documentation capacity around the existing Association of Mozambican Economists, *Associação de Economistas Moçambicanos (AMECOM)*. In recent years, AMECOM has been engaging in public debates and produces a review, although it appears irregularly.

In the cases of NEPRU and BIDPA, the possibility of strengthening an existing institution was considered but abandoned despite the fact that in both cases there existed institutes within the

Universities set up to do policy research. In both cases, the institutions in question were not considered to have the right profile and it was considered difficult to change existing administrative, personnel and professional arrangements (for employees as well as leadership and board/governance) to conform with the overall ambitions that were set for the institution.

A strong policy research institution can only function satisfactorily if it is well staffed. Quality, not quantity is the watchword. An initial period with 2-3 researchers at the senior level in addition to support staff may be a suitable start for an institution. This might grow to some 20 research staff over a few years (perhaps 5 at senior level, 10 at the middle level and 5 in junior recruitment positions). Since the number of academics that may be employed at a new institute is more or less given in the short run, the need for researchers for the new institutions will have to be covered by enticing staff to move from other institutions. Even 3-5 senior researchers was seen to be too many for Botswana, which had few suitable candidates who were not doing important jobs in the University or Government. A good link and “gentlemen’s agreements” with the potential “giving” institutions prevented a painful loss of staff in institutions such as the Central Bank and the Ministry of Finance. The need to recruit regionally or internationally was readily accepted.

If the recruitment situation were to be the same in Mozambique as in Botswana, the same way of avoiding conflict might be used. In fact, however, it is likely that Mozambique has many more nationals (diaspora) abroad with suitable experience and education, who could be attracted by suitable salary levels. In addition, it might be decided that a new institution might be a better way of utilising existing analytical capacity. In Namibia, for instance, key SWAPO brainpower was used to run NEPRU in a very crucial period when much policy work was needed. It was argued that it would be better to have analysts in a non-sectoral institution so that they could attend to the most important policy issues *in a number of sectors* and also contribute to consistency between the different sectoral policy areas. It stands to reason, therefore, that attracting top level Mozambican researchers (and not diaspora) to a new institution in Mozambique, although it could be painful for the “delivering” institutions, would in fact be an efficient way of using scarce reserves, especially if they are supplemented with returning diaspora nationals rather than researchers of foreign origin.

In the proposal for its Five-Year Plan submitted to Parliament, the newly elected government recognises and emphasises the importance of research for development and poverty reduction, even considering the creation of a National Academy of Sciences and a National Research Fund.⁴⁰ Thus a window of opportunity exists for setting up a new institution. From a donor perspective, such a new institution would create the possibility of pool funding, putting the present limited harmonisation and coordination of its support (in this sector) to a valuable test.

4.1.5 Pluralistic Research and Discussion

The concept of pluralistic research is understood and interpreted in various ways: narrowly, as a style of research that attempts to merge quantitative and qualitative methods, more broadly as an approach to research which blends in with important discourses in society and has an explicit policy-oriented, interactive and even operational edge. Our interviews with key policy and research people as well as with donors in Mozambique pointed to a clear demand for a more pluralistic professional analysis and debate in the broad sense. This section considers how pluralist poverty-related research and discourse in Mozambique might be stimulated.

In its narrower sense, the stimulation of more pluralistic research in the short term is partly a question about the balance between various professional approaches, such as quantitative economics and the qualitative approach of social anthropology or rural sociology. Donors, who

⁴⁰ Proposta de Programa de Governo para 2005-2009, Maputo, March 2005, p. 29f.

finance most of the poverty-related research in Mozambique, could have a strong influence on the degree of pluralism through the formulation and guidance of contracts for research and consultancies. The more donors express their interest in research projects which encompass studies of structures, processes and functions *together with* quantitative analysis, the more they would give incentives for projects that adopt pluralist methodologies.

Progress may also be achieved through capacity building measures implemented by essentially pluralist institutions and researchers. Separate professional categories may merge and work in tandem when appropriate and bring up budding Mozambican researchers in a tradition more pluralist than at present. Donors may also have a strong influence here if they prefer and advise government to select pluralistic northern institutions as consultants and cooperating researchers and “capacity builders”.

In the *long run*, most of the universities and other institutions that build future Mozambican research staff will be in a key position to stimulate students to cross the qualitative-quantitative barrier. Again, donors as well as the expatriate academics involved could stress pluralist approaches in giving courses and seminars on poverty-related issues. The UEM has valuable experience in this respect, arranging courses and seminars for students. Although the number is increasing, there is still a need for more Masters students and PhD candidates with the skills to carry out quantitative and qualitative research on poverty in Mozambique.

The issue of stimulating a pluralistic *debate* was discussed with a number of interviewees. While the institutional location and adequacy of a debating forum may be subject to institutional preferences, the following **basic tenets** for setting up and guiding a debate do not seem controversial. There is agreement on the following:

- The debate needs to be academic and independent in nature
- The focus should be increasingly on qualitative and policy aspects of poverty
- Qualitatively well written and scientifically sound papers should inform the debate
- The debate should be public and open to national and international participants and stakeholders
- The outcome of the debate (proceedings, papers, articles, and so on) should meet international standards for publication and should be published, preferably in Mozambique
- Institutional links to research and training institutes and to the proposed documentation centre (see previous chapter) should be sought and reinforced, so that the debate and its outcomes become relevant for training and research

Different opinions were noted concerning the **forum** that should undertake such a debate. One idea is that of arranging annual *Jornadas sobre Pobreza*, one to three day workshops on annually changing, specifically selected topics related to poverty reduction and development. In such *jornadas*, preferably to be organised by academic institutions in close collaboration with relevant government departments and the Central Bank, commissioned papers on the topics selected would be submitted, commented upon and discussed. The discussion would be documented and, together with the papers, published, after any necessary editing and quality assurance.

Another potential forum for stimulating debate on poverty is seen in the already existing *Associação Moçambicana de Economistas (AMECON)*, which has been organising public debates and is producing a journal, which appears irregularly. **AMECON** is thus seen not only as an ideal forum for a poverty debate, but also a potential nucleus for a research and documentation centre, responsible for the stimulation of debate (see 4.1.2 above).

The **Internet** may also be used as an instrument for teaching and learning, making it possible to attend poverty-related courses on the Internet. The Internet also has considerable potential for stimulating debate, through the use of debating forums, for instance. A website for the above-mentioned purposes may be set up in connection with the establishing of a national research centre for poverty research.

The question of **funding** is central. Adequate resources are necessary in order to establish a national resource centre for poverty research; to set up websites and internet-based courses; and to arrange university courses and seminars. Poverty issues are, however, high on the agenda, both for the government and for the donor community, and funding may become available if well thought out and feasible plans are prepared.

PART II:

Norway's Role

5. Norwegian Institutions and Research

5.1 Introduction

The aim of Part 2 of this report is to explore the question of how the Norwegian research community may be involved in the analysis of poverty and in capacity building for poverty research in Mozambique. In order to contribute towards answers to this question, this Chapter will, first, take a brief look at the Norwegian research institutions involved in poverty research, including the sectors of fisheries, energy, and health in which Norway and Mozambique have special relations.

Norwegian development policy has, for the last couple of decades, had a particular focus on poverty (Liland, 2003:197). This focus is reflected both in the Norwegian Government's policy strategy plan "Fighting Poverty – The Norwegian Government's Action Plan for Combating Poverty in the South towards 2015",⁴¹ and in the Norwegian Ministry of Foreign Affairs' most recent policy report on development policy, the "Stortingsmelding No. 35".⁴²

Poverty has also been one of the Research Council of Norway's (RCN) five priority areas since 2002. A result of this focus is the report "Breaking the circle: which ways out of poverty?" in which the Council's Planning Committee outlines the present research challenges and key problems within poverty research.⁴³ Currently, the Comparative Research Programme on Poverty (CROP) is also preparing a report requested by the Research Council, aiming at a state-of-the-art assessment of international poverty research.⁴⁴

A common concern of all of the above-mentioned policy papers and reports is the importance of Norwegian collaboration with institutions in the south and the role of the Norwegian research community in contributing to the strengthening of the developing countries' own capacity in poverty research (Utenriksdepartementet (2002):63, Utenriksdepartementet (2003):67, 85, Jerve (2003): 39, and Øyen (2005): Chapter XI).

Funds allocated for research cooperation and capacity building also comprise Norwegian collaboration with institutions in the south. The *Norwegian Agency for Development Co-operation (NORAD)*⁴⁵ provides funding for long-term cooperation on research between Norwegian research institutes and research institutions – universities, publicly financed or independent research institutes – in developing countries.⁴⁶ In collaboration with the Norwegian Centre for International Cooperation in Higher Education (SIU), the "NORAD Fellowship Programme" offers students from

⁴¹ See "Kamp mot fattigdom! Regjeringens handlingsplan for bekjempelse av fattigdom i sør mot 2015." Oslo: Utenriksdepartementet (2002).

⁴² See "Stortingsmelding nr. 35 (2003-2004). Felles kamp mot fattigdom: En helhetlig utviklingspolitikk." Oslo: Utenriksdepartementet (2003).

⁴³ See Alf Morten Jerve et al. "Breaking the circle: which ways out of poverty? Report from the Planning Committee to consider research on poverty reduction." Commissioned by the Research Council of Norway. Oslo: Research Council of Norway (2003).

⁴⁴ See Else Øyen et al. "The polycyclic landscape of poverty research". Commissioned by the Research Council of Norway. The report is available at www.crop.org.

⁴⁵ For more information see www.norad.no.

⁴⁶ The projects must focus on long-term research, education and international cooperation. Funding may be provided for up to three years and up to a maximum of NOK 1.5 million per year. The maximum amount may be exceeded in special cases.

Mozambique a two-year scholarship to study in Norway or countries in Africa or Asia, and the “Quota Programme” offers Mozambican students individual scholarships for one-year studies, two-year Masters programmes, and full PhD programmes.⁴⁷ Additionally, the *NUFU programme* gives support to joint research projects, research education, and collaboration between Norwegian institutions and universities in developing countries (see below).⁴⁸

Furthermore, the RCN⁴⁹ supports international research collaboration through various programmes, and contributes to research on issues such as global health, development and poverty reduction. Highly relevant regarding possible funding for collaboration on poverty related research between Norway and Mozambique is the new initiative on poverty research. The initiative stresses the importance of international research collaboration projects spanning the next ten years. Another research programme worthy of mention is the programme on “global health research” which focuses on health problems in low and middle income countries and has a special focus on poverty related diseases. The RCN will make announcements for both projects in 2006.⁵⁰

It is clear, then, that funding channels for Norwegian research cooperation with Mozambique exist. The question is how appropriate they are for the two parties and how they can be utilised.

5.2 Norwegian Institutions Involved in Poverty Research⁵¹

Only a few of the research institutes in Norway have poverty as a major area of attention. At the same time, however, researchers within a number of institutions emphasise the poverty aspect strongly. Some 20 research institutes and university departments and centres have activities linked to poverty research *in Norway*. The bulk of these are situated in Bergen or Oslo. There have been 50-70 poverty related projects carried out since the mid 1990s.⁵² The number of poverty researchers identified, i.e. researchers having published poverty related literature, is about 60.⁵³ Only a handful of these, however, could be considered to be “poverty researchers”, if one applies a narrow definition of poverty research (Jerve, 2003: Chapter 4; Tjoflaat, 2003: Chapter 2). (See Annex 7 for a detailed listing of Norwegian institutions and researchers focusing on poverty.)

The only institution focusing exclusively on poverty in Norway is the Comparative Research Programme on Poverty (CROP).⁵⁴ CROP is, however, not a research institution but an international NGO founded by the International Social Science Council (ISSC). Its secretariat is situated at the University of Bergen, its main role being to *coordinate* the organisation’s extensive worldwide network of about 1700 members, as well as arranging and coordinating conferences, workshops, seminars and publications. Most of CROP’s research activities do not take place in Norway or involve Norwegian researchers. The organisation’s Scientific Director, Else Øyen, however, ranks

⁴⁷ Maximum of 4 years.

⁴⁸ NORAD also gives support to research institutions in the south: the African Economic Research Consortium (AERC), the Council for the Development of Social Science Research in Africa (CODESRIA), and the Organisation for Social Science Research in Eastern and Southern Africa (OSSREA).

⁴⁹ See also www.forskningsradet.no.

⁵⁰ The NRC only gives funding for projects already running under the research programme “Utviklingsveier i Sør”. The RCN is also funding freestanding projects in 2006.

⁵¹ The information in this section is largely based on Jerve (2003), Tjoflaat (2003), CROPnet / Norway (www.crop.org/cropnet/members), and Norwegian Research on International Relations (NINFO) (www.ninfo.org).

⁵² For more information on this, see Tjoflaat (2003).

⁵³ Research projects and publications, as listed in Jerve (2003) and Tjoflaat (2003), have been identified on the basis of using the word “poverty” as a keyword.

⁵⁴ See www.crop.org for more information.

highly in terms of publications (see Annex 7), and is a central resource person within poverty research in Norway.

Researchers situated at the various university and research institutions are those carrying out most of Norway's poverty related research. The most important institutions in this regard are the specialised centres at the Universities of Trondheim, Bergen and Oslo, and the different departments at the universities' Faculties of Social Science (Jerve, 2003: 32). The university departments and institutions employing the highest number of researchers doing poverty related research are the Centre of Development and Environment (SUM) and Centre for International Climate and Environmental Research (CICERO) at the University of Oslo; the Department of Sociology and Political Science at NTNU; and the Norwegian University of Life Sciences (UMB) in Ås.⁵⁵

Institutes outside the university sector engaged in poverty research are, most notably, the Norwegian Centre for Research on Poverty and Social Assistance (FAMI) in Oslo,⁵⁶ with about eight researchers carrying out poverty related research; the Institute for Applied Social Science (FaFo); and the Norwegian Institute for Urban and Regional Research (NIBR).⁵⁷ The Chr. Michelsen Institute (CMI) in Bergen has the highest number of researchers working on poverty related issues, however. Compared with all of the above-mentioned research institutes, CMI is also the institute with the highest competence on both poverty and development research.⁵⁸ There are about 20 researchers at CMI linked – formerly or presently – to poverty related projects. All of these projects focus on poverty in developing countries in Asia or Africa.

Regarding the Norwegian research community's comparative strengths on poverty research, Jerve et al. (2003) mention the country's experience on research linked to the "Norwegian/ Nordic" development model. Although one might question the applicability of this model to developing countries, it has nevertheless attracted interest worldwide, and is often referred to as "the third way". Considering the key elements of this model, one may tentatively conclude that Norwegian special contributions to poverty research may be within areas such as gender; labour markets; the role of political institutions and civil society organisations; natural resources management; minorities and human rights; economics; and statistics and statistical analysis (Jerve, 2003: 33).

5.3 Poverty Research Related to the Energy, Health and Fisheries Sectors

The sectors of special attention in Norway's cooperation with Mozambique are energy, health, fisheries and, of late, public sector reform, where Norway has taken the lead position among the donors in Mozambique. Below we review research and institutions in these fields.

⁵⁵ See the websites of SUM (www.sum.uio.no), CICERO (www.cicero.uio.no), NTNU (www.svt.ntnu.no) and UMB (www.umb.no) for more information regarding their poverty research.

⁵⁶ FAMI is a research collaboration between Fafo - Institute for Applied Social Science and NOVA - Norwegian Social Research.

⁵⁷ See the websites of FAMI (<http://fami.no>), NIBR (www.nibr.no), and FaFo (www.fafo.no) for more information regarding their poverty research.

⁵⁸ Chr. Michelsen Institute (CMI) focuses on research within the areas of development studies and human rights. The researchers attached to the institute are social anthropologists, sociologists, economists and political scientists; however, the majority of these also have comprehensive experience in interdisciplinary research. For more information see CMI's website (www.cmi.no).

A: Brief review of literature coverage

Health

As far as poverty-related research within the area of health is concerned, some fifteen publications focus on Mozambique. Most of them have been produced by international organisations, such as the World Bank, UNICEF, and Save the Children Fund. Mozambican Government institutions have also been involved in some of the analyses. Only two reports were carried out by national researchers. One report was carried out by a Norwegian research institution and a Mozambican researcher.⁵⁹ The focus of the reports is most frequently HIV/ AIDS related issues.

Energy

Within the field of energy and poverty, some twenty titles were found. The World Bank carried out thirteen of these and international NGOs and donors undertook six, of which NORAD produced one. Only one assessment was carried out by a government institution, and only two national researchers were involved in other reports. Most of the studies were not directly focussed on the field of poverty and energy, with only three of the reports centred on this issue.⁶⁰

Fisheries

Nine reports were traced within the area of poverty and fisheries, of which four may be said to be research-based studies. The most relevant reports with regard to poverty research are probably the ones published by IDPPE concerning small-scale fisheries.

B: Norwegian institutions with potential for sectoral studies

Analysis and support on poverty issues within the **energy sector** may be provided from Chr. Michelsen Institute (CMI), the Centre for International Climate and Environmental Research (CICERO), the Norwegian institute of International Affairs (NUPI), the Centre of Development and Environment (SUM)/ Programme for Research and Documentation for a Sustainable Society (ProSus) at the University of Oslo (UoO), the Norwegian University of Life Sciences (UMB) or the Norwegian University of Science and Technology (NTNU).

At CMI there are four researchers, one social anthropologist and three economists, with experience in the field of poverty and energy. At CICERO there is one economist with a combined knowledge of poverty and energy. In addition, there are four researchers, three economists and one political scientist, working within the field of energy. At NUPI there is one social anthropologist with research experience of both poverty and energy, and one social anthropologist with experience of research on energy.

There are no research staff with experience of the cross-cutting field of poverty and energy at UMB, SUM or NTNU. Some of the activities at these institutes are nevertheless relevant in the context of providing analysis and support on poverty issues. UMB and the Department of International Environment and Development Studies (Noragric) situated at UMB carry out research and give university courses in both development studies and energy. Further, ProSus, located at SUM/ UoO, has three researchers in the field of energy. Lastly, SINTEF at NTNU in Trondheim have projects that aim to advance cost-effective and environmentally friendly solutions for energy consumption through their petroleum and energy research. SINTEF has experience of international collaboration.⁶¹

⁵⁹ Kaarhus, R., and P. Rebelo. 2003. *Civil society organisations and health sector SWAPS, Mozambique*. Ås: Centre for International Environment and Development Studies (Noragric), Agricultural University of Norway.

⁶⁰ See annex X and the reports by DFID, MIREME, and Rebelo / DANIDA.

⁶¹ See www.sintef.no for their programmes on energy, health and fisheries.

For the **health sector**, there are five main Norwegian institutions that also focus on the poor, namely CMI, NTNU, Centre for International Health (SIH) at the University of Tromsø (UoTø), Centre for International Health (CIH) at the University of Bergen, and Section for International Health at UoO. At CMI there are three researchers, one social anthropologist and three economists, with this combined background.⁶² At the Department of Sociology and Political Science at NTNU, one geographer has experience of the field of health and poverty research. Furthermore, SINTEF Health has established and conducts several long-term development projects in Africa, particularly focusing on rehabilitation and standards of living for functionally disabled persons. SINTEF Health is also involved in international health projects in the areas of psychiatry, fertility, and in developing vaccines.

Although not particularly focusing on poverty research, the Centre for International Health (SIH), a joint unit at the University of Tromsø (UoTø), the Faculty of Medicine (DMF) and the University Hospital of North Norway (UNN), may be of interest, since it carries out projects internationally.⁶³ This is also the case for the Centre for International Health (CIH) at the Faculty of Medicine at UoB, which is an interfaculty centre with the aim of initiating, co-ordinating and conducting research and capacity building in low-income countries in the field of health.⁶⁴ By providing an interdisciplinary research environment and training programme run in close collaboration with researchers and policy makers in counterpart countries, CIH aims to develop strong research groups within specific health research areas. CIH also provides training programmes in international health aimed at students from developing countries. Further, the Section for International Health, located in the Department of General Practice and Community Medicine at UoO, includes scientists who participate in several international research networks. The section collaborates with some 13 institutions internationally.⁶⁵

Only researchers at UoO and CMI have experience of the fields of poverty and **fisheries**. At the Department of Sociology and Human Geography at UoO there is one geographer with this combined research interest. At CMI there are two social anthropologists and one economist with such experience. The institute has also conducted several research projects in the combined field of poverty and fisheries in Africa.

Considering the issue of research and capacity building in developing countries, the Department of Fisheries and Marine Biology (DFM) at UoB, SINTEF Fisheries and Aquaculture at NTNU, the Norwegian College of Fishery Science (NCFS) at UoTø, the Directorate of Fisheries (DoF), the Institute of Marine Research, and the latter two's joint Centre for Development Co-operation in Fisheries (CDCF) should also be relevant.

DFM carries out research and provides courses in marine biology, fisheries biology and aquaculture, and offers a course on "Fisheries biology and management in developing countries" in collaboration with NORAD.⁶⁶ In Trondheim, SINTEF Fisheries and Aquaculture Department has been involved in several projects internationally, mostly in the fields of development aid and sustainable development. This work has included the coordination of projects and the establishment of research and development projects. NCFS is collaborating with universities and research institutes in many parts of the world, including Africa.⁶⁷ The college also provides exchange

⁶² CMI is also currently involved in the project "Priority setting in global health" in collaboration with UoB. The project involves case studies in three African countries.

⁶³ See www.uit.no/sih for further information.

⁶⁴ See also www.med.uib.no/cih.

⁶⁵ Follow the link www.med.uio.no/iasam/inthe for more information.

⁶⁶ See also www.ifm.uib.no.

⁶⁷ Namibia and South Africa.

programmes for academics between NCFS and foreign institutions. Additionally, NCFS has an agreement with NORAD regarding the assessment and project coordination of fisheries projects in developing countries.

IMR and DoF in Bergen have been involved in development support to fisheries research and management in the south for more than 30 years, and the two institutions have currently more than 30 persons working on institutional development projects. DoF and IMR have also established the Centre for Development Co-operation in Fisheries (CDCF),⁶⁸ which is funded by NORAD. The centre is involved in regional and bilateral cooperation with several institutions in developing countries, including Mozambique. Food security and poverty alleviation in relation to the fisheries sector is one of CDCF's focus areas. IMR also acts as executing agency for the NORAD-funded Nansen Programme, which supports developing countries in fishery research and management. The aim of the programme is to contribute to the development and strengthening of institutions in partner countries.⁶⁹

5.4 Institutions and Researchers with Experience of Mozambique

This section gives an overview of institutions and researchers with experience of research in Mozambique. The institutions and researchers are included on the basis that, due to their experience, they may provide valuable professional contributions in further poverty-related analyses and/or capacity building in the country.⁷⁰

Statistics Norway – SSB⁷¹

Statistics Norway gives international statistical assistance and provides advice on the development and follow-up of Norwegian aid policy within the statistical area. The SSB is involved in institutional cooperation projects with the statistical offices of Palestine, Angola, Mozambique and Uganda. There is also technical cooperation with Malawi and Eritrea. The collaboration with INE in Mozambique has been one of the SSB's largest projects of this kind, and the project is funded and managed by a Scandinavian consortium. Seven or eight staff members have language and professional experience of Portuguese-speaking countries in Africa. SSB has started to develop a low-cost system for the measurement of poverty in developing countries, which may be used for gauging poverty annually in between the major household surveys that may only take place every five or ten years. (see Mathiassen, 2004)

The Norwegian Council for Higher Education's Programme for Development Research and Education – NUFU⁷²

NUFU promotes research and educational collaboration between institutions in Norway and developing countries in the south. NUFU's aim is to facilitate programmes of cooperation in order to support the capacity building of educational institutions in the south. NUFU provides support to activities such as joint research; training of students and researchers; development of university programmes; and the training of technical and administrative staff. The fields of research include agricultural and fisheries sciences; health/ medical sciences; mathematics; natural sciences; humanities; social sciences; and technology.

⁶⁸ See http://www.imr.no/english/about_imr/organisation/cdcf.

⁶⁹ For more information, see <http://nansen.imr.no>.

⁷⁰ The information in this section is largely based on a search on the various institutions' and researchers' websites. Consequently the information regarding the researchers may not be complete. The authors apologise for any mistakes and shortcomings in this section.

⁷¹ For more information see www.ssb.no.

⁷² See also <http://siu.no/vev.nsf/o/NUFU>.

In Mozambique, NUFU is involved in three projects at the University Eduardo Mondlane (UEM). In the first project, at the Department of Mathematics and Information, NUFU is involved in developing and implementing a Masters degree course in mathematics, as well as improving the current Masters course in informatics. In the second project, NUFU is engaged in the implementation of the Health Information Systems Project (HISP)⁷³ at the Faculty of Medicine. The project involves using computer-based information systems for local and decentralised health management; the training of health workers and managers; developing three integrated Masters programmes in Informatics and Public Health; and developing a PhD programme. The Section for International Health, **University of Oslo**, is also involved in this project. Finally, NUFU is engaged in a project on solar energy at the Faculty of Science, involving research and development in the field of solar energy and providing support for Masters and PhD students and the setting up of an educational programme in renewable energy. Mozambique is one of NUFU's five most important countries of collaboration, and the cooperation between NUFU and UEM will continue into a third NUFU period in 2006.⁷⁴

Chr. Michelsen Institute – CMI

CMI has published a number of reports and articles on Mozambique, and the institute has carried out various projects in Mozambique. The themes of the projects involve issues such as peace building, decentralisation, capacity building, fisheries management, industrial development, statistics and institutional cooperation. Mozambique is included in the ongoing research project "The Courts and the Poor", which explores varying experiences regarding accessibility to the judicial system for the poor in different parts of the world.⁷⁵ Five researchers at CMI have been, or are currently, involved in research in Mozambique.⁷⁶ Most of these also have a knowledge of Portuguese ranging from excellent to rather basic.

Norwegian Institute for Urban and Regional Research – NIBR

At NIBR, a political scientist with considerable experience in Mozambique is currently engaged in two research projects in Mozambique: "Changes in local governance in Mozambique", and "Parties, citizens and local elections in Mozambique". He is also the author of the chapter "Towards pro-poor governance? The case of Mozambique" in a book on "Poverty reduction: What role for the state in today's globalised economy?".⁷⁷

Norwegian College of Fishery Science – NCFS

NCFS was responsible for the appraisal of the NORAD programme document "Continued Support by NORAD to the Development of the Fisheries Sector in Mozambique" in 2004. The team leader of this project was also in charge of coordinating the International Masters Programme in Fisheries Management at NCFS. Two Mozambican students are presently studying for their Masters degrees at NCFS.⁷⁸ There are also two native Portuguese-speaking researchers working at NCFS.⁷⁹

⁷³ Apart from Mozambique, the Health Information Systems Project (HISP) is also under implementation in South Africa, India, Cuba and Tanzania.

⁷⁴ Each NUFU period lasts five years.

⁷⁵ The project is funded by the Norwegian Research Council, and six researchers at CMI are involved in the project. Elin Skaar is responsible for the case study on Mozambique, and she will carry out fieldwork during autumn 2005 / spring 2006.

⁷⁶ These are Aslak Orre, Inge Tvedten (currently on leave), Eyolf Juul Larsen, Jan Isaksen, and Elin Skaar.

⁷⁷ See Francis Wilson, Nazneen Kanji and Einar Braathen (eds) (2001) "Poverty Reduction: What Role for the State in Today's Globalised Economy?"

⁷⁸ These are Américo Dramane Sumale who is writing the Thesis "When to start the shrimp fishing (trawling) in Sofala Bank, Mozambique", and Fernando Charamatane Momade, whose topic for the Thesis is "Credit for small-scale fisheries in Mozambique".

⁷⁹ Jorge Santos and Artur Albuquerque.

Other relevant institutes and researchers with experience of Mozambique include a social anthropologist at the Centre for Development Studies (**CDS**), University of Bergen,⁸⁰ who is currently doing his PhD on Mozambique and has published eight papers and articles related to Mozambique; **CICERO**, which has an ongoing project in which Mozambique is used as a case;⁸¹ and, finally, a researcher at **FaFo**, who has published a report on child labour in Mozambique.

5.5 Conclusion

There is no national institution with an explicit focus on conducting research on poverty in Norway. Despite this lack of institutional specialisation, however, there are 60 individual researchers with experience of poverty related research spread out over about 20 research institutes in the country. Hence, considering the total number of researchers, the conclusion is that Norway has considerable capacity on poverty research.

There are, however, at least two impediments with regard to Norwegian involvement in analysis on poverty and capacity building for poverty analysis in Mozambique. Firstly, few Norwegian research institutions and researchers focus particularly on poverty in the south, something which probably has implications regarding the researchers' knowledge of poverty issues in the developing world. A second concern is that very few researchers have the adequate language skills necessary in order to be directly involved in teaching and training Mozambican students with limited skills in English.

On the other hand, there are certain key institutions (such as CMI) and researchers that have broad experience both in poverty research and in matters particularly relevant for the developing world. These institutions and researchers would presumably be able to carry out poverty research related to issues of developing countries in general, and also in the fields of health, energy and fisheries, and on the areas of particular interest in PARPA II (environment, gender and chronic poverty).

With regard to the possible limits of direct involvement of Norwegian researchers in capacity building in Mozambique, several of the university professors and PhD candidates have relatively good English skills. Thus, Norwegian researchers with a limited knowledge of Portuguese may well be involved in training Mozambican personnel at the higher university levels. Additionally, Norwegian researchers may also set up university courses, curricula and seminars at all levels in collaboration with Mozambique institutions and researchers.

Summing up, the Norwegian academic community with experience of poverty research may well make a valuable contribution in research and capacity building in Mozambique. Key research institutes, together with individual researchers from other institutions, provide a reasonable base for Norwegian involvement in the country.

⁸⁰ The Centre for Development Studies' website is <http://hermes.svf.uib.no/sfu>.

⁸¹ The ongoing project at CICERO (2001-2006) is: "Economic change and climate vulnerability in Southern Africa: Case studies in Namibia, Tanzania, and Mozambique".

6. Roles for Norway: Modalities and Projects

Building on general ideas for the strengthening of poverty research in section 4 and the analysis of Norwegian competencies and potential in section 5 above, this chapter sets out suggestions as to how the Norwegian research community may contribute to poverty-related analysis and capacity building in Mozambique.

Future contributions will to a large extent depend on the institutes and/or researchers involved on both sides, as well as the resources available, and the policy makers' perceived needs for various types of research. The approaches or projects with the best potential are grouped roughly under the same types of (potentially overlapping) interventions, as in section 4 above.

6.1 Research Cooperation

In terms of research cooperation, institutions in Norway would play different roles according to their professional competence and experience.

Broad-based academic cooperation

The Universities of Bergen and Oslo have several Departments with sufficient competence within their special fields. SUM, for example, will have staff with both some language skills (Spanish) and a poverty background. The Department of social anthropology (UiB) has adequate professional knowledge but is lacking in language. The natural cooperation partner of university linked institutions would be the UEM but also the **private** Universities of Mozambique would clearly have a mission and potential scope for hosting and promoting poverty-related research and training, despite their rather poor track record in this regard. To play a more significant role in this and in order to correspond better to the demand from government, the PO, G-20, donors etc., the universities would need to make a strategic and coordinated effort to introduce poverty studies and research into their curricula and training programmes.⁸²

Such programmes at the UEM or elsewhere would need to target young and mid-career professionals intending to pursue a career in research and policy analysis, working for the Mozambican public administration, NGOs, consultancy firms, private sector, or donor agencies, and seeking to acquire investigative skills for both policy analysis as well as research in poverty reduction and socio-economic development in the context of PARPA and on-going economic reforms. The key features of such a programme might include:

- An explicit focus on poverty, vulnerability, socio-economic processes of social differentiation and development
- An explicit link between the academic practice of research (applied) and policy analysis
- A mixed mode of delivery (workshops, internships in ministries, donor agencies, private sector)
- A link to an established degree course (MA in economics, rural development, sociology and so on), providing for a specialisation in poverty analysis

⁸² It is noteworthy that the Economic and Social Research Foundation (ESRF) in Dar-es-Salaam is running a postgraduate diploma course in poverty analysis, in collaboration with the Institute of Social Studies, the Hague, the Netherlands (<http://www.esrftz.org/ma/course.asp>).

Obviously, the introduction of a poverty focus in academic research and teaching requires a strategic decision and investment on the part of the institution, and a strong partnership with both government and a renowned international centre of excellence in this field.

The introduction of a diploma or degree course on poverty analysis would need coordination with the private universities, given the diversity of academic institutions of higher learning. Some of them maintain a campus in the central and northern part of the country, which might be an advantage in capturing “decentralised” elements of poverty relevant research and analysis. Obviously, such an endeavour would need additional donor support for poverty research, curriculum development and possibly twinning operations for capacity building.

A start for such academic cooperation would have to entail a visit to Mozambique for one or more of the Norwegian national universities to discuss cooperative arrangements within a university-to-university framework.

Cooperation partners on specific topics

A number of institutions in Norway would be more suitable for cooperation partners on specific topics where counterparts in Mozambique may or may not exist. **CICERO**, for example, has done work on climate change and vulnerability, with one case study on Mozambique. Fafo has done highly relevant work on child labour in Mozambique. **FAMI** has a high degree of concentration on poverty issues but has not focused on developing countries and might have language problems. **NIBR** also has a relevant focus and considerable knowledge, including language, although concentrated heavily in one researcher.

A number of public sector institutions have conducted projects in the key Norwegian cooperation sectors and have built up significant experience in their fields. Some of these, such as the Norwegian Water Resources and Energy Directorate (**NVE**) in the **energy sector, also have experience in Mozambique**. The institution has cooperated with Mozambique during the last 20 years and presently has an institutional agreement with the Mozambican National Directorate of Energy and a current Cooperation Agreement with NORAD. Also in the energy sector, the Directorate for Petroleum (**OD**), which is an independent state administration body reporting to the Ministry of Petroleum and Energy, has an institutional cooperation agreement with the National Directorate for Coal and Hydrocarbons (DNCH) in Mozambique. A technical expert has been located in Maputo to assist the DNCH, particularly with training and institutional development.

In the **fisheries sector**, the *National Institute of Nutrition and Seafood Research* of Norway serves in an advisory capacity to the fisheries authorities, the Norwegian Food Safety Authority, and the fishing industry on issues concerning nutrition and food safety. The institute also carries out research on nutrition and related subjects. The *Institute of Marine Research (IMR)* conducts research (in Norway) on marine resources, the marine environment and aquaculture and is answerable to the Norwegian Ministry of Fisheries. IMR has a staff of about 600 and plays a leading role at the international level. Also in the same sector, the Directorate of Fisheries (**DoF**) serves as the Norwegian Ministry of Fisheries and Coastal Affairs’ advisory and executive body in matters pertaining to fisheries and the management of aquaculture.

Also in the public sector, the **Norwegian Central Bureau of Statistics (SSB)** has over the years built up a considerable and interesting resource base in its field and is in a “class of its own” with regard to statistics knowledge of Mozambique. The SSB presently has one long-term consultant in Mozambique under a major Scandinavian assistance project to INE. At its home base it has seven or eight people with a knowledge of Portuguese who travel on short and long-term assignments from time to time. Although so far, SSB’s development work has focused on Central Statistical Bureaux, staff members with Mozambique experience may well be suited to take part in shorter or longer

research cooperation where statistics is an important component. SSB has initiated the development of the *short-cut annual poverty monitoring system*, which may fit into the ongoing Scandinavian programme but which could be undertaken by another institution. In addition, the SSB may play a role in the documentation centre project, where competence in data dissemination would be a requirement.

For most of the institutions above, the start of a cooperative project would have to entail travel to Mozambique and perhaps one or more exploratory visits to possible cooperation partners. Exceptions to this would perhaps be SSB and NIBR, which would have a number of contacts in different milieus, making the start-up of a possible cooperation project easier.

Broader cooperation arrangements outside the university sector

For broader research cooperation outside the university sector as outlined in section 4 above, particularly where professional and administrative capacity building enters the picture, it is quite clear that CMI is the most suitable institution in Norway. The advantages of CMI as a cooperation partner are the broad range of its coverage of social science research and its considerable experience with research cooperation and institution building/ twinning, as well as its language skills. Additionally, CMI has links with networks of several similar institutions in southern Africa and could also become a bridge builder between such institutions and Norwegian and Mozambican institutions.

A coordinating role for CMI?

To further develop research cooperation in Mozambique, NORAD and the Norwegian Embassy might need advisory and operational facilitation in Norway and in Mozambique. This could be arranged by supporting research cooperation already planned by CMI and building on to that a coordinative role in research cooperation in Mozambique. Research cooperation between CMI and one or more Mozambican institutions does not have to be *exclusive* in relation to other interested institutions in Norway. The proposed research cooperation project detailed below would be open to participation by other institutions in Norway. A start phase would be handled by CMI and would take into consideration the interests of Mozambican institutions and authorities and Norwegian aid authorities.

A collaborative programme on poverty research might have a number of sub-components. The core component should be longer term (3-5 year) research projects related to poverty and poverty alleviation. Another (second) component might be the development of competence and capacity for applied quantitative and qualitative poverty research through the exchange of senior as well as junior researchers. A third component might be the development of library and documentation services with a particular focus on Mozambique (at CMI) and poverty (at the Mozambican institution).

In terms of research, it is proposed that five separate but interlinked themes be launched, taking into consideration the expressed needs among stakeholders for further research on poverty in Mozambique and the existing competence and interests at the Norwegian and Mozambican collaborative institutions.

Poverty reduction and the policy nexus. In many poor countries, as in Mozambique, much effort has been spent on measuring accurately the levels of poverty (poverty headcount etc.) and changes in poverty over the years. What has received less attention are - at the *macro* and meso level - the causal factors behind poverty reduction or increase, particularly the distinction between the effect of government policies and other factors such as climate, peace, security and non-policy economic and social factors. This is particularly important in Mozambique, as the first authoritative measurement

of a considerable drop in poverty appears to have led to the assumption that it was caused by good policies rather than good luck.

Chronic poverty, temporary poverty and poverty traps. At the *micro* level there has been a limited emphasis on distinguishing between different levels and types of poverty, effectively defining the majority of people as target groups while perhaps bypassing the most deprived sections of poor populations. Under this theme, the focus would be on the poorest sections of the urban and rural populations and processes of social marginalisation and exclusion – variously denoted “chronic poverty”, “cumulative poverty” or “poverty traps”.

Economic governance and poverty. It is recognised that quantitative and qualitative methods are complementary in that both may capture important factors for poverty eradication that the other perspective is unable to pick up. However, there seems to be little effort to combine the two approaches. One aim is to test for the existence of poverty traps using both econometric and qualitative methods. The links between public revenue/ expenditure and poverty may be explored using microsimulation, for instance.

Poverty and decentralisation. The theme concerns the access to and the use of public institutions, including local government by the poor, which would link up with ongoing work related to the role of formal and informal institutions at a local level.

Poverty and the law. The theme concerns perceptions of access to, and use of, legal institutions by the poor. This would link up with ongoing work related to the poor’s access to the legal apparatus. It should also include the effect of various types of corruption on poverty.

From the mission’s brief survey of independent institutions, two stand out as well being equipped and reputed to be CMI counterparts in a programme of this type. *Cruzeiro do Sul* is partly a consultancy firm but, through its leader Dr João Negro, has close contacts with the Poverty Observatory and the UEM. *Centro de Formação Jurídica e Judiciária* (CFJJ) is an institute which has recently undertaken and published solid work in its field and is concerned with the same issues that a number of researchers in CMI focus on.

With reference to CMI’s long-term experience of research collaboration with institutions in the south, the following programme organisation is proposed. There should be one Programme Coordinator at each of the two collaborating institutions. The coordinators would be responsible for the management and coordination of the research programmes, as well as the researcher exchange and library components. In addition, each of the research programmes should have core researchers from each institution with particular qualifications in terms of subject matter, country knowledge and/or language proficiency. The identification of relevant institutions/candidates from Mozambique would be looked into in more detail in the planning phase. In addition, in Norway relevant institutions/candidates from institutions other than CMI would be involved.

The programme of joint research should also include components related to the implications of sectoral donor support and poverty in the “Norwegian” sectors, energy, health and fisheries. It appears attractive to arrange such research effort in the form of Formative Process Research as and when aid authorities feel the need for one or another type of research follow-up. This is clearly a field where it would be possible to draw on other Norwegian specialist institutions mentioned above.

6.2 A Centre for Documentation

Section 4.1.2 above argues that there is a need for a Centre for poverty documentation in Mozambique. Most of the University institutions and the larger independent institutions in Norway run libraries and documentation centres and will have relevant experience for a Mozambican centre. At the planning and early implementation stages, Norway could take the role of putting in place technical cooperation arrangements between Norwegian and existing or new Mozambican institutions.

It is also possible to consider triangular modalities. There are a number of documentation centres in South Africa that may be used, while other neighbouring countries have relevant experience in building up documentation centres. ESRF in Tanzania, for instance, presently runs a net-based documentation centre, "Tanzania on-line"⁸³.

6.3 Capacity Building, Training, the Exchange of Personnel

As mentioned under 5.1 above, it would be important to integrate various capacity building components in research cooperation. Here is an area where it is possible to play on a number of Norwegian institutions with the right language and professional combinations and make a capacity building offer which is more flexible than if it were to be based on only one of the Norwegian institutes.

There is of course scope for "stand alone" capacity building efforts. There may, for example, be scope for Norwegian research institutes or individual researchers to assist in capacity building – training and teaching – within one or more existing institutions in Mozambique, INE, GIRE, the Faculty of Economics (UEM) or the Faculty of Agriculture (UEM), for example.

Norwegian research institutes or individual researchers may collaborate with one or more of the independent institutes in Mozambique, such as Cruzeiro do Sul, CEDE or CFJJ, to increase capacity for research and perhaps documentation.

It is also possible for Norwegian research institutes or individual researchers to collaborate with other donors and/or join in already existing projects regarding capacity building in Mozambique, as mentioned in 3.4.2 and 3.4.3 above.

NUFU may support the development of a university course in qualitative and quantitative poverty studies. This could include direct involvement in training and teaching by Norwegian researchers/lecturers. One could, for instance, use as a model the collaboration between the Institute of Comparative Politics (ISP), University of Bergen, and Fudan University in Shanghai, China. Here professors from ISP give lectures in Scandinavian politics once a year.

It is also possible for a Norwegian university institution, research institute or individual researchers, through NUFU, to contribute by giving lectures and/or training by direct involvement in already existing courses at university faculties or departments at, for instance, UEM, the Pedagogic University, and/or the Catholic Universities in Maputo, Beira, and Nampula.

Mozambican researchers and/or students with some knowledge of poverty research may be invited to Norway through the student programmes at NUFU and NORAD:

⁸³ See <http://www.tzonline.org/>

- to join research projects concerning poverty at Norwegian institutions (CMI/ SSB/ Noragric/ NIBR)
- to attend university courses in Norway on methodology, involving quantitative/ statistical methods and/or quantitative methods
- to attend university courses focusing on poverty in Norway. There are courses in poverty at UoO and UoB. (See Annex 7)

NUFU's contribution in Mozambique may also be expanded without the direct involvement of Norwegian researchers or institutes by:

- expanding its engagement with UEM to include the Faculty of Economics and Faculty of Agriculture or other faculties and departments focusing on poverty research
- expanding collaboration at the faculties where NUFU already has a presence (Mathematics, Medicine, and Science), to provide more "poverty-focused" courses
- connecting with other educational institutions (the various Catholic Universities throughout the country, for example) in order to promote capacity building within the area of poverty. This may also include capacity building within the areas in which Norway and Mozambique have special relations, fisheries, health and energy, for instance.

6.4 Institution Building

There appears to be a perception in both civil society and, notably, among public sector policy makers that an independent policy research institution is needed in Mozambique. Ideas for a suitable institutional framework are presented in section 4.1.4. Norway has more than once supported such "green fields" projects with finance and technical assistance, two examples being the Namibian Economic Policy Research Unit (NEPRU) and the Botswana Institute for Development Policy Analysis (BIDPA) (See Box 2 above).

Norway might be well placed to take a **proactive** role here. Not only does it have the mainly positive experience of supporting capacity building in the two mentioned above, and other cases, but Norwegian support to Gabinete d'Estudos in Mozambique over many years has also provided experience. Since Norway has now taken the role of lead donor in the area of public sector reform, support for an institution that from a *national* base may do research on aspects of reform from a platform *outside* government makes great sense.

As an early step, Norway may **introduce the idea** to the relevant interested parties within the private sector, civil society and government. In this connection, Norway may consider funding for a small Mozambican delegation to visit regional institutions such as ESRF, DPRC, BIDPA, IPAR and NEPRU. Assistance to arrange such a visit may be sought from one of the Norwegian institutions that have an extensive network of similar institutions in southern/ eastern Africa (CMI, for example).

It would also be possible to **tap experience of capacity building through a workshop** or the like in Maputo. Directors, staff and board members with experience of the initial stages of institution building in Botswana, Namibia, Norway and Sweden would probably be available and interested in giving advice to an institution building effort in Mozambique.

Once a decision to establish the kind of institution sketched in 4.1.4 above has been taken in principle, it would also be possible to call on expertise in the region and in Norway for **support in**

the drafting of a project and funding document for the institution. If interested in the project, ACBF might alternatively be involved in giving financial as well as advisory support.

The institute would need considerable funding. ACBF could be a main source of operational funding but usually works in conjunction with bilateral donors and Governments, as happened in Botswana. **Norway could take the lead role in a donor pool to fund the institute.**

At the time of the mission, we found an obvious and articulated need for an additional independent research institution in Mozambique. Enthusiasm will, however, vary over time, in Mozambique as everywhere else. Although we believe that there are very good arguments for the establishment of an institute such as outlined in 4.1.4 above, one or more local champions would be needed to raise the issue and implement the project. Whereas support from a bilateral donor like Norway would not be indispensable, it could speed up the process, particularly by broaching initial ideas and offering support for implementation.

6.5 A Language Constraint?

As mentioned in the previous chapter, language barriers may be an obstacle for the direct involvement of Norwegian institutes and/or researchers in capacity building in Mozambique. It should be taken into consideration, however, that the majority of senior consultants and researchers speak English, while younger academic staff have been educated in English-speaking countries. While it is a clear advantage to have a knowledge of Portuguese, researchers can make useful contributions without it.

When Portuguese language skills are needed, an option may be to look for poverty researchers with a good knowledge of Portuguese in other Nordic countries or to Portuguese-speaking countries like Brazil and Portugal. The Comparative Research Programme on Poverty (CROP) may be helpful in this concern, due to their worldwide network of researchers.⁸⁴ A useful contact in Brazil is probably Dr. Elisa Reis, who is a member of CROP's Scientific Committee.⁸⁵

First Steps

Above we have set out a number of ideas in terms of research themes, institutions and methods by which poverty analysis and monitoring can be supported. If these ideas are accepted there is still the question of how they may be put into practice in the most efficient and effective way.

How to proceed is a question of what stakeholders would consider to be the best way. In this respect, an appropriate distribution and dissemination of the report and consultations with key institutions/ people would be important. In Mozambique, the message would go to relevant organisations within government and a wide range of researchers and research institutions, not least within the donor group. It would be of equal importance to ensure that the key messages are communicated to regional and northern research institutions, in particular to the Norwegian institutions. A brief on the CMI website and some directed prompting may be appropriate in the

⁸⁴ The authors of this report have already been in contact with CROP for the purpose of getting information regarding researchers and research institutions in Brazil. We have also been in contact with Dr. Elisa Reis, who mentions Cristiano Matsinhe (<cmatsinhe@teledata.mz>) as a person to contact for further questions in this regard.

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Norwegian/ northern sphere. In Mozambique, it would probably be necessary to strengthen this with a seminar on the report held by PAMS or the Norwegian Embassy.

Consultations may of course have an effect on what the first steps should be, but in general there would seem to be two not mutually exclusive courses of action. One would be to start with a limited programme, to be expanded later on the basis of experience and advice from a “bridgehead” organisation. Another would be to draw up a concrete plan after more investigation had revealed the actual level of interest from organisations on the Norwegian and Mozambican sides.

Whether one selects “a small beginning” or a “bigger push” strategy, it would seem to be conducive for the Embassy and NORAD to attempt to use a combination of Norwegian and Mozambican staff to undertake the sectoral evaluations that the Embassy is planning anyway. By having in mind future cooperation partners and capacity building when selecting consultants, one may over time build a number of research relationships between Mozambican and Norwegian institutions. The initial effort, or cost, may merely mean that a bit more lead time is planned for tasks that will have to be done, and that the institutions involved are selected also from the point of view of forming cooperative relationships.

The practical starting points in both cases would be research cooperation (4.1.1) or institution building (4.1.4). This is because the other ideas for support (4.1.2, 4.1.3 and 4.1.5.) would all need some sort of institutional base. A documentation centre, capacity building efforts and attempts to encourage more pluralism in research and discussion would therefore best be discussed in the context of research cooperation and institution building.

If a “**small beginning**” approach were selected, one would start on research cooperation. The Embassy/ NORAD would encourage a Norwegian research institution which had competence, preferably in all but at least in one of the research issues suggested in 6.1 (p. 60), to make contact with a Mozambican institution (or institutions) with similar interests. Initial contact might come at a low cost, since other travel in the region could be utilised. With some luck, the two institutions would be able to formulate one or more agreed research projects. NORAD/ the Embassy would most likely have to fund initial projects. In the medium term, however, the idea would be to diversify funding sources to bring in NRF and perhaps NUFU and other sources.

If after the experience of one or more joint research projects the two institutions were comfortable with moving further along with cooperation, the next stage could be capacity building for the Mozambican institution. This would include both individual research training, possibly training for staff occupying important support positions, and institutional capacity development. For example, a documentation centre could be set up either inside the institution or outside as a separate institution, supported by the Mozambican and the Norwegian institutions. In this connection, there would be a need for travel grants for research staff as well as other staff visiting the institution from Norway and travel to Norway as well. After this period, which could take 2-4 years, the two institutions should be able to work together around larger research programmes.

The advantage of this stepwise approach would be to minimise the risk and cost of failure. If the partners found that cooperation, for one reason or another, did not or was not likely to give the expected results, it could be stopped at any point, since the partners would not be contractually bound to anything other than cooperation projects, one by one.

One disadvantage of the stepwise approach would be the difficulty of funding the relatively small steps in cooperation and not being able to plan financing. Donors often tend to prefer projects or programmes of some size, with clear targets for products and activities. Some donors have, however, demonstrated a fairly high degree of flexibility, so that it would be possible to plan a

programme over, say, 4 years with review stages, opt-out clauses and somewhat imprecise deadlines.

A “big push” solution in research cooperation would use the same steps but to a more compressed timetable, for example including a simultaneous start for all five of the research topics referred to in 6.1 (CMI) above and considerable effort in capacity building and documentation. This would make it possible for the cooperation project to have an earlier impact but would mean launching action perhaps before the cooperation partners knew each other and imply greater and more expensive risks. Such failures may of course be partly prevented by allowing the use of resources “to get to know each other” through travel, workshops and planning activities *before* the actual steps in cooperation.

The suggestion for **institution building** set out in 4.1.4 and 6.4 will not lend itself to the choice of a “small beginning” as easily as research cooperation since a good part of the idea with institution building is to reach a certain critical institutional mass, without which there would be no institution. It is felt, however, that as sketched out in section 6.4 the building of an independent research institution would be a longer term project than a research cooperation project would be. However, even the longest journey starts with the first step and as described in section 6.4, the *idea* of such an institute itself and the way it should be set up will have to germinate locally. Once generally accepted, it would need a considerable input in terms of taking stock of experience from elsewhere and properly planning an institution in such a way that it takes on board local knowledge and experience. A small beginning could be made by donors deciding to go slow at the beginning stages, allowing considerable time and some financing for the decision making and consultation, collection of information, producing project proposals, arranging workshops and so on.

A very slow start may of course entail a danger that the whole project collapses before it has got under way, as a similar project did in 1999. There will be a number of parties, within Government, academia, civil society and the private sector, who would see a new (or a considerable upgrade of an old) institution as a competitor, which may lead to a rejection of the new feature.

A “big push” for an institution is relatively easy to engineer for a donor just by pointing out that there will be considerable financial resources available. It does not have to be the case, however, that the prospect of easily obtainable financial resources will give rise to the most well constructed research institution. There are many examples showing that going too fast may well produce a quick set-up but not necessarily a well founded institution in the long term.

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Annex 1. Terms of Reference

I Background

Norwegian development cooperation with Mozambique is guided by the overall objective of the reduction of poverty in Mozambique. Norway has consequently over a long period been involved in promoting a better understanding of poverty issues in Mozambique, mainly through support to the National Statistics Institute INE, but also through support to the Gabinete de Estudos at the Ministry of Finance and Planning.

A second national household survey was carried out by INE in 2002-2003. About 8000 households were included in the survey. Results presented in the report *Poverty and Wellbeing in Mozambique: the second national assessment*, analysed by the Poverty Unit in the Ministry of Planning and Finance, based on data from the household survey, concluded that absolute poverty has decreased considerably since the first survey, carried out in 1996-1997. Considering the fact that the analysis was carried out by a government entity which has overall responsibility for the implementation of the Government's poverty reductions strategy (PARPA), it is important to carry out an independent quality assessment of the study.

Almost all development co-operation is now guided by the quest for poverty reduction. In order to better understand which government actions best contribute to a reduction in poverty the Government of Mozambique and the donors have jointly agreed to strengthen poverty analysis and monitoring. Such a strengthening raises issues related to the modalities for such analytical work as well as substantive issues in poverty analysis. The latter is exemplified in the above referred report containing a substantive discussion on methodology issues related to the measurement of poverty and its evolution.

Norwegian co-operation concentrates on three sectors, fisheries, energy, and health and emphasises cross-sectoral dimensions, public sector reform, including decentralisation, private sector development, good governance and anticorruption and HIV and gender. Annex 1 lists Norwegian institutions related to poverty analysis in Mozambique.

II Purpose of the consultancy

The purpose of the consultancy is to advise the Norwegian Embassy and its partners on how to best support poverty analysis and monitoring in Mozambique in general and in areas where Norway and Mozambique have special relations in particular.

III Scope of work

1. Map on-going poverty analysis in Mozambique and identify institutions which are or could be involved in such analysis;
2. Assess the latest poverty analyses based on the National Household Survey and other data with a view to suggesting how future analysis might be improved in terms of scope, methodology and dissemination. In terms of methodology, particular attention should be paid to the possible
 - need for analysing and better understanding the wealthy and their strategies for accumulating wealth and their attitudes towards poverty and the poor

- need and opportunities for complementing quantitative poverty analysis with qualitative analysis;
- 3. Advise on how a pluralistic professional analysis and discussion on poverty and poverty reduction in Mozambique could be stimulated;
- 4. Assess the justification for and potential value added from involvement of the Norwegian development research community in the analysis of poverty and in capacity building for poverty analysis in Mozambique;
- 5. Review and discuss possible modalities and mechanisms through which Norwegian competence for technical support may be mobilised. What are possible constraints to such mobilisation? To what extent may NUFU and other instruments be of use? To what extent will language be a constraint?
- 6. Discuss which collaborative mechanism with other on-going and planned poverty analysis initiatives could be established.

IV Reporting

The team shall report to the Embassy;

The following reports and debriefs shall be presented:

1. A debriefing note shall be presented for the discussion of key issues at a seminar before departure
2. A draft report shall be presented not later than 4 weeks after departure
3. A final report shall be presented not later than 2 weeks after the reception of final comments on the draft report, estimated to be no later than 4 weeks after the presentation of the draft report
4. A presentation shall also be held at NORAD, Oslo

The draft and final report shall be translated into Portuguese

V Team

Two senior staff members, well experienced in poverty analysis.

One Mozambican consultant familiar with poverty research issues and institutions in Mozambique to be contracted directly by the consultant. The embassy may assist by proposing possible candidates.

VI Timing

Team leader: 3 weeks, of which 1 ½ will be in Mozambique

Senior Consultant: 3 weeks, of which 1 ½ will be in Mozambique

National consultant: 2 weeks, both in Mozambique

The mission should be carried out as soon as possible.

Annex 1

Norwegian institutions related to poverty analysis are:

- SSB, (comprehensive twinning arrangement with INE);
<http://www.ine.gov.mz/>
- Inst. for Informatikk UIO : Development of health information system in collaboration with Ministry of Health and the University of Eduardo Mondlane;
<http://www.srcf.ucam.org/~pya20/ISForum/Mozambique.cambridge.ppt>
- Department of Economics, Ministry of Energy and NVE, (programming of infrastructure, poverty expected to contribute to poverty reducing private sector investment in growth.
- Road Authority and Veidirektoratet impact monitoring of rural road programme in Cabo Delgado province;
- NIBR and SNV BEEP programme for research and exchange of experiences between farmer business ventures in eastern and southern Africa;
<http://www.norgesvel.no/global/Docs/000009AA.html>

NORAD also finances an IFPRI Regional Food Policy Research Programme, including Mozambique <http://www.ifpri.org/2020/nw/intro.htm>

Annex 2: Team Fieldwork and Interviews in Mozambique

Date Place	Hour	Team members	Meetings	Functions / contact
Feb 21 – March 1		A,B,I,J	Read materials and poverty analyses	
Wednesday March 2	15:45	A,J	Leave Bergen for Maputo	
Thursday March 3 Maputo	15:00 16.30	A,B,J	Arrival. Team briefing <ul style="list-style-type: none"> WG on Poverty Analysis and Monitoring systems WG 	<ul style="list-style-type: none"> Bridget Walker Muiambo, DCI, Chair bridget.walker@dfa.ie Katleen van den Broeck, WB, kvandenbroeck@worldbank.org Channing Arndt, MPD, carndt@purdue.edu Ngila Mwase, UNDP, ngila.mwase@undp.org Harumi Maruyama, JICA, maruyama.harumi@jica.go.jp Astrid Permin, RDE, astper@um.dk Alícia Herbert, DFID, a-herbert@dfid.gov.uk Phil Brown, DFID, p-brown@dfid.gov.uk Debora Marignani, EC, debora.marignani@cec.eu.int
Friday March 4 Maputo	09:00 10.00 11.30 14:00 16.30	A,B,J	<ul style="list-style-type: none"> Norwegian Embassy Cruzeiro do Sul, Prof. José Negrão Norwegian Embassy, Mr. Thorbjörn Gaustadsæther 	<ul style="list-style-type: none"> Lars Ekman, lars.ekman@mfa.no Sissel Idland, sissel.idland@mfa.no Inge Tvedten, Norwegian Embassy, inge.tvedten@mfa.no Director, Cruzeiro do Sul Institute, Prof. for Economy, Faculty of Agronomy and Forestry, Head of MA programme in rural development, UEM jnegrão@tvocabo.co.mz Ambassador

			<ul style="list-style-type: none"> • Yussuf Adam, Unit for Health and Social Sciences Research, UEM • Prof Brazão Mazula, Centro de Estudos de Democracia e Desenvolvimento (CEDE) 	<ul style="list-style-type: none"> • Head of Unit, Senior Lecturer, UEM • Mr. Manuel Rebelo, Research Assistant • President, CEDE, Rector of UEM, bmazula@intra.co.mz • Guilherme Mbilana, Ex. Director, gmbilana@intra.co.mz • Edurado Siteo, research team, eduardositeo@hotmail.com • João Carlos, research team
Saturday March 5	08:30 10.35	A,B,J	<p>STD Maputo STA Nampula Onward transfer to Ilha de Moçambique</p> <ul style="list-style-type: none"> • Mr. Gulamo, Mayor of City • Hafiz Jamú, <i>Confraria Qu'dria Baghdad</i> • Jorge Forjaz, Vaga Lda. 	<ul style="list-style-type: none"> • Member of Municipal Council, Party: Renamo • Cheikh, Chairman of brotherhood • Guesthouse, Tourism enterprise
Sunday March 6	09.00 13.00	A,B,J	<ul style="list-style-type: none"> • Breakfast: Dona Flora • Lunch: Salimo Hamza Ali <p>Return Ilha – Nampula Check-in Hotel Reception, Swiss Development Cooperation (SDC)</p>	<ul style="list-style-type: none"> • Hotelier, member of Association of Tourism, Ilha • Chairman, Association Friends of Ilha <p>Host: Mark Hoekstra, Head, SDC Nampula</p>
Monday March 7	14.00 16.00	A,B,J	<ul style="list-style-type: none"> • Provincial Development Observatory (<i>Unidade de Coordenação de Desenvolvimento Integrado de Nampula –UCODIN</i>) • ACIANA, Private Sector Association of Nampula, plus Ilse Fürnkranz, Advisor 	<ul style="list-style-type: none"> • Felicidade Muiocha, Executive Secretary, ucodin.dppf@teledata.mz • Dário S. Passo, dario@dppf-nampula.gov.mz • Joao Albino Jr, ucodin.ppf@teledata.mz • Zacarias Massuhute • António Pereira Momade, Chairman, aciana@teledata.mz • Francisco Marcelino, Gani Comercial • G. Murapji, Casa Damodar, haridas@teledata.mz • Jorge Moreira, aciana@teledata.mz • Ilse Fürnkranz, Advisor, BFZ GmbH, bfzmoz@mail.com
Tuesday March 8	09:00 12:50	A,B,J	<ul style="list-style-type: none"> • Sr. Bento, INE, Nampula <p>STD Nampula</p>	<ul style="list-style-type: none"> • Head of Delegation

Nampula Maputo	15.40 16:30		STA Maputo <ul style="list-style-type: none"> • Anton Johnston, Swedish Embassy 	<ul style="list-style-type: none"> • Head of Cooperation, anton.jonston@sida.se
Wednesday March 9	08.00 09.30	J A, B	<ul style="list-style-type: none"> • Channing Arndt; DNPO, MPD • Sra. Dulce Mavone, ORAM 	<ul style="list-style-type: none"> • Advisor, Household survey method, carndt@purdue.edu • Planning and monitoring officer
Maputo	12:30 14.00	A,B,J	<ul style="list-style-type: none"> • Katleen van den Broeck, WB • Owen Calvert, WFP 	<ul style="list-style-type: none"> • Poverty economist, kvandenbroeck@worldbank.org • Vulnerability and mapping (VAM), Owen.Calvert@wfp.org
	15:30		<ul style="list-style-type: none"> • UNDP (Economy and Poverty Units) 	<ul style="list-style-type: none"> • Ngila Mwase, Senior Economist, ngila.mwase@undp.org • Ondina de Barca-Vieira, Poverty Unit, ondina.debarca@undp.org • Stella Pinto, Poverty Unit, stella.pinto@undp.org • Domingos Mazilila, Economic and Policy Analysis, domingos.mazilila@undp.org
Thursday March 10	07.45	A,B,J	<ul style="list-style-type: none"> • DNPO, MPD 	<ul style="list-style-type: none"> • José Suleiman, National Director for Plan and Budget (DNPO), josesulemane@dnpo.gov.mz • Clara de Sousa, General Manger, Dpt of Research, Administration and Finance, clara.sousa@bancomoc.mz • Tony Hodges, Consultant, Oxford Policy Management
Maputo	09.30	A,B	<ul style="list-style-type: none"> • Paulo Quinica, KEPA, Service Centre for Development Cooperation 	<ul style="list-style-type: none"> • Programme Officer, G-20, paulo@kepa.co.mz
	11.00 11:00	J A, B	<ul style="list-style-type: none"> • Arão Balate, INE • Jim La Fleur CTA Moz Employers' Association 	<ul style="list-style-type: none"> • Director of Census and Surveys, arao.balate@ine.gov.moz • Senior Economic Advisor, jim.lafleur@cta.org.moz
Friday March 11	08:00 08:30	J A,B	<ul style="list-style-type: none"> • Pedro Couto, <i>Gabinete de Estudos (GEST)</i>, MPD • John Barnes, UNCDF Decentralized Planning and Finance Project (PPFD), DNPO 	<ul style="list-style-type: none"> • Director, GEST • Principal Technical Advisor, JohnBarnes@dnpo.gov.mz
Maputo	10:00	A,B	<ul style="list-style-type: none"> • Instituto Nacional de Segurança Social (INSS) 	<ul style="list-style-type: none"> • Sacramento João Oliveira, Director, Social security

	12:30	A,J,B	Debriefing, Norwegian Embassy	<ul style="list-style-type: none"> Services, sacramentaoliveira@hotmail.com • Sarmiento Senda, Financial Director • Mette Masst, Councillor Minister, Norwegian Embassy, mette.masst@mfa.no • Inge Tvedten, Norwegian Embassy, inge.tvedten@mfa.no • Lars Ekman, lars.ekman@mfa.no • Sissel Idland, sissel.idland@mfa.no • Clarisse Barbosa, Programme Officer, Norwegian Embassy, cba@mfa.no • Katleen van den Broeck, WB, poverty economist, kvandenbroeck@worldbank.org • José L. Macamo, WB, Public sector specialist, jmacamo@worldbank.org • Astrid Permin, Counsellor, Danish Embassy, astper@um.dk • Domingos Mazivila, UNDP, domingos.mazivila@undp.org • Harumi Maruyama, JICA, murayama.harumi@jica.go.jp • Anne Teigen, Programme Officer, WFP, anne.teigen@wfp.org
Saturday March 12	16:00	A,J	Team briefing. A and J leave Maputo.	
Maputo				
Sunday March 13	15:20	A,J	Arrival, Bergen	
March 14- April 10		A,J,B	Drafting report , Bergen	
March 29	13:00	B	Prof Carlos Nuno Castel-Branco, UEM	Prof for Economics, UEM Faculty of Economics,
April 08	08:00	B	Dr.Terezinha da Silva, CFJJ	Deputy Director, Centro de Formação Jurídica e Judicial

				(CFJJ)
April 06	14.00	B	DCI, Presentations on Poverty/ PARPA Monitoring by INE, DNPO,	Chair: Bridget Walker-Muiambo Participation: members of Poverty Observatory
March 14- April 10			Drafting report, Maputo	
By April 11			Team delivers report	
By May 9			Embassy/NORAD comments on report	
By May 30			Team delivers final report	
June		A,J	Presentation of report in Oslo	

Annex 3: Poverty in Mozambique: Institutions, Data and Analysis

This annex gives a detailed presentation of the results of the mapping of institutions and research on poverty-related issues in Mozambique. The annex is organised mostly by institution, focusing on involvement in poverty-related data generation, research, analysis and monitoring as well as dissemination and debate.

Under each section we *first* describe the relevant characteristics of the institution, distinguishing between those which are part of Government/ the state, those, both private and public, of an academic nature (research/ training), those representing predominantly non-government stakeholders (“Civil Society Organisations-CSOs”), as well as those which are part of the vast group of donors. We also included the Poverty Observatory as a kind of trans-institutional forum as well as provincial and local government institutions, through the example of Nampula Province.

By briefly characterising these institutions, we look, where possible, at some or all of the following aspects:

- Type and level of activity (central-provincial/ local)
- Capacity building
- Demand for further research

Secondly, for each institution we also look at

- Production and analysis of the most relevant primary (quantitative) data
- Qualitative and quantitative analysis
- Documentation and dissemination of publications on poverty and poverty reduction in Mozambique

Apart from general aspects of poverty, we also take account of poverty relevant research under various line ministries, including those sectors (fisheries, energy, and health) which are central in development cooperation between Norway and Mozambique.

3.1 Data

Poverty analysis must be built on reliable data. A number of institutions, inside and outside government in Mozambique, have been active in data collection for policy analysis. The table below contains the most important poverty-relevant data series, with a brief description of publishing institution, frequency and type.

Various versions of the data on Mozambique shown in the table are also available through the websites of international organisations such as the World Bank, the African Development Bank, the International Monetary Fund (IMF), World Food Programme (WFP), the United Nations Development Programme (UNDP), and the World Health Organisation (WHO).⁸⁶

⁸⁶ For further information regarding these sources, follow the link:
<http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/AFRICAEXT/MOZAMBIQUEEXTN/0,,menuPK:382158~pagePK:141132~piPK:141109~theSitePK:382131,00.html>

Institution	Name	Data series	Year/ Frequency	Type
INE	RGPH	Recenseamento Geral de População e Habitação	10 years	General population census
INE	IAF	Inquerito sobre agregados familiares	5 years	Poverty related household survey on consumption
INE	QUIBB	Questionário de Indicadores Básicos de bem-Estar	2000	Basic welfare indicators of households
INE	IDES (DES)	Inquerito demográfico e de Saúde	2003	Gender focused survey on fertility and mother-child health
INE	INJAD	Inquerito nacional sobre Saúde Reprodutiva e comportamento social de Jovens e Adolescents	2002	Youth related socio-economic and reproductive health data
INE	IFT	Inquerito sobre Força de Trabalho	2005	National household survey on labour force and market
MADER	FEWS	Famine Early Warning System	1996-2002	Crop production
MADER	TIA	Trabalho de Inquérito Agrícola	1996-2002-2003	National Agricultural Survey
MAGRIC	SETSAN	Secretariado Técnico para Segurança Alimentar e Nutricional		Food and nutritional security
DAC-OECD	IDS	International Development Statistics	Yearly	Comparative statistics and information on international development
UNICEF	ESDEM	Estatísticas Sociais, Demográficas e Económicas de Moçambique	2004 (Third edition)	Demographic, economic and social statistics
CEP-UEM		Inquérito sobre Migração e Pobreza		Survey on the relationship between poverty and migration
CEP-UEM	APP	Estudos Participativos sobre a Pobreza em Moçambique	1995/96, 2001	Participatory poverty appraisals

3.1.1 Instituto Nacional de Estatística (INE) and the National Statistical System

The INE, the Banco de Moçambique (BM) and the Ministry of Science and Technology (MCT)⁸⁷ are the main parts of what is referred to as the “national statistical system”. The “system”, under the Ministry of Planning and Development, produces and maintains basic quantitative statistical data sets on poverty relevant issues on a regular basis. Other relevant sector ministries are also involved. INE’s provincial delegations undertake survey work such as data collection and quality control in the pre-processing phase. A major Scandinavian programme supports general capacity building and training programmes as well as the build-up of statistical registers of households and firms.

The INE website (www.ine.gov.mz) provides metadata and some statistical series. INE publishes a series of documents and periodicals, with basic analysis of collected data. Geographical breakdowns are usually based at the provincial level, but rarely to administrative district/ municipality levels.

For the purposes of monitoring PARPA and the UN MDGs, INE provides the Estatísticas Sociais, Demográficas e Económicas de Moçambique (ESDEM) database on socio-economic and demographic data, which uses, basically, data from IAF and QUIBB.

⁸⁷ Previously, under the last Chissano government, “Ministério de Educação Superior, Ciência e Tecnologia”

3.1.2 Banco de Moçambique (BM)

The Mozambican central bank provides regular statistics on macro-economic aggregates, notably on aspects linked to its mission, guaranteeing monetary stability. Thus the bank generates and maintains data sets on monetary statistics, credits, balance of payments, external debt and the state budget. In collaboration with INE it monitors GDP evolution and inflation (consumer price index) on a quarterly basis, which is relevant for macro-economic poverty monitoring. BM has its own system of capacity building and training but is in need of improvements in econometric methods and qualitative studies and research, such as on the sources of growth. Another topic that merits more qualitative research is the area of accountability and transparency.

3.2 Policy Analysis

Whereas the major part of the data collection is undertaken by institutions of the state, the institutions involved in policy relevant analysis span a variety of different types, including governmental, academic, civil society and donor organisations. It is clear that most financial and professional resources for poverty analysis are in the hands of the state. Below, we describe the most important institutions, their tasks, major features of external support and their main output in relation to poverty analysis.

3.2.1 Governmental Institutions

Because of the Mozambican government's focus on poverty reduction most, if not all, public sector institutions are involved in some aspect of the struggle against poverty, and some of them undertake research. Institutions such as DNPO, GEST and BM deal with overall planning and PFM issues. Line ministries, of which only the key PARPA priority sectors (Agriculture, Education, Health and Roads) are included below, produce and maintain relevant databases, often in collaboration with INE. They are also involved to some extent in poverty analysis and monitoring.

3.2.1.1 Direcção Nacional de Planificação e Orçamento (DNPO)

The DNPO is part of the (new) Ministry of Planning and Development (MPD).⁸⁸ A main task of the directorate is to translate PARPA and the government's Five Year Plan into annual plans (*Plano Económico e Social (PES)*) and the corresponding budgets (*Orçamento do Estado (OE)*). As part of this task, the department will have to be most *centrally involved in policy analysis*. DNPO has produced and published provincial poverty profiles on the IAF 1997 data.⁸⁹ DNPO is also government's anchor for the Poverty Observatory (see below), which represents a more pluralistic, participatory way of monitoring poverty and its causes than through the analysis of PES and the Performance Assessment Framework (PAF).

By approval of the Council of Ministers (CM) and parliament, the DNPO is also charged with the *monitoring of the implementation of PES and OE*, including the production of the respective execution reports. These are presented annually to government, the Auditing Unit, *Tribunal Administrativo (TA)* and to parliament. Reports are also presented to donors for a "Joint Review", which is an annual process of consultations between government and donors "the group of 16" (G-16) engaged in budget support. A Memorandum of Understanding (MoU) sets out the rules for such support.

⁸⁸ The new Ministry was created by the Guebuza government, and is a result of a split of the former Ministry of Planning and Finance into two ministries: the Ministry of Finance (MFIN) and the Ministry of Planning and Development (MPD).

⁸⁹ E.g. *Perfil Provincial de Pobreza e Desenvolvimento Humano – Cabo Delgado*, Maputo: DNPO, Departamento de Programação Macroeconómica; *Replicação de Estudos Políticos e Sectoriais*, 2000.

The monitoring of progress in the implementation of PARPA is based on analysis of the *Balanço do PES* and the Reports on Budget execution, as well the performance of the sectors, with the help of the Performance Assessment Framework (PAF). However, DNPO is not yet in a position to monitor PARPA through qualitative impact assessments, although there are plans under way to produce an Annual Impact Report on PARPA implementation, *Relatório Annual de Impacto (RAI)*.⁹⁰ The RAI would basically consist of a joint analysis of three data sets: the ESDEM on general (quantitative) socio-economic trends, the Balanço do PES and the Execution report for the OE reflecting resource allocation and use. Supplementary qualitative studies will be executed by research institutions contracted by DNPO, particularly in the national University, *Universidade Eduardo Mondlane (UEM)*. DNPO would be the linchpin for RAI.

Over the last few years, DNPO has also been engaged in institutionalising the planning and budgeting cycles (PES, OE) in districts and provinces, using a participatory approach at the district level.⁹¹ Through this project, a wealth of systematic and partially gendered data on local public finance (revenue and expenditure), on additional locally available resources, the use of these resources and their impact have been generated for some districts in Nampula.⁹² This type of data is presently rarely used for poverty analysis and monitoring. DNPO is, nevertheless, actively and systematically promoting the linking of micro-, meso- and macro levels of the administration in planning, programming and budgeting for poverty. For example, the department has produced and published provincial poverty profiles on the IAF 1997 data.⁹³ DNPO is also the government's anchor for the Poverty Observatory, which represents a more pluralistic, participatory way of monitoring poverty and its causes than through the analysis of Balanço do PES and PAF.

DNPO is government's driving force with regard to the design and drafting of PARPA II, to be designed and approved by the end of 2005. Based on experience of the PO, the latter is likely to play the major role in its elaboration. Compared to PARPA I, the second PARPA will involve, significantly, sub-national levels.

Donors in Mozambique are all focusing a major part of their attention on the poverty problem. As most of them regard key government organisations such as the DNPO central to the creation and implementation of poverty policies, the willingness, indeed pressure, to give support to the DNP has led to a large number of support projects, present and potential.

DNPO, together with GEST, IFPRI and Purdue University, was one of the main contributors to the report "*Poverty and Well-Being in Mozambique: The Second National Assessment*". The team has critically analysed the approach and results of this important study and concluded that, on the whole, the report is sound and that there is little reason to doubt that poverty measured by a poverty datum line and poverty headcount measure has declined between the years for which data exist. A clearer policy orientation and better feedback to government, civil society and donors would, however, make the document an even more important contribution to the further development of poverty reduction policies in Mozambique. (See also some further analysis in Annex 3 below).

⁹⁰ DCI meeting on PARPA analysis and monitoring, op.cit.I.

⁹¹ Via the *Projecto de Planificação e Financiamento Descentralizado (PPFD)*, established in 6 out of 10 provinces, and supported by the WB, UNDP / UNCDF, the Netherlands, Norway and Switzerland.

⁹² Interestingly, the sectors are the only institutions which have not yet provided information for their resource allocation / expenditure to the districts.

⁹³ E.g. Perfil Provincial de Pobreza e Desenvolvimento Humano – Cabo Delgado, Maputo: DNPO, Departamento de Programação Macroeconómica; Repartição de Estudos Políticos e Sectoriais, 2000.

Resident advisor to DNPO,⁹⁴ Dr. Channing Arndt from Purdue University, has published several recent articles concerning poverty in Mozambique. One of the most poverty-relevant papers is “*Has economic growth in Mozambique been pro-poor?*”, co-authored with Robert C. James (DNPO) and Kenneth R. Simler (IFPRI). The article focuses on the extent to which, under various concepts of “pro-poor” development, Mozambique’s economic growth over recent years had benefited the poorest part of the population. Another relevant paper is “*Estimating Utility-Consistent Poverty Lines*”, co-written with R. Simler, which focuses on the utility of the “Cost of Basic Needs” approach as a means of measuring poverty, using Mozambique as an example.

3.2.1.2 Gabinete de Estudos (GEST)

GEST is a policy research and analysis unit of the Ministry of Finance and Planning. GEST was instrumental in elaborating PARPA I, in collaboration with a group of economists from Harvard University who implemented a capacity building programme in the institution. GEST has also benefited from technical assistance from other well reputed universities such as Purdue University, the University of Copenhagen, and the University of Sussex. A new capacity building and research project has recently been launched by the same universities.

Technical assistance and collaboration have resulted in several projects and publications. As mentioned above, GEST was one of the main contributors to the report “*Poverty and Well-Being in Mozambique: The Second National Assessment*”. In 2004, the institute also arranged 10 seminars where Masters students presented their Masters theses. Several of these theses are poverty policy oriented. Some of them will be published as journal reports and articles. According to the organiser of the seminars, these publications will be made available on the internet at a later stage.

One result of the collaboration with Harvard University was the 2002 publication by GEST of a book of essays “*Ensaio Sobre a Economia Moçambicana Contemporânea*”, which also contained some poverty-related material. Worthy of mention is the essay “*Salário Mínimo e Política Laboral: Instrumentos de Política para Crescimento Económico e Redução da Pobreza*”.⁹⁵

3.2.1.3 Direcção Nacional de Administração Local (DNAL)

This department, situated in the Ministry of State Administration, deals with the territorial administration of the 128 Mozambican Districts. It is presently engaged in introducing the changes intended by the Local Governments Act approved in August 2003 (*Lei sobre os Órgãos Locais do Estado-LOLE; 8/2003*) assisted by the UNDP project “Support to Local Government Reform” (MOZ-03/005). The latter includes a component of expansion and updating of socio-economic district profiles, including poverty features. The aim is to have the district profiles available on the web and eventually have them used as criteria for resource allocation for decentralisation. The project does not foresee major activities in capacity building, however, either at district/ provincial level or with regard to students from institutions of higher learning. Being new, the deconcentrated model of public administration needs monitoring of the changes and outcomes of the pilot experience. From this angle, a considerable demand for analysis and research, monitoring and evaluation might be anticipated.

3.2.1.4 Ministry of Agriculture

The Ministry of Agriculture (MAGRI), formerly the Ministry of Agriculture and Rural Development (MADER), collects important information on the all-important agricultural sector. A key data body is based on the National Agricultural Household Survey, *Trabalho de Inquerito Agrícola (TIA)*, conducted in 1997 and 2002 in collaboration with Michigan State University

⁹⁴ Dr. Channing Arndt was also heavily involved in the production of the second national assessment and is one of GEST’s most prominent researchers.

⁹⁵ Authors: Per-Åke Anderson and António S. Franco (2002).

(MSU). The Agricultural Marketing Information System (SIMAS) produces bi-weekly/ monthly reports on prices and markets. MAGRI also provides inputs for the annual statistics produced by INE, inter alia, on the production of foodstuffs by province, the agricultural units and cultivated areas for food and cash crop production; prices and quantity of agricultural products and livestock; the number and distribution of animals, and so on. The first livestock census since Independence, Censo Ágro-Pecuário (CAP) was conducted in 1999/2000.

Some of the data produced by MAGRI and its partners are particularly relevant for the analysis and monitoring of food and nutritional security through the *Secretariado Técnico para Segurança Alimentar e Nutricional* (SETSAN), which is a cross-sectoral unit attached to MAGRI. It complements its database through collaboration with international organisations such as WFP and NGOs working in affected areas. SETSAN is also part of technical working groups which deal with vulnerability assessments, natural disasters, water/ sanitation and HIV-AIDS.

In its analytical and survey work, MAGRI is supported by Michigan State University (Department of Agricultural Economics) in a USAID-funded project named “Policy Analysis and Research Support”.⁹⁶ As part of this collaboration, two report series presenting the results of research concerning food security have been published. The series *Flash* presented the results of the investigation in a brief and focused manner, whereas the series *Relatórios de Pesquisa* contained more thorough analysis regarding the question of food security.

The reports published by MAGRI/ MSU focus on the methodology of estimating household income using easy-to-collect proxy variables; the methodology for assessing dietary adequacy; household food consumption in northern Mozambique; and rural poverty and poverty alleviation in land abundant areas of Africa, using Mozambique as an example. Some of the authors of these reports, most notably Tschirley, Rose and Strasberg, have also published other poverty-related articles on Mozambique. (See Bibliography)

3.2.1.5 Ministry of Education

The Ministry of Education (MINED) produces regularly updated statistics on school enrolment by type of school and education, enrolment and teachers by level of education, on adult education and literacy, enrolled students and school-leavers by sex.

3.2.1.6 Ministry of Health

There are quite a few publications related to poverty and health, many of which focus on HIV/AIDS. Only a few of the analyses are produced by the Ministry.

Purdue University has investigated the effect of HIV/AIDS on growth prospects. The impact of HIV/AIDS is simulated using a (dynamic) computable general equilibrium model.⁹⁷

The Centre for Study of African Economies, Oxford University has studied education as a determinant of health care choices. The author⁹⁸ explores the existence of educational externalities within the household, or how not only their own education level but the education levels of other household members affect a person’s health care choices. The same author⁹⁹ also analyses the decision whether to seek health care when ill and consecutively the choice of health care provider, focusing on the effect of income.

⁹⁶ For more information, see www.aec.msu.edu/agecom/fs2/mozambique

⁹⁷ Arndt, Channing, (2002), “HIV/AIDS, Human Capital, and Economic Growth Prospects for Mozambique”.

⁹⁸ Lindelow, Magnus (2002).

⁹⁹ Lindelow, Magnus (2003).

3.2.1.7 Energy

The World Bank and others have published reports on energy and poverty. See the World Bank site for reports on “Electric power and other energy”.¹⁰⁰

3.2.1.8 Ministry of Fisheries

There are very few reports, about three or four, on this subject. Among the more important is the study on “Poverty and Reefs: A Case Study from Mozambique”.¹⁰¹

3.2.2 Academic Institutions: University and Research Institutes

3.2.2.1 The Faculty of Agronomy and Forestry

The Faculty has a clear focus on poverty, particularly through its MA degree course on rural development. The students are, on occasion, engaged in research on issues related to poverty within the framework of their theses. Official poverty-related documents, reports and studies are part of the mandatory literature used in the programme. The degree students are encouraged to engage in qualitative and independent research that contributes to a pluralistic and wide discussion and on issues linked to PARPA and other macro policies and programmes. Students and lecturers have access to relevant international literature and scholarly journals via the Internet. The programme is organised by Prof. José Negrão, who is also the Managing Director of the private research institute *Cruzeiro do Sul* (see below), as well as being one of the coordinators of the Poverty Observatory.

3.2.2.2 Faculty of Medicine, the Research Unit for Health and Social Sciences

This research unit, headed by Dr. Yussuf Adam, is currently preparing a project entitled “Health Observatory and Poverty”. The multi-stakeholder project aims at subjecting policies, reforms and service delivery in the health sector to an analysis with regard to the impact on improving health, notably of poor patients/ clients of the National Health System. Part of the research is focused on ways to improve the delivery of services (at various administrative levels), through better interaction between the various stakeholders (patients, medical and paramedical staff, administrators etc.), and through strategies for empowerment. The proposed project thus aims at contributing to the monitoring of the effectiveness and efficiency of health care delivery systems.

3.2.2.3 Faculty of Arts and Social Sciences

Other projects, such as the *Afro-Barometer on democracy and development* organised by staff of the *Faculty of Arts and Social Sciences* (in collaboration with IDASA, South Africa) and a public opinion survey on democracy and development issues conducted in recent years by the *Centro do Estudos da População (CEP)*, are only indirectly related to poverty reduction policies, addressing more broader governance issues. More recently, however, both the Faculty and the CEP have been contracted by DNPO to do qualitative research on aspects of poverty. While the sociology department is conducting a qualitative survey in Sofala and Inhambane Provinces at household level to capture poverty related “stories”, CEP is doing research on the relationship between poverty and migration. Prior to the first PARPA the centre also carried out Participatory Poverty Appraisals (PPA), based on qualitative studies conducted in 18 districts coordinated by Dr. Yussuf Adam, who is currently situated at the Faculty of Medicine as the head of the Research Unit for Health and

¹⁰⁰ http://www-wds.worldbank.org/servlet/WDS_IBank_Servlet?all=&styp=AllWords&dname=&auth=&rc=82527&ss=*369172&dt=&lang=&dr=range&bd=&edt=&rno=&lno=&cno=&pid=&tno=&sortby=D&sortcat=D&psz=20&ptype=advSrch&pcont=results&x=35&y=15

¹⁰¹ <http://www.onefish.org/servlet/CDSServlet?status=ND0xMDcwLjEzMjU5MyY2PWVvUjMzPWRvY3VtZW50cyYzNzlpbmZv>

Social Sciences. The preliminary results of these studies were taken into consideration in the elaboration of PARPA I.

3.2.2.4 Faculty of Economics

Surprisingly, the Faculty of Economics is not institutionally engaged in poverty-related research, debate and publications, although individual lecturers do relevant research work related to consultancies.¹⁰² They apparently also use some of this material for teaching purposes. Some years ago, senior staff members drafted a project proposal for an Economic Research Centre as part of the faculty. However, the document was shelved, for reasons unclear to the authors. It appears that more recently the World Bank has taken a renewed interest in the idea of supporting a Centre for Economic Research, fielding a mission to that effect. Its concrete intentions and outcome are not yet known, even to senior staff members of the faculty.

3.2.3 Independent Research and Training Institutes, Consultancies

A number of independent research institutes and centres in Maputo have mostly been founded by and/or are associated with present and former senior staff members of the UEM.

3.2.3.1 Cruzeiro do Sul

This (www.iid.org.mz) is a research institution of national and international reputation. Its focus is on rural development, land issues and socio-economic dynamics, poverty and elections, including provincial and district level issues, the latter focused on Nampula and Manica provinces. It has some base funding, inter alia from the Dutch Government and the Open Society Initiative (OSI). The institute is headed by Prof. José Negrão, and has a multi-disciplinary staff that consists of some 15 permanent and non-permanent academics/ researchers. A link to the MA programme in rural development (Faculty of Agronomy and Forestry) provides a good opportunity for applied research and training. The institute and its director also play a key role in the Poverty Observatory. The annual report on poverty, *Relatório Annual de Pobreza-RAP* published by the alliance of Civil Society Organisations (CSOs) referred to as G-20, is published on the website of Cruzeiro do Sul. Working relations exist with both Government (DNPO) and civil society.

Through Cruzeiro do Sul's effective website,¹⁰³ several of their publications can be obtained. Other publications by Negrão and other researchers linked to Cruzeiro do Sul are also available through the website of the Southern African Regional Poverty Network (SARPN).¹⁰⁴ The topics of their publications are mainly related to PARPA, poverty reduction and economic development, while some are based on regional surveys.

3.2.3.2 Centro de Estudos de Democracia e Desenvolvimento (CEDE)

This research centre, headed by the UEM rector, Prof Brazão Mazula, is an offspring of the War-Torn-Societies project (WTS), which has contributed to the furthering of action and research in matters of peace, development and democracy in Mozambique since the mid-nineties. CEDE has no base funding and no capacity building components for its few research staff, who are mostly drawn from the UEM and other institutions. Drawing on the methodology used in WTS, CEDE has been engaged in conflict research and mediation in conflict-prone districts and municipalities in

¹⁰² It was said that the annual turnover of the consultancies amounts to at least 300,000. If the lecturers / consultants were contracted institutionally via the faculty instead of individually, with the institution covering a fee for overheads, it would be able to generate substantial additional resources, for enhancing and updating its library, for example.

¹⁰³ www.iid.org.mz

¹⁰⁴ www.sarpn.org.za/CountryPovertyPapers/cppMozambique.php

Mozambique, and in managing electoral conflict through a parallel count system during the 2003 local elections and the 2004 general elections.

CEDE has been spearheaded by the Electoral Observatory, supported by USAID, DFID and SDC. The centre has also collaborated with the Carter Center and the Electoral Institute of Southern Africa (EISA) as well as with national CSOs. Most of these are also part of the Poverty Observatory (PO). The centre is presently running the Mozambican component of the What-Kind-of-Peace-is-Possible? Project (WKP) of the Canadian North-South Institute, with a focus on decentralisation as part of a peace consolidating strategy for Mozambique. The relationship between peace consolidation and poverty is one topic flagged for future research/ action. A CEDE newsletter is published irregularly. The book “Mozambique: Ten Years of Peace”¹⁰⁵ has become a major commercial success (Mazula, 2002, 2004).

3.2.3.3 Centro de Formação Jurídica e Judiciária (CFJJ)

This centre aims to become a point of reference for training professionals working in the Mozambican judicial system, to create and maintain a relevant research and documentation centre within its field, and to contribute to the reform of the Mozambican judiciary and its organisations. The Centre is directed by Dr. João C. Trindade, a Judge Councillor at the Supreme Court. The major research focus is presently on corruption within the judiciary, which should lead eventually to the formulation of a policy and action plan for this important governance sector. Other research activities comprise land and environmental rights and conflicts, traditional authorities in local government and decentralised governance. The centre has also been running training courses for attorneys and judges at the provincial delegations of their respective institutions. Workshops and public debates are part of the CFJJ’s calendar of activities.

In research, as well as capacity building and training activities, CFJJ has the privilege of collaboration with internationally renowned research institutes such as the UN Interregional Crime and Justice Research Institute (UNCRI), the Centre for Social Studies (University of Coimbra, Portugal), the Danish Institute for International Studies (DIIS) and the Nordic Africa Institute (Uppsala/ Sweden). CFJJ is supported by a number of international donors and partners, including USAID, DANIDA and Italy.

3.2.3.4 Consultancies

There are several national and international consultancy firms operating in Maputo and/or with a Mozambique focus in their work. This section presents a non-exhaustive selection of firms considered most relevant to the topic under discussion.

Austral Consultoria e Projectos Lda (www.austral.co.mz) appears to be the largest and oldest independent investment consultancy firm in Mozambique. It has broad experience in the country, with regard to sectoral and geographical areas. The firm has about twenty staff members. Most of these are economists, but the firm also employs social scientists, environmentalists and psychologists. With regard to poverty related consultancies, the firm appears to have limited experience, possibly reflecting the level of demand rather than the firm’s own capacities. Concerning the sectors of particular interest to Norwegian cooperation with Mozambique, i.e. fisheries, energy and health, the firm has carried out several consultancies in all of these areas. On their list of clients are international organisations, various embassies, ministries and donors.

¹⁰⁵Original title “Moçambique: 10 Anos de Paz”, edited by Brazão Mazula, CEDE (Centro de Estudos de Democracia e Desenvolvimento), Maputo: 2002. 523 pp.

The Swiss-based consultancy firm **Gerster Consulting** (www.gersterconsulting.ch) is headed by the development economist Richard Gerster. It has been involved in various research projects in Mozambique linked to the PARPA process. Concentrating on development issues, the firm also carries out research and evaluations of policy analysis and advocacy. The consultancy firm has, for instance, provided the G-15 Programme Aid Partners and the government of Mozambique with baseline surveys on PAP performance, as well as assessments regarding General Budget Support and its effect on poverty reduction. The firm has six staff members with educational backgrounds in the fields of economics, political science and biology. In Mozambique, Carlos Nuno Castel-Branco, economics professor at UEM, has contributed research to the firm. Its clients are (Swiss) government agencies, private sector entities, multilateral institutions, and various organisations.

Impacto – Projectos e Estudos Ambientais is a Mozambican firm specialising in the area of environmental studies. Its director is the nationally and internationally well-known Mozambican author and biologist Mia Couto. The firm carries out consultancies and evaluations on various projects related to environmental issues, such as evaluating the environmental effects and impacts of various industrial projects. In addition to conducting environmental monitoring and auditing, the firm also gives institutional advice to governmental and non-governmental organisations; consultancies regarding environmental administration; and elaborates educational programmes on environmental issues. Clients are mostly donors, governmental and non-governmental institutions, the private sector, educational institutions, local authorities, and rural and urban planners.

Consultec – Consultores Associados Lda is a Mozambican private consultancy firm providing consultancy services within the area of engineering. The firm has been involved in a number of projects, such as the inspection and control of the construction of buildings and roads; urban drainage and sanitation; studies on environmental impact; industrial projects; electricity projects; and in giving advice regarding project administration. The firm has about 25 staff members, of whom 23 are technicians.

CBE Mozambique is a consultancy firm linked to the Dutch-based CBE Group. The firm specialises in management consultancy and personnel recruitment, and gives advice in various areas concerning management and organisation, such as implementation, coaching, cost-benefit analysis, personnel issues, human resource development, business modelling, and so on. The firm has been in Mozambique since 1994, providing consultancies for both the private and non-private sector. The firm's manager in Mozambique is Nuno Sidónio Uinge.

PriceWaterhouseCoopers (www.pwc.com) is a consultancy firm operating on a global scale. The firm facilitates consultancies within several areas, focusing primarily on audit and assurance services, advisory services, tax services, and human resource services. In Southern Africa, the firm has broad experience in the fields of financial services; public sector advice; consumer and industrial products; technology, information, entertainment and the media. In Mozambique, the company primarily centres on consultancies within the energy sector, but it may also be able to provide consultancies on the sectors of health and fisheries. PWC has a local office in Mozambique.

The international firm **Intermediate Technology Consultants** (www.itcltd.com) is also engaged in the energy sector in Mozambique. ITC has long and broad experience in consultancies on energy and environmental issues, including hydrological studies, wind monitoring, solar energy assessment, and biomass surveys. Additionally, the firm has experience in giving policy advice and undertaking policy analysis, as well as strategic planning and action plans. This firm would probably also be highly relevant for poverty-related studies within the fields of energy and the environment. In Mozambique ITC has carried out projects concerning issues such as the impact of big dams; micro-hydro energy reform; and private sector participation in energy. ITC serves clients such as the World Bank, the European Commission, WWF and DFID.

KPMG (www.kpmg.co.mz) is a consultancy firm operating worldwide and providing assurance, tax, and advisory services.¹⁰⁶ The company is currently in Mozambique and employs more than 150 people, of whom most are nationals. This year, KPMG was rated number one of the audit and accounting firms operating in Mozambique. The company has experience in financial and banking analysis, company assessments, energy statistics, electricity supply, drafting and negotiation of electric energy concessions, and infrastructure projects in Mozambique.

With regard to consultancies on fishery-related issues, the Mozambican firm **Kusi Limitada Consultores** has previously been involved in a study on poverty and reefs in Mozambique.¹⁰⁷

3.2.4 Civil Society Organisations and NGOs

3.2.4.1 Grupo-20 (G-20)

This CSO group is named after the number of seats (20) which they are allocated at the Poverty Observatory. The following organisations and networks are part of the G-20 (see website):

Institution(s)	N° of seats
Organisations of Christian and Muslim religions	4
Trade union federations (OTM, CONSLIMO)	2
Private sector, including Employers' Federation-CTA	3
Networks (land, women, peasants, debt group), 2 NGO forums (LINK and TEIA)	6
Regional groupings, CBOs, Fundação para Comunidade (FDC), ORAM	4
Cruzeiro do Sul (Research Institute)	1

Source: www.prsp-watch.de, Länderprofile Mosambik, p.4

G-20's major activity is not research but rather policy and action against various manifestations of poverty. This involves often critical appraisal of the government's poverty alleviation strategy and programmes. A countrywide network and the introduction of consultative processes has enabled the G-20 to generate, systematise and analyse its own database, so far focusing more on *processes* of impoverishment and poverty alleviation than on the quality of analysis or the impact of policies and programmes.

G-20 organisations represented in the Poverty Observatory are, nevertheless, the group behind one of the most central research reports on poverty carried out in recent years in Mozambique.¹⁰⁸ The Annual Poverty Report 2004 (RAP) presents the findings of an assessment made on the basis of a national survey and of the local and national seminars held in connection with the survey.

Within G20, the two existing trade union confederations, the *Organização dos Trabalhadores Mozambicanos (OTM)* and the *Confederação dos Sindicatos Livres de Mocambique (CONSILMO)*, produce employment/ unemployment statistics. These organisations prepare independent analyses of what they perceive as the lack of dynamics of the formal productive sector (agriculture, manufacturing and industry), leading to a net loss of employment and an "unsustainable PARPA".¹⁰⁹ The G-20 has thus been able to make a unique, original and informed contribution to

¹⁰⁶ Other companies with offices in Maputo in the field of auditing and consulting are Deloitte Touche Tohmatsu, and Ernst&Young. They are, however, less relevant in our context, and have therefore not been included in our review of consultancy firms.

¹⁰⁷ IDPPE, Kusi Limitada Consultores, and IMM Ltd. *Poverty and Reefs: A Case Study from Mozambique*. Maputo: Instituto Nacional de Desenvolvimento da Pesca de Pequena Escala (IDPPE).

¹⁰⁸ See Chapter 3 for more information regarding the G20.

¹⁰⁹ Correio da manhã, 30/March, 2005.

the assessment of poverty (and wealth) on a nationwide scale, as well as to the discussion of its causes, dimensions, trends and possible solutions. These assessments are contained in the Annual Report on Poverty (RAP), presented and discussed at the annual PO meeting. In preparation for the Observatory, the G-20 has its members convene decentralised meetings at district and provincial level, in order to contribute to the production of the final document (RAP). Particularly through its NGO members, the G-20 can muster some support from the national and international NGOs, which are associated through a LINK–Mozambique and TEIA (“web”), a kind of clearing and coordination unit for national NGOs (TEIA), and national and international NGOs (LINK). Given that organised civil society is only a recent phenomenon in Mozambique, G-20’s coherence and role in the PO are remarkable achievements. However, some of the NGOs which are part of the Group of 20 appear to be dependent on donors, and some of the G-20 key leaders appear to prefer to work with international NGOs rather than with Mozambican pressure groups and NGOs with a clear national mandate. The strengthening and capacity building of the G-20 as a competent lobbying group and partner of both government and donors in the PO seems to be called for. Yet, capacity building and training (in analysis, negotiation, etc.) is undertaken, if at all, within the respective organisations, and not for the group as a whole. It is remarkable that the established public and private universities are not represented at all in the G-20, or in the PO.

The G-20’s demand for poverty-related research and analysis was made explicit in a meeting between representatives of NGOs (some belonging to the G-20) and the new Minister for Science and Technology, Venâncio Massingue,¹¹⁰ held in March 2005. With reference to poverty reduction at local government and community level, they explicitly expressed their demand for more research, and their access to it via a website for the dissemination and documentation of research results and relevant studies undertaken so far.

3.2.4.2 Agenda 2025

The emergence to prominence of the G-20 and some of its members is intrinsically related to the PRSP and PO, but also to the long-term visioning and strategising exercise for the country and its development known as *Agenda 2025* (www.agenda2025.mz). The production of this strategy document, discussed and approved unanimously by parliament at the end of 2003, was based on a nationwide consultation process involving both sectoral and technical working groups and a group of eminent persons (“Committee of Councillors”), under the supervision of a National Council and an Executive Committee. The bodies were composed in such a way that the representation and mix of pluralist interests (institutional, political, territorial, religious, gender, age groups) were safeguarded. The consultation process generated its own sets of data, and capacity building and training was part of the process, which was supported by UNDP and the Carter Center. The final document is an important reference for any poverty analysis and monitoring. Not only does it provide a baseline against which changes induced by policies, aid inflows, sector programmes and so on can be measured, it also presents strategic scenarios for more or less successful paths of development and poverty reduction, including (sectoral) strategic options. The document has been recognised as an important input into the formulation of the new government’s Five Year Plan, and into PARPA II, to be produced by the end of 2005. DNPO has suggested that the modality of a “Committee of Councillors” should be part of the preparation process for PARPA II.

¹¹⁰ The minister is a former Vice-Rector of UEM.

3.2.5 Private Sector

3.2.5.1 Confederation of Mozambican Economic Associations (CTA)

The CTA represents the Mozambican private sector, is part of the G-20 and has contributed to the development of RAP with a position paper. In looking at the question of poverty reduction, one of its basic (rather theoretical) assumptions is that it is mainly the state, its bureaucracy and inadequate policies and sector programmes which need to be considered the principal obstacles to the unleashing of the growth potential of the private sector. However, according to the personal views of CTA's senior economist, urgent reform is needed in the area of land legislation and the state's policies, procedures and instruments of land allocation and regulation. At present, these are considered to be inefficient and non-transparent and detrimental to the agricultural family sector as well as small and medium-scale enterprises (SMEs), which creates insecurity of tenure and thus a disincentive to invest. The latter point of view is also shared by the *Organização Rural de Ajuda Mútua (ORAM)*.

From CTA's point of view, other major impediments for the private sector include fiscal policies which are extremely unfavourable to SMEs, bureaucratic red tape and widespread corruption in the public sector, overly rigid labour legislation and the ineffectiveness of the legal system in resolving legal disputes.¹¹¹ Accordingly, PARPA does not adequately address the causes of poverty in Mozambique. Thus it is argued that poverty reduction and employment creation through the unleashing of the private sector's productive and growth potential will remain a pipe-dream unless the public sector is reformed to provide better governance and more adequate policies that can provide incentives to private initiative instead of ignoring or complicating it. CTA clearly expresses a demand for research and studies to consider the detail of growth and employment impediments as well as measures for eliminating them.

3.2.5.2 Associação Comercial, Industrial e Agrícola de Nampula (ACIANA)

The views of the CTA are also shared by local groups, such as ACIANA in Nampula, which add to the "list of complaints" the expensive and ineffective (private) banking sector, which has no incentives to provide credits to SMEs with reasonable conditions and interest. Members of ACIANA pointed out that the inefficient and expensive banking sector causes a lack of access to credit for development and investment purposes and is one additional factor stifling entrepreneurial activity and private investment by local entrepreneurs.

3.2.6 Donors

3.2.6.1 Bilateral donors

Bilateral donors are a major force in Mozambique, not only in terms of their financial contribution. Their quite extensive use of consultancies in analysing technical aspects as well possible social and economic outcomes from their interventions and the sectors they support provide a knowledge base which comes into play when important policy matters are discussed with Government. Although not clear from the list of documents in Annex 4, it is likely that more than half of the titles are financed in one way or another by bilateral donors. The PAMS group will play an important role in focusing research on poverty related issues.

¹¹¹ To provide an alternative / complement to the formal legal system, the CTA runs a USAID-financed programme of conflict arbitration.

3.2.6.2 The World Bank

The Bank is held in high esteem by nearly all the stakeholders interviewed for what is considered to be a very informative website on poverty and related issues, on which a number of the studies commissioned and/or executed can be accessed. The Bank prepares a literature overview in the form of an annotated bibliography of poverty-related studies and databases produced so far. The overview comprises analyses and the monitoring of poverty in general, as well as sectoral poverty issues, regional studies, governance and decentralisation (see bibliography).

The World Bank is undoubtedly the main provider of publications on poverty research on Mozambique. Through the Bank's websites one can get hold of reports published by the Bank since 1996 onwards.¹¹² With regard to the focus of their publications, the majority of the reports focus on the Bank's relationship to Mozambique – its projects and its policies towards the country – such as the Bank's Country Assistance Strategy (CAS); its evaluations of the PRSP/ PARPA;¹¹³ the Public Expenditure Review (PER); the Agricultural Sector Expenditure Programme PROAGRI; the Country Economic Memorandum; the Public Sector Reform Programme; and the Poverty Reduction Support Operation Credit (PRSCI). Some of the reports are also related to poverty and the issues of health, energy, water/ sanitation, regional integration, and school enrolment. Additionally, the bank has held a seminar on poverty monitoring systems and its implications for the national statistical system.

3.2.6.3 International Monetary Fund (IMF)

Not surprisingly, the overall majority of IMF's poverty-related publications on Mozambique are linked to issues concerning the PRSP/PARPA. Examples of these publications are the Joint Staff Assessments and the Policy Framework Papers. The organisation has also carried out a review of the Economic and Social Plan (PES) for 2003.¹¹⁴

3.2.6.4 Working Group on Poverty Analysis and Monitoring Systems (PAMS)

The World Bank collaborates closely with PAMS. The group has been established by the *Programme Aid Partners (PAPs)*,¹¹⁵ which give General Budget Support (GBS) to the Mozambican Government within the framework of a Memorandum of Understanding (MOU) signed on 5 April 2004.¹¹⁶ According to its terms of reference, the PAMS Working Group's objective is to promote the development of efficient and participatory systems of poverty analysis and monitoring and the application and dissemination of their results. This includes dialogue with government, promotion of increased donor harmonisation, coordination and coherence, as well as the facilitation of the production of analytical work and its widespread dissemination, through technical assistance, for example. A main focus of the group is the provision of inputs to the annual Joint Review (JR), as well as the elaboration and monitoring of PARPA II. Areas which merit special attention include the filling of knowledge gaps. This would include the mapping of current

¹¹² For World Bank documents on Poverty Reduction in Mozambique see: www-wds.worldbank.org/servlet/WDS_IBank_Servlet?type=AllWords&all=Poverty+reduction+Mozambique&ptype=sSrch&pcont=results&sortby=D&sortcat=D

¹¹³ For information regarding World Bank Poverty Reduction Strategy Papers (PRSP) in Mozambique see: poverty.worldbank.org/prsp/country/119/

¹¹⁴ See IMF website for publications on Mozambique: www.imf.org/external/country/moz/index.htm

¹¹⁵ This group is also known as G-16, since presently 16 donors have opted to include this modality in their cooperation with Mozambique.

¹¹⁶ Memorandum of Understanding between Government of the Republic of Mozambique and the Programme Aid Partners for the Provision of Direct Budget and Balance of Payments Support.

and planned activities in the field of PAMS, and the possibility of developing a pool of resources for research on poverty related issues (qualitative analyses, social and gender assessments etc.).¹¹⁷

3.2.6.5 UNDP

The UNDP's role is clearly focused on assisting Government in monitoring poverty reduction policies, outcomes and impacts as well as helping to concretise PARPA in tangible ways and to create minimum conditions for rural livelihoods at the community level.¹¹⁸ Action is concentrated in UNDP's Poverty Unit. The Unit's support for poverty analysis and monitoring entails technical assistance (sociologists, statisticians, economists) to the Poverty Observatory, and technical assistance to the DNPO as well as to the Provincial Directorates of Planning and Finance (DPPF) in all ten provinces¹¹⁹ for monitoring and evaluation (M&E) functions. The tasks of the seconded personnel include the tracking of progress of PARPA implementation, methodological support to the sectors for M&E, the strengthening of popular participation in M&E activities, the creation of provincial databases, and capacity building and training. Qualitative analysis and the interpretation of IAF data for the provinces, as well as the preparation of inputs into PO 2005 and PARPA II processes, receive special attention.

UNDP/ UNCDF's generation of poverty related research, studies and impact assessments at the sub-national level in most of the districts of Nampula and Cabo Delgado Province through the *Projecto de Planificação e Financiamento Descentralizado (PPFD)* has already been mentioned (see section on DNPO). The independent impact assessment study commissioned by UNCDF on the Nampula component of its programme is noteworthy in that it demonstrates positive impacts on policy formation and on poverty reduction.¹²⁰

The poverty unit as well as the UNCDF have made an explicit demand for district poverty profiles, hinting at the possibility of restarting a process begun in DNPO in the early nineties (on the basis of the 1997 IAF and additional research), which was discontinued.

Finally, UNDP's preparation and dissemination of, so far, three issues of the National Human Development Report is also focused on poverty in general and, in addition, specific selected topics.¹²¹ Its elaboration, facilitated by experts from the Southern African Research and Documentation Centre (SARDC), represents a major collaborative effort between government, the universities, civil society and individual researchers. It generates its own database.

3.2.6.6. The World Food Programme (WFP)

The WFP targets affected populations in zones which are vulnerable to natural disasters (drought, floods) and (structural) poverty. A network has been established with SETSAN (see above) at its core. For the mapping of vulnerability and for purposes of planning, implementation and evaluating its interventions it applies two monitoring methods, namely the Community and Household Surveillance (CHS) and the Post Distribution Monitoring (PDM), which both generate and maintain databases. The information focuses on households at the administrative level of the Administrative Post (*Posto Administrativo*), grouped together into "risk zones" which often go across

¹¹⁷ Poverty Analysis and Monitoring Systems group, Strengthening the relationship among external partners and between external partners, government and civil society, ideas from discussion (mimeo) n.p. (Maputo), n.d. (2005).

¹¹⁸ The latter, within the National Programme of Social Action for Employment and Youth, started in 1999, operates in three districts in each of three provinces. It is supplemented by a micro-credit scheme.

¹¹⁹ While at national level the former MPF has been split into two ministries, with respective communication to the Provinces, the DPPF has been instructed to maintain its joint functions for the time being (verbal communication, Nampula Province).

¹²⁰ See UNDP, 2003 Companion report.

¹²¹ These were, so far: regional disparities, gender / women and education.

administrative boundaries. For the appropriate analysis of needs and impact, the WFP requires disaggregated data and would be interested in databases, statistics and studies, poverty baselines/profiles, and so on, with information at district and sub-district level. For 2005, WFP is preparing a second Comprehensive Vulnerability Assessment (CVA), aimed at reviewing and updating the data generated by the same exercise conducted in 1999. The WFP suggests a closer cooperation with INE in the regular updating of population statistics and in the 2006 census as a useful way of creating synergies through providing the appropriate level of disaggregation of relevant data and joint use of databases.

Over the last couple of years, the FAO and WFP have carried out Crop and Food Supply Assessment Missions, paying visits to Mozambique's production areas and assessing the country's food crop production and the overall food supply situation. The missions have also resulted in reports concerning the yearly food supply situation.¹²²

3.2.6.7 International Food Policy Research Institute (IFPRI)

Mozambique is included in the IFPRI Eastern Africa Food Policy Network, in which poverty reduction is one of the network's overall goals. As mentioned above, IFPRI was one of the main contributors to the second national assessment, collaborating with DNPO and GEST on this project. The institution has also carried out other research concerning poverty reduction, including the paper "*Poverty, inequality and geographical targeting: Evidence from small-area estimated in Mozambique*", by Simler and Nhate, and the article "*Rebuilding after war: micro-level determinants of poverty reduction in Mozambique*", by Simler et al. The first paper generates small-area and sub-group estimates of welfare, poverty, and inequality in order to explore several dimensions of poverty and inequality in Mozambique. The second focuses on the question of determining living standards and poverty in Mozambique, with the aim of identifying the most effective poverty reducing policy interventions.

3.3 Poverty Observatory (PO)

The Poverty Observatory (PO) contributes uniquely and innovatively to the monitoring of PARPA implementation. The approach may be described as participatory, consultative and pluralist. The PO is organised by government, the technical secretariat being located at DNPO and supported by UNDP. Three stakeholders are represented by high-powered delegations of (nominally) 20 persons each: government itself (led by the Prime Minister), the G-20 and the donor community.¹²³ The absence of representatives of parliament and of universities is noteworthy. In what is referred to as the "Opinion Council", the PO in 2004 received and discussed the government's PARPA implementation report, the results of the household income and expenditure survey (IAF), as well as the RAP, the latter reflecting the G-20's positions. Conclusions of the 2004 PO included suggestions for improving and defining the poverty concept in the Mozambican context, to better examine and study the causes of poverty and to aim at participatory impact monitoring of public policies and poverty related programmes.

Given the success of the PO, government, through the new Ministry of Planning and Development (MPD), has suggested attributing a major role to the institution in the elaboration of PARPA II.¹²⁴

¹²² For information regarding FAO, see www.fao.org. For downloading the report from the last Crop and Food Supply Assessment Mission to Mozambique, see www.wfp.org/operations/emergency_needs/assessment.asp?year=2004

¹²³ The authors, in their meeting with the PAMS –Working Group, noted a certain apprehension amongst donors about fully participating in the PO, suggesting that ownership be left to the Mozambican stakeholders.

¹²⁴ The proposal was made at two separate DNPO meetings with both donors and CSOs on 17 March 2005.

The suggested process of preparing PARPA II differs substantially from that of PARPA I and is qualitatively new, in that it

- attempts to better perceive the concept/ contents of “poverty” (and its reduction) in the Mozambican context, while not neglecting international dimensions (MDGs, for instance);
- gives an active role to the CSOs, as well as to the parliament, both of which seem to have been neglected in the discussions on PARPA I;
- attempts to link PARPA II to the strategy of Agenda 2025. A group of Agenda 2025 eminent persons will be invited to work as councillors to the PARPA II process and to DNPO;
- evaluates and utilises the experience of the PO, preparing the existing secretariat for the tasks ahead;
- foresees the participation of municipalities, districts and provinces by extending the PO to all provinces,¹²⁵ thus guaranteeing inputs from the micro, meso as well as macro levels of government;
- calls upon the donor community to actively contribute to it.

The process and its calendar are intrinsically linked to those of the JR/ PAF process.

3.4 Second and Third Tier Government: Nampula Province

To consider the conditions for poverty analysis and monitoring at sub-national level, the team examined the situation in Nampula Province. Representatives at the provincial, and municipal government/ administration level were interviewed in Nampula and Ilha de Moçambique. NGOs and the private sector were included in the itinerary. The provincial government is aware that PARPA, a national programme with national priorities, needs to be adjusted to the provincial context. One way of doing this is, according to the Provincial Government’s Coordination Unit for Development in the Nampula Province *Unidade de Coordenação do Desenvolvimento da Província de Nampula (UCODIN)*, to review and evaluate the Provincial Strategic Development Plan elaborated in 2002.

By looking at the implementation of this “Provincial PARPA”, one can gauge the outcome and impact of macro and sectoral poverty reduction policies and programmes in relation to the priorities and targets defined. A similar kind of exercise could be undertaken for the provincial and district PESs and their execution. UCODIN strongly argued in favour of a more decentralised and participatory approach to the planning and monitoring of PARPA and its components, including involving the districts and municipalities. The UCODIN unit, part of whose operating cost has been supported by the *Swiss Agency for Development and Cooperation (SDC)*, is composed of representatives of the Provincial Government (notably the Department of Planning and Finance (DPPF), the Provincial Directorate for Support and Control (DPAC), and the provincial Directorate for Public Works and Housing. Other stakeholders, such as the mayor of Nampula city and the local delegate of INE, also take part in the work of the Unit.

One of UCODIN’s main functions is to organise an annual assessment of poverty reduction at provincial level, through a Provincial “Development Observatory”, modelled on the national Poverty Observatory, with the participation of government, municipalities, the CSOs and locally operating national and international NGOs, the few donors established in the province, as well as districts. As the coordinator of UCODIN proudly points out, the latter are represented by mandated people, chosen via the established mechanisms of the “Institutions of Participation and Community

¹²⁵ Nampula has already established a Provincial “Development Observatory”, via UCODIN.

Consultation”, *Instituições de Participação e Consulta Comunitária (IPPCC)*, notably the District Consultative Council.

The report of the Observatory is widely publicised and also forwarded to the national PO secretariat. In 2004 this unfortunately happened *after* the national PO and UCODIN hopes that in 2005 their Provincial Development Observatory can be held before the national one, so that the latter may take into consideration input from Nampula Province. They also hope that the National PO, notably the G-20, can accommodate a mandated representative from Nampula province. As referred to below, the UCODIN model seems mature enough to be considered for all the other provinces as part of the elaboration and monitoring of PARPA II.

Capacity building and training is obviously one of the needs of UCODIN, which also wants to see more qualitative studies being undertaken on aspects of poverty and wealth in the province. The Coordinator specifically mentioned the need for more research on local cultural concepts of poverty/wealth, practices of wealth distribution and on provincial PARPA priorities. UCODIN counts on inputs from the Nampula campuses of the Pedagogical University, *Universidade Pedagógica (UP)*, the Catholic University of Moçambique, *Universidade Católica de Moçambique (UCM)* and the Muslim University Mussa Bin Bique. This does not necessarily mean that these academic institutions are equipped to meet this challenge. An exception may be the UCM, which hosts a small social science research unit at Nampula. The unit is financed by the *Konrad Adenauer Foundation (KAS) of Germany*.¹²⁶

At the **municipal level**, as exemplified by the case of Ilha de Moçambique, awareness of poverty in its most tangible forms (unemployment, hunger, lack of quantity, quality of and access to social services, water and sanitation etc.) permeates daily life. It is a major concern for the mayor and the municipal authorities, the elected assembly, organised civil and religious society, the private sector (such as tourist operators) and the population alike. All stakeholders point to their various projects which are aimed at generating employment (via attracting public and private investment) and at improving access to water and sanitation, health, and so on. Despite their respective sectoral, social and political foci they do tend to agree that the lack of effective decentralisation (competencies, decisions, funds) is *the* major factor which prevents the execution of each project. In their view, there is a basic contradiction between the PARPA rhetoric, known to them through seminars, and the electoral campaigns on the one side, and concrete action on the ground. Ways out of the dilemma are seen to be local development funds (which exist in the case of the Nampula component of PPF) and better framework conditions enabling local private investment.

This view is shared and echoed by *ACIANA* which sees the inefficient and expensive banking sector as a major barrier to entrepreneurial activity and private investment by local entrepreneurs.

3.5 Research on Key Issues for PARPA II Process: Environment, Gender and Chronic Poverty

In the PARPA II process, three key cross-cutting fields have been defined as the environment, gender and chronic poverty. Concerning the current analytical capacity in these fields in Mozambique, relatively little research seems to have been conducted. Taking into account the focus these areas have now been given, there is undoubtedly a great demand for further research and analysis in all of these fields.

¹²⁶ The *Centro de Pesquisa Konrad Adenauer (CEPKA)*, although doing some work on PARPA (seminars etc.) has so far concentrated on electoral issues.

In the field of *environment and poverty*, some of the studies completed in relation to the energy sector, which to a large extent have been carried out by donors and NGOs, have also touched upon environmental issues. More significant is probably some of the work of the UEM professor Dr. Aswathanarayana, who has carried out relevant studies in this cross-cutting field.¹²⁷ Moreover, the World Bank has also carried out an environmental assessment linked to the issue of energy reform,¹²⁸ and the United Nations Environment Programme (UNEP) has a project on poverty and environment in Mozambique. This project is, among other things, aimed at addressing synergies among the environmental and poverty documents and programmes.

With regard to the field of *gender and poverty*, national capacity on this issue is seemingly very low. A few studies have, however, been undertaken by international organisations, such as the country gender profiles carried out by the African Development Bank¹²⁹ and USAID,¹³⁰ and the study on gender and PRSPs by the British NGO BRIDGE.¹³¹ Individual researchers have also carried out some studies touching upon this issue.¹³²

Although little has apparently been written with particular focus on the topic of *chronic poverty*, some institutions and persons in Mozambique appear to have capacity and experience in this field. At the Faculty of Medicine/ UEM, Centro de Estudos da População, many have the knowledge and research experience necessary to carry out investigations in this field. This may also be the case at the Faculty of Agronomy and Forestry/ Cruzeiro do Sul.¹³³ There is also likely to be capacity in this area at GEST. Government institutions such as MAGRI may also be able to carry out research on this issue.

¹²⁷ See the article: Aswathanarayana, U. 1999. Functions and organisational structure of the proposed Natural Resources Management Facility in Mozambique. *ENVIRONMENTAL GEOLOGY* 37 ((3) MAR 1999):176-180.

¹²⁸ World Bank. 2003. *Mozambique - Energy Reform and Access Project*. Environmental Assessment. Washington DC: World Bank.

¹²⁹ ADB. 2004. *Multi-Sector Country Gender Profile*. Abidjan: African Development Bank (ADB).

¹³⁰ USAID. 2003. *Gender Profile in Mozambique*. Washington D.C.: USAID.

¹³¹ Bell, E. 2003. *Gender and PRSPs: with experiences from Tanzania, Bolivia, Viet Nam and Mozambique*. Brighton: BRIDGE/ Danish Ministry of Foreign Affairs.

¹³² See e.g.: Chapman, Rachel R. 2003. Endangering safe motherhood in Mozambique: prenatal care as pregnancy risk. *Social Science and Medicine* 57:355-374.

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Annex 4: List of Collected Poverty Related Documents and Literature on Mozambique

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Chronic poverty

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Annex 5: List of Suggested Research Topics

During the interviews conducted, the consultants invited interviewees to suggest topics, which, in their opinion, would merit further research and analysis. The following list of suggested research topics, thematically grouped, indicates demand as seen from the perspective of the interviewees. No attempt has been made to formulate the suggestions in an “academic” way or to exclude or differentiate between researchable and non-researchable suggestions.

Strategic issues, PARPA - general

- 1 What causes poverty, what causes wealth in Mozambique?
- 2 MDGs, PARPA targets and demography
- 3 Peace and poverty reduction - what relationship?
- 4 Mozambican perceptions of poverty
- 5 PARPA and MDGs: compatibilities, conflicts
- 6 Poverty reduction in Mozambique: case studies of success stories
- 7 Poverty reduction and information policy
- 8 Different levels and types of poverty (chronic and temporary poverty) and poverty reduction targeting

Macro-economic framework and policies for poverty reduction

- 1 Poverty reduction and foreign trade regimes
- 2 Poverty reduction and industrialisation/ manufacturing policies: a case for protectionism and subsidies?
- 3 IMF criteria, macroeconomic stability and successful poverty reduction. What relationship, what contradictions?
- 4 Pro-poor growth. What does it mean and how does one achieve it?
- 5 Policy mix for successful poverty reduction (priorities, options)
- 6 Aid modalities and poverty reduction: what optimal mix?
- 7 Macro and meso-economic factors behind the improvement of the poverty situation in Mozambique. Policy generated versus non-policy generated causes.

Poverty reduction: sectoral aspects

- 1 Poverty and wealth in the fisheries sector: what dynamics?
- 2 Effects of (rural) electrification on poverty reduction
- 3 Rural roads (construction and maintenance) – what effects on poverty reduction?
- 4 The provision of water and sanitation: does it have cumulative effects on poverty reduction?
- 5 Agricultural policies and programmes and poverty reduction: approaches, options, effects
- 6 The contribution of food and nutritional security to poverty reduction
- 7 Vulnerability and poverty - what relationship, what causes and effects?

Poverty and wealth/ income distribution

- 1 Coalitions for social and economic justice and the fight against poverty
- 2 PRSP - the enrichment of the rich?
- 3 Who owns Mozambique?
- 4 Access to and distribution of land: what implications for poverty?

Poverty reduction - fiscal aspects

- 1 What type of taxation contributes to poverty reduction?
- 2 Tax incidence and its effects on rural investment, production and employment creation
- 3 Income elasticity of taxation
- 4 Asset taxation (bicycle tax, for instance) and its effects on rural incomes and poverty

Rural development

- 1 Rural production, marketing and investment chains and forward and backward linkages
- 2 Rural savings and credits – systems and their effects on poverty reduction
- 3 The impact of land use planning and management and poverty reduction

Private sector

- 1 Employment creation: viable initiatives and options for sustainable SMEs
- 2 Formation of national productive capital through SMEs - which way forward?
- 3 What contribution from the financial and banking sector to poverty reduction?

Governance and legal sector

- 1 Implications of different property and assets rights for poverty reduction
- 2 The poor and their access to and use of legal institutions
- 3 Land dispute resolution and its impact on trade, commerce and investment
- 4 Decentralised small claims courts and their impact on poverty reduction
- 5 Effects of bureaucracy, inspections and corruption on poverty and (rural) incomes and capital formation
- 6 How should anti-corruption policies and programmes be designed and implemented to benefit PARPA implementation?
- 7 Coping strategies of civil servants for service delivery in a poor institutional environment
- 8 Decentralisation of PARPAs/ Provincial PARPAs - the way forward for successful poverty reduction?
- 9 Sub-national/ local (provincial, district, municipal) poverty reduction strategies, plans and initiatives
- 10 The role of decentralisation of planning, budgeting and financing in poverty reduction in Mozambique – case studies
- 11 Decentralisation of social services (health, education) and poverty reduction

Annex 6: Institutions Involved in Poverty Studies in Mozambique

Name of Institution	Contact Address	Areas of Competence
Austral Consultoria e Projectos (Austral)	Prédio dos 33 Andares, Maputo Tel: 258 1 322780 E-mail: austral@austral.co.mz	<ul style="list-style-type: none"> ▪ Socioeconomic studies ▪ Environmental studies ▪ Industrial/energy studies
Gerster Consulting www.gersterconsulting.ch	Göldistrasse 1 CH-8805 Richterswil Switzerland Phone +41 (0)1 784 83 08 Fax +41 (0)1 784 83 17 info@gersterconsulting.ch	<ul style="list-style-type: none"> ▪ Policy analysis ▪ PARPA monitoring
PriceWaterhouseCoopers www.pwc.com	PricewaterhouseCoopers Lda Rovuma Carlton Hotel Centro de Escritorios 1 andar Caixa Postal 796 Maputo114 Telephone: +258 1 307 620 Fax: +258 1 307 621	<ul style="list-style-type: none"> ▪ Audit and assurance ▪ Public sector advisory ▪ Technology services
Intermediate Technology Consultants www.itcltd.com	Bourton Hall, Bourton-on-Dunsmore, Rugby, Warwickshire CV23 9QZ, United Kingdom. Phone: +44(0)1926 634403 Fax: +44(0)1926 634405 Email: itc@itdg.org.uk	<ul style="list-style-type: none"> ▪ Energy studies ▪ Environmental studies ▪ Policy analysis
KPMG www.kspmg.co.mz	KPMG Auditores e Consultores SARL Avenida 24 de Julho, 2096 Tel +258(1) 355 200/8 Fax +258(1) 313 358 Email: mail@kpmg.co.mz Caixa Postal 2451 Maputo – Moçambique	<ul style="list-style-type: none"> ▪ Audit and accounting ▪ Energy studies ▪ Financial and banking analysis ▪ Company assessments
IMPACTO - Projectos e	Address: Av. Mártires de Machava	<ul style="list-style-type: none"> ▪ Environmental studies

Name of Institution	Contact Address	Areas of Competence
Estudos Ambientais	968, Maputo Tel: 258 1 499636/7 E-mail: impacto@impacto.co.mz	
Consultec - Consultores Associados	R. António José de Almeida 227, Maputo Tel: 258 1 491555 E-mail: consultec@tvcabo.co.mz	<ul style="list-style-type: none"> ▪ Roads, civil works ▪ Environmental impact
CBE - Mozambique Nuno Sidónio Uinge – Sócio Gerente	Rua da Sé 114 (Hotel Rovuma), Maputo Tel: 258 1 426134/7 Cel: 082 31 08 26 E-mail: cbemoz@zebra.uem.mz cbe@virconn.com	<ul style="list-style-type: none"> ▪ Management training ▪ Human resource development
SAL Consultores - Legal and Management Consultants	Av.do Zimbabwe 1214, Maputo Tel: 258 1 498746/ 49 47 12 Fax: 49 47 10 E-mail: mbibi@salconsult.mz gthompson@salconsult.com slevy@salconsult.com	<ul style="list-style-type: none"> ▪ Law ▪ Finance and strategies ▪ Social development ▪ Public administration
Sustém Consultores	Av. Mao Tse Tung 886, Maputo Tel: 258 1 498203	<ul style="list-style-type: none"> ▪ Socio-economic studies
Rural Consult, Lda	Av. Patrice Lumumba 453, Maputo Tel: 258 1 304849/ 304855 ruralconsult@ruralconsult.co.mz	<ul style="list-style-type: none"> ▪ Rural development ▪ Water development ▪ Forestry development
Afrisurvey	Rua de Kassuende 118, Maputo Tel: + 258 1 494095 E-mail: Afrisur@virconn.com	<ul style="list-style-type: none"> ▪ Social sector consultancies ▪ Social marketing
Centro Terra Viva	Av. Agostinho Neto 799, Maputo Tel: 258 1 303267. E-mail: ctv@tvcabo.co.mz	<ul style="list-style-type: none"> ▪ Environmental studies and advocacy
Ministério de Plano e Finanças (Gabinete de Estudos)	Address: Av. Ahmed Sekou Touré 21, Maputo Tel: 258 1 499442/3 E-mail: pcouto@gempf.org	<ul style="list-style-type: none"> ▪ Economic analysis
Direcção Nacional de Planificação e Orçamento (DNPO)	Av. Ahmed Sekou Touré 21, Maputo	
Instituto Nacional de Estatística (INE)	Av. Ahmed Sekou Touré 21, Maputo Tel: 258 1 492114 E-mail: info@ine.gov.mz	<ul style="list-style-type: none"> ▪ Demographic data ▪ Socio-economic data ▪ Private sector data
Universidade Eduardo Mondlane: Dept. de Arqueologia e Antropologia	Praça 25 de Junho, Maputo Tel: 258 1 496978 E-mail:	<ul style="list-style-type: none"> ▪ Socio-economic studies ▪ Fisheries research
UEM Centro do Estudos da	Praça 25 de Junho, Maputo Tel:	<ul style="list-style-type: none"> ▪ Population studies

Name of Institution	Contact Address	Areas of Competence
População (CEP)	E-mail	
The Higher Institute for International Relations (ISRI)	Rua Damião de Góis 100, Maputo Tel: 258 1 493853 E-mail: ceei@zebra.uem.mz	<ul style="list-style-type: none"> ▪ International relations ▪ Political science
Instituto Superior Politécnico e Universitário (ISPU)	Av. Paulo Samuel Konkhombe 1170, Maputo Tel: 258 1 314226/9 E-mail: hasousa@ispu.ac.mz	
Universidade Católica de Moçambique (UC)	Rua Marques de Soveral 960, Beira Tel: 258 3 312835 E-mail: ucm.beira@teledata.mz	<ul style="list-style-type: none"> ▪ Fac. of Agriculture ▪ Fac. of Economics ▪ Fac. of Education ▪ Fac. of Law ▪ Fac. of Medicine
Universidade Pedagógica (UP)	Rua Comandante Augusto Cardoso 135 Tel: 258 1 320861 E-mail:	<ul style="list-style-type: none"> ▪ Language ▪ Social science ▪ Pedagogy ▪ Natural science and mathematics
M. Fernanda Farinha	Tel/Fax: 32 58 34 Cel: 082 316 797 E-mail: ffarinha@tropical.co.mz	
CEA – Centro de Estudos Africanos/Centre for African Studies Universidade Eduardo Mondlane	Dra. Teresa Cruz e Silva Director Universidade Eduardo Mondlane C.P. 1993	
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FUTUR – Fundo Nacional do Turismo Natália Chali Lichunge Gabinete Jurídico	Av. 25 de Setembro, No. 1203 – 3 andar C.P. 4785 Tel: 30 73 20/2 Fax: 30 73 24 E-mail: gjurid@futur.imoz.com	
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Deloitte & Touche Eduardo França Assistant Manager	Cel: 082 30 30 53 Tel: 420 995/43 05 94 Fax: 42 91 63	
Pamela Rebelo Consultant	Av. do Zimbabwe, 1167 Tel: 49 06 03/ 49 35 54 E-mail: Pam@tropical.co.mz	

Annex 7: Norwegian institutions and researchers involved in poverty-related research

INSTITUTION	WEBSITE	RESEARCHERS	RELEVANT AREA OF COMPETENCE	PROJECTS/ PUBLICATIONS	EXPERIENCE FROM MOZAMBIQUE
CICERO – Center for International Climate and Environmental Research	www.cicero.uio.no	Siri Eriksen <i>Geographer</i> (From 01.02.2005 at Department of sociology and geography, UoO)	Climate change	Publications 1 (Pov.) Publications 4 (MZ) Projects 1 (MZ.)	Ongoing project at CICERO (2001-2006): “Economic change and climate vulnerability in Southern Africa: Case studies in Namibia, Tanzania, and Mozambique”.
		Gunnar S. Eskeland <i>Economist</i>	Environment, economy, <i>energy</i>		
		Ane Schjolden <i>Geographer</i>	Climate change, vulnerability, development	Publications 1 (Pov.) Projects 1 (MZ.)	
CMI – Chr. Michelsen Institute	www.cmi.no	CMI (Overall review)	Development Studies and Human Rights	Publications 61 (Pov) Projects 20 (Pov.)	Publications 11 Projects 12 (Project topics: courts and the poor, peacebuilding, decentralisation, capacity building, fisheries management, institutional cooperation)
		Karin Ask <i>Social Anthropologist</i>	Gender	Publications 1 (Pov.)	
		Tone Bleie <i>Social Anthropologist</i> (On leave until July 2006)	Rural poverty, <i>health, energy</i>	Publications 1 (Health)	

	Odd-Helge Fjeldstad <i>Economist</i>	Taxation, distribution	Publications 1 (Pov.)	
	Magnus Hatlebakk <i>Economist</i>	Rural development, poverty traps, <i>health systems</i>	Publications 1 (Pov.) Publications 2 (Health)	
	Jan Isaksen <i>Economist</i>	Poverty analysis, development aid, <i>energy, fisheries</i>	Publications 1 (Pov.) Publications 1 (MZ) Projects 5 (MZ)	Experience from projects in Mozambique
	Alf Morten Jerve <i>Social Anthropologist</i>	Development and poverty	Publications 4 (Pov.)	
	Eyolf Jul-Larsen <i>Social Anthropologist</i>	<i>Fisheries</i> , migration	Publications 1 (Pov.) Projects 1 (Pov.) Publication 4 (Fish.) Projects 3 (Fish.)	Experience from projects in Mozambique
	Ottar Mæstad <i>Economist</i>	Health systems, <i>energy</i> , poverty reduction	Publications 1 (Pov.) Projects 1 (Health)	
	Aslak J. Orre <i>Political scientist</i>	Decentralisation, corruption	Publications 3 (MZ) Projects 3 (MZ)	Extensive experience from Mozambique
	Sigfried Pausewang <i>Sociologist</i>	Democracy, rural social structure, participation	Publications 1 (Pov.)	
	Elin Skaar <i>Political scientist</i>	Human rights, judiciary, poverty reduction, the courts and the poor	Projects 1 (Pov/ MZ)	Will be doing fieldwork in Mozambique for the project "The Courts and the Poor"
	Hugo Stokke <i>Political scientist</i>	Human rights, poverty reduction	Projects 1 (Pov.)	
	Astri Suhrke <i>Political scientist</i>	Post-war reconstruction, peacebuilding	Publications 2 (MZ)	
	Gunnar M. Sørnbø <i>Social Anthropologist</i>	Development, poverty	Publications 2 (Pov.) Publications 2 (MZ)	
	Elling Tjønneland <i>Political scientist</i>	Poverty reduction, regional security	Publications 5 (Pov.)	
	Arne Tostensen <i>Sociologist</i>	Urban poverty	Publications 9 (Pov.) Projects 1 (Pov.)	
	Bertil Tungodden <i>Economist</i> (Affiliated researcher)	Redistribution, taxation, globalisation, poverty	Publications 1 (Pov.)	

		Inge Tvedten <i>Social Anthropologist</i> (On leave until 2006)	Urban poverty, fisheries	Publications 4 (Pov.) Projects 1 (Pov.) Publications 1 (MZ) Publications 3 (Fish.) Publications 2 (Ener.)	Extensive experience from Mozambique.
		Espen Villanger <i>Economist</i>	Development economics, poverty and income mobility	Publications 2 (Pov.)	
		Arne Wiig <i>Economist</i>	Development policy, health, energy, international trade, business ethics	Publications 3 (Pov.) Projects 1 (Health) Publications 3 (Ener.)	
CROP – Comparative Research Programme on Poverty	www.crop.org	(Overall review) CROP		CROP produces several poverty related publications annually	
		Else Øyen <i>Social Scientist</i>		Publications 13 (Pov) Projects 2 (Pov.)	
FaFo – Institute for Labour and Social Research	www.faf.no	FaFo (Overall review)		Publications 86 (Pov.) Publications 8 (MZ)	
		Line Eldring <i>Social Scientist</i>	Child labour, labour unions	Publications 1 (MZ)	Publication on child labour in Mozambique
		Tone Fløtten <i>Social Scientist</i> (Also project director at FAMI)	Welfare, poverty, social exclusion, social policies, gender.	Publications 4 (Pov) Projects 4 (Pov)	
		Geir Øvensen <i>Economist</i>	Development economics, intra-household models, household income and expenditure, poverty, labour supply, migration	Projects 1 (Pov)	
FAMI – Norwegian Centre for Research on Poverty and Social Assistance	http://fami.no	FAMI (Overall review)		Publications 15 (Pov) Projects 2 (Pov)	
		Anders Bakken <i>Social Scientist</i>	Migration, minorities youth	Publications 2 (Pov)	

		Jon Anders Drøpping <i>Political scientist</i>	Labour issues, immigration	Projects 1 (Pov)	
		Tone Fløtten <i>Social Scientist</i>	Welfare, poverty, social exclusion, social policies, gender.	Publications 9 (Pov)	
		Heidi Gautun <i>Political scientist</i>	Welfare, family issues	Projects 1 (Pov)	
		Thomas Lorentzen <i>Political scientist</i>	Poverty, social services	Publications 3 (Pov) Projects 1 (Pov)	
		Axel West Pedersen <i>Social Scientist</i>	Income distribution, inequality, retirement behavior, pension systems, social policy,	Publications 5 (Pov)	
		Mira Sletten <i>Social Scientist</i>	Immigrants, living conditions, youth, education plans	Publications 2 (Pov)	
		Siri Ytrehus <i>Political scientist</i>	Poverty, social policies	Publications 2 (Pov)	
HiA – Agder University College	www.hia.no	Jonathan Baker	Development problems, Africa	Publications 2 (Pov)	
HiB – Bergen University College	www.hib.no	Kjell Underlid <i>Psychologist</i>	Poverty, unemployment, psychology	Publications 2 (Pov)	
LINS – Centre for International Education at Oslo University College	www.lu.hio.no/lins	Ellen Carm	Education		
NIBR - Norwegian Institute for Urban and Regional Research	www.nibr.no	Einar Braathen <i>Political scientist</i>	Democratisation, decentralisation, local government, poverty alleviation	Publications 7 (Pov.) Projects 1 (Pov.)	Extensive experience from Mozambique.
		Aadne Asland	Poverty, social policy, living conditions	Projects 1 (Pov.)	
NORAD – Dept. for Environment and Private Sector Development	www.norad.no	Hege Gulli <i>Economist</i> (Not certain whether Gulli is still attached to NORAD)	Poverty, micro-finance	Publications 3 (Pov.)	
NORDECO – The Nordic Agency for Development and Ecology	http://home.broadpark.no/	Narve Rio <i>Social economist</i>		Projects 1 (Pov.)	

NORFA – Nordic Research Board	http://www.norfa.no/	Aadne Aasland (Also attached to NIBR)		Publications 1 (Pov.)	
NTNU – Norwegian University of Science & Technology, Department of Sociology & Political Science	www.svt.ntnu.no	Harald Aspen <i>Social anthropologist</i>	Religion, ethnicity, government	Publications 2 (Pov.)	
		Fazeeha Azmi <i>Geographer</i>	Development geography, gender studies	Project 1 (Pov.)	
		Stig H. Jørgensen <i>Geographer</i>	<i>Health</i> urban geography	Projects 1 (Pov.)	
		Ragnhild Lund <i>Geographer</i>	Migration, gender	Projects 1 (Pov.)	
NUPI – Norwegian Institute of International Affairs	www.nupi.no	Axel Borchgrevink <i>Social anthropologist</i>	Development aid, civil society, political development	Publications 2 (Pov.)	
SSB – Statistics Norway	www.ssb.no	SSB (Overall review)			Has been involved in projects in Mozambique, providing technical assistance to INE.
		Elisabeth Gulløy (Present employer unknown)	Gender, living conditions		
		Bjørn K. Wold	Household surveys, poverty monitoring	Publications 2 (Pov.) Project 3 (Pov.)	
		Stein Opdahl	Household surveys, poverty monitoring		
SUM – Centre for Development and Environment (University of Oslo)	www.sum.uio.no	SUM (Overall review)		Publications 9 (Pov.) Projects 3 (Pov.)	
		Guro Aandahl <i>Geographer</i>	Poverty, inequality, environment	Publications 1 (Pov.)	

		Dan Banik	Poverty and development. Gives undergraduate, masters and doctoral courses in poverty at UoO.	Publications 4 (Pov.) Projects 2 (Pov.)	
		Asunción Lera St. Clair <i>Social scientist</i> (Situated at the Department of sociology, University of Bergen)	Poverty, politics and ethics and multilateral development agencies. Gives lectures in poverty and ethics at UoB.	Publications 4 (Pov.) Projects 1 (Pov.)	Focus of study highly relevant.
		Desmond McNeill <i>Economist</i>	Foreign aid policy, sustainable development	Projects 1 (Pov.)	
UMB – The Norwegian University of Life Sciences (former NLH)	www.umb.no	Ruth Haug <i>Agronomist</i> (Attached to NORAGRIC)	Rural development, food security, gender	Publications 8 (Pov.)	
		Stein Holden	Development economics	Publications 1 (Pov)	
		Arild Angelsen	Development economics	Publications 4 (Pov)	
UoB – University of Bergen	www.uib.no	Bjørn Enge Bertelsen <i>Social Anthropologist, PhD Student</i>			Extensive experience from Mozambique
		Magnus Hatlebakk <i>Economist</i> (Department of Economics)	Rural development, poverty traps, <i>health systems</i>	Publications 1 (Pov.) Publications 2 (Health)	

		Asuncion St. Clair <i>Social scientist</i> (Department of Sociology, University of Bergen)	Poverty, politics and ethics and multilateral development agencies. Gives lectures in poverty and ethics at UoB.	Publications 4 (Pov.) Projects 2 (Pov.)	
		Vigdis Broch-Due <i>Social anthropologist</i>	Poverty, gender	Publications 3 (Pov.) Project 1 (Pov.)	
		John-Andrew McNeish <i>Social anthropologist</i>	Development Politics, Decentralisation, Poverty, Indigenous Rights,	Publications 1 (Pov.) Project 1 (Pov.)	
UoO – University of Oslo, Department of Sociology and Human Geography	www.uio.no	Jan Hesselberg <i>Geographer</i> (Department of Sociology and Human Geography)	Urban poverty, pollution/ environment, <i>fisheries</i>	Publications 4 (Pov.) Publications 1 (Fish.)	
		Unni Wikan <i>Social anthropologist</i> (Department of Social Anthropology)	Development, poverty, culture, gender	Publications 3 (Pov.)	

Annex 8: Poverty-related Analysis and Monitoring: Institutional Landscape

(Note: The table is merely impressionistic, based on teams judgement at the time of field work)

		Production and/or analysis of primary data	Qualitative studies, research	Documentation/ dissemination	Capacity building	(access to) Funding/ T.A.	Demand for analysis, research, documentation
State/ Govt.	INE	3	2	3	3	3	
	DNPO	2	3	1	2	3	medium
	GEST	2	3	1	2	3	high
	MAE-DNAL	2	1	1	1	1	??
	priority sectors	3	3	2	2	3	??
	BM	3	3	3	3	3	high
Research Institutes	UEM	1	2	1	2	1	low
	Cruzeiro do Sul	2	2	2	2	2	high
	CEDE	1	2	2	1	1	medium
	CFJJ	2	2	2	2	2	medium
	CEP	2	1	2	3	3	high
CSO	G-20	2	2	2	1	1	high
	Private sector - CTA	2	2	1	1	2	medium
	Agenda 2025	2	2	2	2	1	???
Donors	WB	3	3	3	1	3	???
	UNDP	2	3	3	2	2	???
	G-16 PAMS	1	3	2	1	3	high
	WFP	2	2	2	1	3	???
PO	Govt, CBOs, Donors	3	2	2	1	2	High
Nampula Province	UCODIN	2	1	2	2	2	High
	INE delegation	2	1	2	2	1	??
	Private sector	1	1	1	1	1	??
	Municipality (Ilha)	1	1	1	1	1	medium

Legend:

- 1 = none or little performance/ capacity
- 2 = medium performance/ capacity
- 3 = good performance/ capacity

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SUMMARY

This report was prepared for the Norwegian Embassy in Mozambique and NORAD. Its purpose is to advise the Norwegian and other cooperation authorities on how best to support poverty analysis and monitoring in Mozambique, generally and in the sectors of health, energy and fisheries in particular. The following scope of work is highlighted in the Terms of Reference:

- map ongoing poverty analysis and identify institutions which could be involved in such analysis
- assess the latest poverty analyses based on the National Household Survey and other data, with a view to suggesting how further advice can be improved in terms of scope, methodology and dissemination
- advise on how a pluralistic professional analysis and discussion on poverty and poverty reduction in Mozambique can be stimulated
- assess the justification for and potential value added from the involvement of Norwegian research communities
- discuss possible collaborative mechanisms with other ongoing and planned poverty analysis initiatives

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