

Research program:

Poverty Reduction Strategy in the North
2002 - 2006

Cruzeiro do Sul

Program Document

Context

Introduction

Theoretical framework

Objectives

Risks and Opportunities

1. Evaluation and Monitoring Project

2. Research Promotion Project

Team

Budget

Context

Nampula has been the Mozambican province where the Netherlands have focused development co-operation and assistance since the 1990's.

Cruzeiro do Sul, as a national research group, has acted as an autonomous academic contributor to the debate since 1997 by conducting commissioned research by the Netherlands Embassy in Mozambique to the development process in Nampula.

The Government of Mozambique and the International Community, including The Netherlands have recently agreed on new methodologies for development assistance funding (SWAP's – Sector Wide Approaches) as well as PARPA (Action Program for the Reduction of Absolute Poverty) as an umbrella strategy plan aiming at the reduction of poverty in Mozambique.

The Netherlands Embassy's interest centres in tracking down PARPA effectiveness at the province and district levels and is concerned with ensuring the basis for consistency in population moving out of poverty status within prospects of a sustainable development.

Cruzeiro do Sul believes that the reduction of poverty is only possible if capital is made available for the rest of the northern region provinces simultaneously with the actions stated in PARPA.

Context

The Nampula experience in development promotion, and the policy development discussions which Cruzeiro do Sul has been called to participate in stimulating the debate with all actors involved in the analysis of the processes, achievements, and the likely way forward has hence been considered as good grounds for further development efforts to be monitored and evaluated.

The theoretical framework developed by Cruzeiro do Sul as a result of extensive fieldwork and its normative implications have been thoroughly discussed with the staff of the Netherlands' embassy. It was unanimously agreed that decentralisation, stable and manageable institutions, equitable production opportunities and resource distribution, balanced gender relations as well as sustainable natural resource use, are crucial requirements for poverty reduction and sustainable development in Mozambique.

The research programme is centred on poverty reduction strategy plans in the North of Mozambique. It embodies a complementary system of collection and analysis of information for evaluation and monitoring of PARPA effectiveness; capacity building of researchers, implementation of an information system (IS), independent research activities as well as a set of activities that will lead to the availability of capital to the productive sector in the framework of poverty reduction and development promotion.

Introduction

PARPA is a macroeconomic instrument created by the Government of Mozambique in accordance with the major donors to allocate and manage resources into defined public sectors and its institutions. It is designed under the conceptual framework of the World Bank with the purpose of eradicating absolute poverty. The role of the Mozambican Government is that of a guarantor of infrastructure building and maintenance, of a competent education system in all levels, and an enabler of market forces in a society functioning by good governance in enacting and enforcing the required legal framework.

The province is a crucial operational level in meeting the PARPA objectives. It ensures through implementation at the provincial level that the aggregate figure of PARPA effectiveness is obtained. The Government of Mozambique has developed a Monitoring and Evaluation instrument to follow up performance of public institutions in implementing PARPA objectives. It states the need for adjustments to accommodate changes that may occur as time passes.

However, nothing guarantees that asymmetries will not occur in the district, community or household levels, possibly leading to an impediment in the main purpose of PARPA, which is poverty reduction. For this purpose, the province feels the need to find additional instruments to allow the exposure and prevention of future asymmetries.

Introduction

It is thus essential that local authorities become partners in the implementation of PARPA, rather than mere actors of decisions taken by third parties. The extent to which local authorities may successfully claim and implement activities regarding resources depends on the functioning of local institutions in effectively streamlining local population expectations and aspirations.

Hence, this aim is crucial in bringing about effectiveness to the efficiency of PARPA based institutions in channelling resources and producing services so that poverty is tackled where it is most needed. A detailed analysis of the actions taken and their effects is thus critical for the improvement and adjustment of PARPA.

It is in this context that the projects of the current research program were formulated. The first project deals with the conception of additional instruments and mechanisms for the Monitoring and Evaluation of PARPA in the provincial and district levels and the second one with the interpretation and presentation of the new knowledge about the local reality. In parallel the Cruzeiro do Sul is looking forward to identify partners interested in the accessibility of other resources, such as risk capital and insurance funds, that may contribute to poverty reduction – for a pro-active production and distribution of wealth.

Theoretical Framework

These are some of the most relevant points for the topic at hand. A more detailed theoretical framework of the analytical and normative development models done by Cruzeiro do Sul for the North of Mozambique can be found in its publications of 1997 through to 2001.

PARPA was designed at the macro level. It allows for operational adjustments at the province level if local processes that influence provincial performance are not specified. So, issues of balance in development (gender and equity) and sustainability of rural livelihoods are dimensions not specifically addressed by PARPA in the poverty alleviation strategies.

PARPA assumes that stable macroeconomics, efficient rural institutions, infrastructure development and maintenance, as well as investment in Human Capital will result in poverty reduction in Mozambique. Markets are supposed to efficiently allocate capital and promote growth and development if the government does its job adequately.

Cruzeiro do Sul has proposed a theoretical model that employs additional variables to those used in PARPA. This model of institutional framework includes not only the government, but also local indigenous institutions and Mozambican rural communities.

Theoretical framework

Additionally, the citizen's participation in the decision making processes, from the gender relationships within the household through to the national parliament are seen as essential requirements for effective poverty reduction. The model maintains that these are pre-conditions for development, in conjunction with investment in Human Capital development in direct correlation with government economic intervention in covering of risk capital thus encouraging an increase in the control of the agrarian produce by both the institutional sector and rural households.

The allowance for complexity and non-measurable dimensions improves its compliance with the reality and its applicability in the analysis and execution of a national creation of capital through leadership practices and investment orientation. On the other hand, the model supports the need to carry out quantitative analysis on a rural household level, to better appreciate PARPA's effectiveness.

This research program is designed to tackle the gap identified in PARPA with an action research perspective. Previous experience and knowledge developed in conjunction with colleagues resident in Nampula open up the opportunity to move forward and establish a much desirable link between academics and developers. The main actors to be worked with in this research program are the Provincial Government, academic community, Catholic University, CEPKA (Research Center Konrad Adenaur) and the Pedagogical University, which collectively shall constitute a discussion forum.

Objectives

General

- ✓ To provide provincial institutions with methodological and analytical assistance in the implementation of PARPA.
- ✓ To design political strategies and intervention models for poverty reduction and to develop actions which bring about sustainable development of the region.

Projects

Two projects of Action-Research, namely:

- 1. PARPA monitoring and evaluation in the north of Mozambique, with special emphasis in the Nampula province. Our activities will be in agreement with the reference board and the stages of the elaboration of PEN, which include the analysis of the absolute poverty situation in the province, through the study of the civil society, private sector and NGOs. The collection of this information will be done by our colleagues at the Konrad Adenaur Center with the methodological assistance of Cruzeiro do Sul. Our objective includes a follow-up using efficiency indicators of fund utilization and the activities of PARPA.

Objectives

- 2. Promoting Action-Research within the national academic community on poverty reduction and the dynamics of the process of development.
- 3. To disseminate the collected information through seminars, debates with local investigation groups, with the government, the private sector, NGOs, and church groups, promotion of meetings, exhibitions and distribution of written material.

Risks and Opportunities

Potential risks of the Nampula project:

- ✓ No recognition from the provincial and central governments of the role of the action-research in the independent monitoring and evaluation of PARPA
- ✓ Setbacks in the implementation, due to lack of experience and of academics specialised in this field.
- ✓ High costs due to the scale of the project
- ✓ Low recognition of the role of action-research and of the office of implementation studies

Potential opportunities of the Nampula project:

- ✓ Political will from the donors and commitment from the academics in the accomplishment of a program of this nature.
- ✓ Possibility of developing a long-term intervention
- ✓ Extensive need to thoroughly apply the accumulated information of the northern region and to generate new knowledge regarding poverty reduction.

1. Monitoring and Evaluation Project - Objectives

General objectives

- ✓ To develop instruments and methods to monitor the actions taken by the various stakeholders in the reduction of absolute poverty and to develop research activities on the impact of PARPA in order to create dynamic involvement and dialogue regarding the plan implementation and the identification of poverty reduction strategies.

Specific objectives

1. Based on the collected results, to identify monitoring indicators by stakeholder in the six sub-regions mentioned in the reference frame of the strategic plan.
2. To design a factual information framework, establishing the relationship of the various stakeholders to complement the data collected by PARPA in the Nampula province.
3. To identify an involvement methodology of the private sector and the civil society in the establishment, application and analysis of the strategic plan results, to assist local specialists and to follow up in the implementation process.
4. Based on gathered information, elaborate on the collection mechanisms and on the impacts of the intervention on development.
5. To implement assessments on PARPA impact.
6. To identify complementary studies in connection with monitoring system and impact assessments.
7. To promote the creation of a forum for dialogue between the government and other partners in development, at the moment the start of the forum is being postponed seeing as the provincial Government already has such a forum to follow up on PEN implementation.

1. Monitoring and Evaluation Project - Methodologies

1. Poverty alleviation is the bottom line of PARPA's change inducement process. To achieve this, public institutions shall dialogue with other agents and beneficiaries for convergence in efforts in implementing the anticipated and funded activities. The creation of a forum involving all the actors in the development area is thus a guarantee of an interaction between each and every agent and beneficiary.
2. An information system is sought to produce empirical evidence. It may serve as guidance to partners. The successive cycles of information will allow for an adjustment of activities in pursue of a common goal: to improve the income of poor people. The institutionalisation of this process of collection and analysis of information will bear evidence of local skills and knowledge and shall lead to further and deeper understanding of poverty reduction issues. The use of both quantitative and qualitative methodologies shall contribute to the development of a dynamic of this nature.
3. Critical appraisal of the instruments, timely decision on research questions to be addressed, and the methodologies to use as change takes place are vital to set a proper pace and take on the dynamics of the process. This implies frequent interaction between Cruzeiro do Sul, Conrad Adenaur research centre and users of information. As evidence is gathered revisiting the theoretical framework and model is a must.

1. Monitoring and Evaluation Project - Methodologies

4. The aim of this project is also to strengthen the link between national priorities with International development agendas. The issue of linking up the international research and M&E systems is to be reinforced during the program implementation.
5. The questionnaire to be used in this research program is based on the one used by Cruzeiro do Sul from 2000 through to 2001 in quantitative research of PEN in the Districts of Moma, Mongicual, Mossuril, Ilha de Moçambique, Angoche and Mogovolas in Nampula. The questionnaire is done to the heads of households and in their absence to the most senior house member available . The questionnaires are conducted in the local languages or in Portuguese. The sample size is normally set at 400 households per district. For the first two days in the field, the interviewers undergo specific training in questionnaire handling and sample selection. Once the questionnaires are completed, they are decoded and using the programs Excel and later SPSS 9.0 (Windows) they are categorized. Apart from the quantitative research, Cruzeiro do Sul also does the collection of qualitative data to better understand and specify the results obtained.

1. Monitoring and Evaluation Project - Activities

Year 1

- ✓ To identify monitoring indicators for the private sector and civil society through the collection of information by qualitative and quantitative research done by the Conrad Adenaur Center with the methodological assistance of Cruzeiro do Sul.
- ✓ Experimental evaluation of data with the civil society and the private sector in coordination with the provincial government
- ✓ Assessment of the forum constitution for the Nampula province development
This forum requires the active participation of all stakeholders in the process of PEN strategy, implementation and follow-up.
- ✓ To design an information system accessible to the development stakeholders which encourages the collection, systematic up-dating and availability of information collected.

1. Monitoring and Evaluation Project - Activities

- ✓ Talks and preliminary information collection along with the governments of Niassa and Cabo Delgado through:
 - (a) Collection and organization of bibliographical data
 - (b) Trips to the provinces for the definitions of the objectives of the project as well as meetings with different economic and social government sectors involved in the execution of PARPA.
 - (c) Structuring of the investigation methods, through the designing of baseline surveys and reports.

- ✓ To train the Konrad Adenaur Center colleagues in data collection and analysis within the Action-Research framework.

1. Monitoring and Evaluation Project - Activities

Year 2

- ✓ Creation of an information collection system
- ✓ Analysis of the data collected by the Conrad Adenaur centre colleagues
- ✓ First impact evaluation on Data collected in Nampula
- ✓ Socio-Economic research - starting point for the provinces of Cabo Delgado and Niassa
- ✓ Discussion of the results with the beneficiaries in the provinces of Cabo Delgado and Niassa
- ✓ To disseminate the collected information through seminars, debates with local investigation groups, with the government, the private sector, NGOs, and church groups, promotion of meetings, exhibitions and distribution of written material.

Year 3

- ✓ Impact evaluation in three of the six identified sub-regions in Nampula
- ✓ Discussion of the results with the Development forum
- ✓ Assessment of the information system implementation
- ✓ To disseminate the collected information through seminars, debates with local investigation groups, with the government, the private sector, NGOs, and church groups, promotion of meetings, exhibitions and distribution of written material.

1. Monitoring and Evaluation Project - Activities

Year 4

- ✓ Impact evaluation of the remaining 3 identified sub-regions in Nampula
- ✓ Discussion of the results with the development forum
- ✓ Appraisal of the information system implementation
- ✓ Socio-economic research follow up in the selected sub-regions of Cabo Delgado and Niassa

Year 5

- ✓ Collective evaluation of the northern region
- ✓ Development conference of the northern region
- ✓ Information system evaluation and reallocation of responsibility to provincial institutions
- ✓ Review of the analytical and normative models on poverty reduction and development promotion

1. Monitoring and Evaluation Project - Budget

Annual budget

Currency US\$

Description	Unit Cost	Units	Sub-total
Staff (level)			
Senior	250	236	59,000
Medium	200	255	51,000
Junior	150	100	15,000
CEPKA			20,000
Auxiliars			1,000
Dislocation			
Tickets	500	15	7,500
Per diems	70	100	7,000
Car Rentals	300	25	7,500
Administration 6%			10,080
<i>total</i>			178,080

see detailed 2002 budget in annex 1

2. Research Promotion Project - Objectives

General Objectives

- ✓ To generate a dynamic production of local knowledge on development processes as a support for decentralisation in Nampula

Specific Objectives

1. To identify short-term investigation topics (not more than a year long) and establish a research team
2. To establish a competition for masters and PhD students
3. To establish flexible mechanisms to select and finance plausible proposals
4. To promote a debate on poverty reduction issues in order to have:
 - a. Diversified viewpoints
 - b. Relevant topics for investigation
5. To promote a debate amongst different sectors on regional integration in order to:
 - a. Document different issues related to the northern region
 - b. Encourage research proposals on development

2. Research Promotion Project - Methodologies

1. The implementation of this project is based on the establishment of an open fund for research on development issues on the northern region, a consulting board and a link to academic institutions.
2. The open fund within the programme links Cruzeiro do Sul as an investigation institute with the production of knowledge in and about the northern region. The institute's objectives are complementary to the objectives of the Monitoring and Evaluation project though not designed to be necessarily restricted to short-term horizon.
3. The link to academics and institutions and specific training programmes (Masters in Rural Development) raises prospects of successful implementation. It strengthens local teaching institutions in methodology, in empirical foundation of local knowledge and the need to incorporate research practice into policy-making, planning and program implementation.
4. It is anticipated that the consulting board (whose appointment criteria need to be discussed) brings in evaluation experience and gives firmer ground to decisions linked to the selection process of research proposals while Cruzeiro do Sul will contribute by lending credit in methodology and field research techniques.

2. Research Promotion Project - Activities

Year 1

- ✓ Establishment of an open investigation fund, and elaboration of the regulations and norms of the processing of processes.
- ✓ Definition of the selection criteria of the members and of the constitution of the consulting board
- ✓ Definition of the selection criteria for award of grants for research
- ✓ Establishment of an investigation board
- ✓ Granting of the first 4 investigation scholarships in coordination with Nisomé project in the matters of experience and management of funds of this nature.

Years 2 –5

- ✓ Granting of 4 annual scholarships
- ✓ Individual supervision of the students
- ✓ Orientation of specialised seminars and debates

2. Research Promotion Project - Budget

Annual budget

Currency US\$

Description	Unit Cost	Units	Sub-total
Staff (level)			
Supervision	250	56	14,000
CC members	100	20	2,000
Secondary			400
Scholarships	5,000	4	20,000
Dislocations			
Tickets	500	4	2,000
Per diems	120	50	6,000
Car Rentals	100	4	400
Administration 6%			2,688
<i>total</i>			47,488

see detailed budget in annex 1

Team

Main team from Cruzeiro do Sul:

José Negrão, PhD, Socio - Economist

Luís Filipe Pereira, M.A., Historian

Isabel Casimiro, M.A., Sociologist

César Palha de Sousa, M.D., Doctor

Nely Honwana, M.A. Development Studies

João Donato, M.Sc., Data Analyst

Cruzeiro do Sul employs other specialists within the institute and with its associates (see annex for details). In accordance to Cruzeiro do Sul's work ethics, the research activities, formulation, empirical evidence analysis, and theoretical elaboration on the acquired data is done in internal investigation seminars.

Annex 1

Annual budget per contract with the Netherlands 2002

note: The annual budget will be subject to revision at the end of each year for budget lines.

Description	Unit Cost / USD	Units	Sub-total
1, Staff (level)			
<u>Monitoring and evaluation project</u>			
Senior	250	236 days	59.000
Medium	200	255 days	51.000
Junior	150	100 days	15.000
CEPKA			20.000
Auxiliars			1.000
<u>Research promotion project</u>			
Supervision	250	56 days	14.000
CC members	100	20 days	2.000
Secondary			400
SUB-TOTAL STAFF			162.400

2, Dislocations			
<u>Monitoring and evaluation project</u>			
Tickets MPT-NPL-MPT	500	15 return tickets	7.500
Per diems in NPL	70	100 nights	7.000
Car rental in NPL	300	25 days incl. fuel	7.500
<u>Research promotion project</u>			
Tickets MPT-NPL-MPT	500	4 return tickets	2.000
Per diems in NPL	50	120 nights	6.000
Transport in NPL	100	4 scholarships	400
SUB-TOTAL DISLOCATIONS			30.400
3, Scholarships			
<u>Research promotion project</u>	5000	4 scholarships	20.000
4, Administration costs		6%	12.768

Annex 2

2002 Cruzeiro do Sul team

note: the number of working days is estimated

Level	Name	Working days 2002	Rate
<u>Monitoring and evaluation project</u>			
Senior	José Negrão	130	250
	Luís Filipe Pereira	77	250
	Others	29	250
Medium	João Donato	60	200
	Marina Pancas	65	200
	Sabina Asselle	65	200
	Isabel Casimiro	30	200
	Joaquim Sousa Cruz	35	200
Júnior	Telma M'beve	16	150
	Sandra Bulha	10	150
	Nely Honwana	16	150
CEPKA:	on an annual contract basis		
Auxilars:	locally recruited staff for data collection		
<u>2, Research promotion project</u>			
Supervision	Rafael da Conceição	20	250
	César Palha de Sousa	20	250
	Others	16	250
CC Members	advisory committee recruited in Nampula		
Secondary:	locally recruited translators for field work		