

**Framework Contract SIEA 2018 – Lot 1 – Rural Development  
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## **FINAL EVALUATION OF THE PROGRAMME**

**“Accelerate Progress Towards  
Millennium Development Goal 1C  
(MDG1.C Programme)”**

### **Final Report**

January 2020

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# EUROPEAN UNION DELEGATION to MOZAMBIQUE

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### Final Report

January 2020

**Team Composition:**

**TEAM LEADER: MR SIMONE ARZENI**

**EXPERT 2: MR BERT LOF**

**EXPERT 3: MS MARGARITA LOVÓN CASTRO**

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The report does not necessarily reflect the views and opinions of the European Commission.*

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## LIST OF ACRONYMS

Acronym	English	Português	Acrónimo
ANE	National Roads Administration	Administração Nacional de Estradas	ANE
ANSA	Nutrition and Food Security Association	Associação de Nutrição e Segurança Alimentar	ANSA
CARI	Consolidated Approach to Reporting Indicators of Food Security (WFP)		
CONFAM	National Food Fortification Committee	Comité Nacional de Fortificação de Alimentos	CONFAM
CSI	Coping Strategy Index	Índice de Estratégias de Sobrevivência	CSI
DMI	Development Media International		DMI
ESAN	National Strategy for Food Security and Nutrition	Estratégia Nacional de Segurança Alimentar e Nutricional	ESAN
e-SISTAFE	Electronic State Financial Management System	Sistema de Gestão Financeira do Estado (electrónico)	e-SISTAFE
EDM	Mozambique Electricity Company	Electricidade de Moçambique	EDM
ETN	National Technical Team	Equipa Técnica Nacional	ETN
EU	European Union	União Europeia	UE
EUD	European Union Delegation	Delegação da União Europeia	DUE
EUR	Euro	Euro	EUR
FAO	Food and Agriculture Organisation of the United Nations	Organização das Nações Unidas para Agricultura e Alimentação	FAO
FCS	Food Consumption Score	Índice de Consumo Alimentar	ICA
FFP	Food Fortification Programme	Programa de Fortificação de Alimentos	FFP
FFS	Farmer Field School	Escola de Machamba do Camponês	EMC
FNS	Food and Nutrition Security	Segurança Alimentar e Nutricional	SAN
GAIN	Global Alliance for Improved Nutrition		
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit	Deutsche Gesellschaft für Internationale Zusammenarbeit	GIZ
GoM	Government of Mozambique	Governo de Moçambique	GdM
NAO	National Authorising Officer	Gabinete do Ordenador Nacional do FED	GON
HC	Health Committee	Comité da Saúde	CS
HDDI	Household Dietary Diversity Index	Índice de Diversidade da Dieta	HDDI
IFAD	International Fund for Agriculture Development	Fundo Internacional de Desenvolvimento Agrícola	FIDA
INGC	National Institute for Disaster Management	Instituto Nacional de Gestão das Calamidades	INGC
INAE	National Economic Activities Inspectorate	Inspecção Nacional de Actividades Económicas	INAE
INNOQ	National Institute for Standardization and Quality	Instituto Nacional de Normalização e Qualidade	INNOQ
IPC-IG	International Policy Centre of Inclusive Growth (Brazil)	Centro Internacional de Políticas para o Crescimento Inclusivo	IPC-IG
LNHAA	National Laboratory of Water and Food Hygiene	Laboratório Nacional de Higiene de Águas e Alimentos	LNHAA
M€	Million Euro	Milhões de Euro	M€
MASA	Ministry of Agriculture and Food Security	Ministério da Agricultura e Segurança Alimentar	MASA
MEF	Ministry of Economy and Finance	Ministério de Economia e Finanças	MEF
MDG	Millennium Development Goals	Objectivos de Desenvolvimento do Milénio	ODM
MIC	Ministry of Industry and Commerce	Ministério da Indústria e Comércio	MIC
MINEDH	Ministry of Education and Human Development	Ministério da Educação e Desenvolvimento Humano	MINEDH
MISAU	Ministry of Health	Ministério da Saúde	MISAU

<b>Acronym</b>	<b>English</b>	<b>Português</b>	<b>Acrónimo</b>
MITADER	Ministry of for Land, Environment and Rural Development	Ministério de Terra, Ambiente e Desenvolvimento Rural	MITADER
MMAIP	Ministry of the Sea, Inland Waters and Fisheries	Ministério do Mar, Águas Interiores e Pescas	MMAIP
MT	Metical	Metical	MT
PAMRDC	Multisectoral Action Plan for the Reduction of Chronic Malnutrition	Plano de Acção Multisectorial para a Redução de Desnutrição Crónica	PAMRDC
PDD	District Development Plan	Plano Distrital de Desenvolvimento	PDD
PES	Economic and Social Plan	Plano Económico e Social	PES
RC	Result Component	Componente de Resultados	RC
SBCC	Social Behaviour Change Communication	Estratégia de Comunicação para a Mudança Social e de Comportamento	SBCC
SDAE	District Service for Economic Activities	Serviço Distrital de Actividades Económicas	SDAE
SDG	Sustainable Development Goals	Objectivos de Desenvolvimento Sustentável	ODS
SDPI	District Service of Planning and Infrastructure	Serviço Distrital de Planeamento e Infra-estrutura	SDPI
SETSAN	Technical Secretariat for Food Security and Nutrition	Secretariado Técnico para Segurança Alimentar e Nutricional	SETSAN
TA	Technical Assistance / Technical Advisers	Assistência Técnica	AT
ToC	Theory of Change	Teoria da Mudança	ToC
ToR	Terms of Reference	Termos de Referência	ToR
US\$	US dollars	Dólares americanos	US\$
WFP	World Food Programme	Programa Mundial de Alimentos	PMA

## EXECUTIVE SUMMARY

The MDG1c Programme “Accelerate Progress Towards Millennium Development Goal 1C” in Mozambique was implemented from 2013 to 2019. The Programme was funded by the European Union and implemented by the three Rome-Based Agencies (RBAs) of the United Nations (UN) – the Food and Agriculture Organisation (FAO), the International Fund for Agriculture Development (IFAD) and the World Food Programme (WFP) – under the coordination of the Mozambican Technical Secretariat for Food and Nutrition Security – SETSAN.

The overall objective of the MDG1c Programme was to contribute to the “Acceleration of attainment of MDG 1c: Halve between 1990 and 2015 the portion of people who suffer from hunger in Mozambique”. Three specific objectives were defined, corresponding to the three pillars of food security and nutrition: I. Enhance agricultural and fisheries production (food availability); II. Increase access to Food; III. Improve Nutrition. 16 Results Components were defined to achieve such results. The logic of intervention was based on the assumption that factors that lead to food insecurity and malnutrition are multiple, therefore the Programme’s main approach was the implementation of multisectoral and integrated interventions to tackle at the same time the diverse factors that constraint households FNS.

In August-September 2019 – delayed due to the Idai and Kenneth cyclones that hit Mozambique in March-April –, an external independent team of three experts were assigned to perform a final evaluation of the Programme with the aimed at providing an overall independent assessment of the past performance of the MDG1c Programme, paying particular attention to its results measured against its objectives; and key lessons and recommendations to improve current and future actions. This final evaluation was jointly managed by the EU Delegation in Mozambique and the offices of evaluation of the 3 agencies, having discussed and agreed on the evaluation methodology, evaluation questions, matrix, judgement criteria and evaluability issues. The field mission was anticipated by a desk phase, documents review, inception reporting, and logistic preparation. 19 districts in 8 provinces were visited to collect primary data and to interact with stakeholders and beneficiaries. Briefing and debriefing session were held with the evaluation managers and the reference group. The evaluation will include the preparation of case-studies and a final workshop (planned) to disseminate its findings. An additional assessment was performed by the team on the humanitarian assistance component supported with MDG1c Programme’s fund to respond to El Niño drought in 2016, implemented by WFP, and to Idai and Kenneth cyclones in 2019, implemented by FAO.

The main conclusions of the final evaluation based on the 5 evaluation criteria and additional cross-cutting issues are as follows:

**Relevance:** The mission’s overall conclusion is that the MDG1c programme has been highly relevant to the needs of the country, in terms of addressing one of the key problems – the prevailing high levels of food insecurity and malnutrition, particularly in rural areas. The programme’s main approach to address the complex set of determinants of food and nutrition insecurity by a set of multisector interventions was aligned with the national policies and priorities such as the PGG 2015-2019 and the ESAN and PAMRDC. It was also in line with the existing evidence pointing out that food insecurity and malnutrition should be addressed from different angles. However, the programme’s original design based on the upscaling of dispersed interventions already in place, the large geographical dispersion and the lack of effective integration among components, resulted in a very complex programme that diluted the potential to effectively implement the multisectoral approach. As a result, not all districts and communities could benefit from interventions addressing food availability, access and utilization at the same time.

**Efficiency:** Overall the technical and financial execution was adequate. Activities have been implemented and funds were almost totally used, even if some initial delay. However, the coordination mechanisms were not effective to ensure complementarity and synergies among implementing agencies. There is no doubt that the three RBA have expertise and comparative advantages on FNS, that allowed the MDG1c to probe different approaches, methods and implementation modalities in several topics (i.e. nutrition education, support to farmer associations, extension services), that at the

end resulted in important lessons learnt for future programmes. However, the potential to build synergies upon the comparative advantages of each agency was not fully developed as the implementation was rather fragmented, with few opportunities for complementarity and synergies, and for cross-fertilization. Additionally, even if SETSAN's coordination role was important to ensure consecution of programme targets, it remained lower than expected for convening the agencies to promote coordinated implementation, knowledge sharing and learning, harmonised monitoring of the Programme outputs and outcomes, as well as other actors for sectors that were not addressed by the programme, like water and sanitation. On this sense, the technical assistance to SETSAN was not able to contribute as expected due to both internal and external factors.

**Effectiveness:** The programme was highly effective in achieving most of the output level targets. At outcome level the various impact evaluations conducted for each result components and by SETSAN-TA, have demonstrated that the programme's interventions have generated significant improvements on agricultural and fishery production, nutrition knowledge and to lower extent on health and nutrition practices, among beneficiaries. There are indications pointing that have also positively influenced household income. Although due to data constraints these effects cannot be accurately quantified and extrapolated to district and national levels, these findings would be confirming that the programme interventions were relevant and appropriate to address the main constraints that affect food availability, access and utilization in the context of rural Mozambican communities. In terms of targeting, the programme reached different target groups across its RCs, including emergent and commercial farmers and most vulnerable groups, however data constraints do not permit to assess the extent to which, the variable targeting approach has enhanced or hindered the programme's effectiveness on contributing to FNS outcomes.

**Impact:** The multisector approach of the programme and the set of interventions selected have the potential to contribute significantly to the improvement of food and nutrition security at household level. There is evidence from SETSAN-TA's impact evaluations that household security situation (measured by proxy indicators such as FCS and HDDI) among beneficiaries from agriculture, fishery and nutrition education/SBCC interventions is significantly better than those non beneficiaries. The evidence also points out that impact is larger for households that benefited at the same time from agricultural/fishery production and nutrition education/SBCC. Although the magnitude of the programme's contribution to changes in the nutrition status of vulnerable groups cannot be quantified<sup>1</sup>, there are indications from the impact evaluation studies that there were improvements in the nutrition status of children under five years old among the beneficiary households, but the differences with the control group were not significant. Various factors explain this finding: the relatively short time of exposure to nutrition pillar interventions, diverse targeting criteria that not necessarily allowed to concentrate all components on families with under 2 years old children<sup>2</sup>, the critical determinant factors of malnutrition that were not part of the programme like water and sanitation, early childbearing, women's low education and heavy workload among others.

**Sustainability:** The programme has contributed to building of capacities at institutional and beneficiary level to sustain the activities, with a substantial effort in each Result Component to the continuation of project achievements. In the first place, knowledge and capacities were created at community level (such as vaccinators, FFS facilitators, seed producers, silo construction artisans, health committees, care group mothers) which to a certain degree will allow the continuity of the activities. Many of the trained persons at community level have gained the respect and trust of the communities and they are considered as knowledgeable persons. Additional skills have been delivered to improve leadership of farmer associations and cooperatives. Capacities of national institutions, especially at local levels were strengthened in the different topics covered by the programme. This was more evident in those components that directly involved or were implemented through national institutions (namely IFAD's interventions with IDEPA, DNDR/MITADER, but also

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<sup>1</sup> With existing data, it is not possible to measure which percentage of any changes in the nutrition status are due to the programme's action or other factors.

<sup>2</sup> This would be feasible for instance using the community groups such as FFS and FO as entry points for both: productive/market interventions and nutrition pillar. It would have been also possible by including "families with children under 2 or 5" as selection criteria to target productive interventions



FAO and WFP, with several national/provincial MASA directorates, SDAE, MIC, MISAU, etc.). Staff has been trained and equipment in many cases has been made available to fulfil their task. However, staff turnover within the supported institutions and the limited financial resources in the public sector will be a constraint to continue implementing activities at the same level than under the MDG1c. Also, the private sector has been trained by many programme components to provide services to farmers, livestock keepers or fishermen. Some best practices and lesson learned - such as Seeds sector strengthening (RC1), FFS (RC3), Food Fortification (RC13), SBCC (RC14b) and Nutrition Education at Schools (RC16) - were incorporated into the national FNS programmes/policies, while new or still on-going initiatives give continuity to other components (ProAQUA/PRODAPE, PROMER, FAO/GEF, WFP/DIFD). The EU has funded two main initiatives concentrated in Nampula and Zambézia: PROMOVE Nutrição (implemented by UNICEF) and PROMOVE Agribiz (FAO and GIZ).

**Gender:** The incorporation of the gender dimension across the programme cycle was not homogeneous, it was very weak in the design phase as it did not consider the specific needs of women, men, youth and other groups. Implementation was more gender sensitive by actively promoting the inclusion of women into the programme activities and conducting gender sensitization, but evaluation and reporting was rather weak in gender analysis. Nevertheless, involving and training women in FFS, health committees, farmer organisations, saving groups, care groups and other groups, empowered women by transforming them in behaviour change promoters, allowing them to gain the respect of the communities. Yet, programme contributions to critical aspects such as the women's decision power over productive resources, food and household income and alleviation of heavy workload was relatively low, in part due to the fact that the programme did not have a strong gender transformative focus. It is perceived that overall the programme implementing agencies suffered from a low capacity, in terms of staff, methodological guidelines, tools, and analyses to mainstream gender issues across the all RCs. . Very few specific studies were conducted on gender, while gender disaggregated data and analysis was not systematically collected nor reported across the RCs. The lack of more quality gender analysis and studies in turn limits the possibility of the programme to disseminate best practices and lessons learnt to create more gender awareness among the stakeholders involved in FNS policy and programming. Little can be learnt from the MDG1c Programme in terms for instance mainstreaming gender into the multisectoral FSN programmes.

**Environment and climate change:** The Programme did not include a specific strategy to focus or to mainstream environment and climate change issues in its logic of intervention. Such issues were addressed at the results components level by developing and adopting approaches related to adaptation to climate change aimed at increasing resilience in production systems as well as to promote the sustainable use of natural resources (like seeds selection, soil and water conservation practices in FFS, post-harvest, losses reduction and conservation facilities). However, even if national regulations were respected, some concerns remain about the lack of additional studies assessing the environmental impact of important infrastructures, mainly roads and increased access to market, but also on increased pressure on natural resources and biodiversity (like fisheries). Furthermore, the Programme did not adopt a specific strategy to reduce disasters risk by increasing communities' preparedness capacity to face natural disasters and extreme events, but it acted in response to events like the El Niño drought in 2016 or the recent Idai and Kenneth cyclones in order to reduce their effects taking advantage of the indirect effect of some activities, like improved health and hygiene practices, increased food availability and conservation, intra-groups solidarity, etc. Follow-up projects, like the FAO/GEF, have now a stronger resilience approach.

**Recommendations** are related to programming EU support to rural development focal sector and on integrating emergency support (e.g. food assistance) with long term approaches to food security. The MDG1c has demonstrated that better effects on food security are achieved when integrating productive and nutrition interventions. Considering that one of the objectives of the 11<sup>th</sup> EDF is to improve food security and nutrition, it is recommended that the EU strategy to rural development in Mozambique continue having FNS as one of its main focus and that synergies and complementarity among the interventions on food production, access and nutrition are sought. Different options to achieve this are recommended below:

- Align multisectoral programmes to context specific analysis of main causes of food insecurity and malnutrition, to better select the best set of evidence-based interventions to address the main determinant factors of malnutrition and do not left unattended crucial factors (like water and sanitation).
- Try as much as possible converging interventions in the same communities or at least same districts.
- Strengthening the multisector FNS planning process at district levels, to allow select and integrate the sectoral interventions according to the context specific FNS analysis, and seek complementarity with relevant interventions from other actors/donors.
- Enhance nutrition sensitiveness of the productive and market-oriented investments by: promoting the production, processing and marketing of more nutritious foods (i.e animal protein sources, legumes, vegetables, bio-fortified foods), integrating nutrition education with agriculture/fishery production and market interventions. In this respect the experience and lessons learnt from PROMER, ProPESCA/ProAQUA, PSP could be a good starting point.
- To enhance the effects of the investments on the food and nutrition situation, adequate targeting is important. In this sense targeting should be inclusive to the most vulnerable (i.e. subsistence farmers with less than 1 ha, women-headed households). Appropriate schemes should be designed to facilitate access of the most vulnerable to improved agricultural/fisheries inputs and technology together with INAS, including social protection schemes.
- Ensure that the investments incorporate properly the gender dimension across the programme cycle, from design, implementation, evaluation and reporting. Differentiated analysis of the needs of women, men, youth should be the basis for the design of the interventions. Interventions that allow women empowerment and alleviation of their heavy workload should be prioritized.
- Integrate women's empowerment strategies to improve their access to income opportunities, work saving technologies, profitable cash crops, financial services, but also childcare and education (literacy)
- Increase the climate change/resilience nexus, integrating approaches on adaptation to climate change (water and soil conservation, forestry, agro-forestry and agro-ecology), climate-proof/resilient investments (roads and markets), disaster risks reduction and preparedness to disasters at both institutional and community levels. The logic of intervention of new initiatives should mainstream environmental issues in all components towards sustainable development based on a sound management of natural resources.
- It is highly recommended to include robust evaluation and monitoring system in the design of the interventions, to allow building evidence on the effectiveness of multisector nutrition-sensitive interventions that would inform the decision-makers on which intervention or combination of interventions are less or more effective in different contexts.
- Continue disseminating the lessons learnt, best practices and challenges of the programme and promote their inclusion in future FNS policies, programmes and plans.
- Support (agencies and the EU) the government seeking additional funding to overcome the remaining challenges for strategic actions that proved to be very relevant for Mozambique such as food fortification and nutrition education at schools.
- Strengthen national multi-sector coordination for FNS policies and intervention, improving SETSAN capacity to perform its technical mandate within the on-going transition to the implementation of CONSAN – the National Council for FNS.

On strategies for the **integration of emergency support** (e.g. food assistance) with long term approaches to food security, it is recommended to:

- Recovery and rehabilitation objectives should be incorporated since the immediate relief operations to allow for smooth and timely shifts between emergency and rehabilitation.

- Response options should be based on appropriate needs assessments of the affected people. Needs could change rapidly in an emergency context; updated data is necessary at all stages to inform the design of the most appropriate response options.
- Capacity building of the affected people to cope with the shock, reduce further impact on lives and livelihoods and support medium- and long-term rehabilitation/development need to be incorporated since the first stages of the emergency operations. In the first phase, for instance, training on knowledge and skills required to reduce the risks of mortality, malnutrition and diseases should be incorporated. Later, interventions with medium- or long-term impacts such as nutrition/health behavior change communication/education, transfer of climate smart agriculture practices among others would be appropriate.
- To increase resilience and benefit the communities in the long term, asset creation at both community and household level (physical, economic assets) , and development of human and social capital (i.e. through support to school meals to avoid dropping children from schools) should be the focus of food assistance, immediate after the lifesaving assistance. The adopted modalities (either food, vouchers, cash or any combination) would depend on the need's assessments and the context.
- Coordination and involvement of “development” sectors (i.e. agriculture and rural development), since the early stages is very important to ensure commitments and to sustain the long-term interventions. In the last 4 years great improvements in terms of leadership and responsiveness have been achieved. Humanitarian assistance coordination, under the Humanitarian Country Team, now counts on several clusters that cover different areas (education, health, agriculture, wash, shelter, protection – just to mention some).

## 1. INTRODUCTION

This draft final report resumes the final evaluation of the “Accelerate Progress Towards Millennium Development Goal 1C (MDG1.C Programme)” funded by the European Union, implemented between 2013 and 2019 by the three Rome-Based Agencies (RBAs) of the United Nations (UN) – the Food and Agriculture Organisation (FAO), the International Fund for Agriculture Development (IFAD) and the World Food Programme (WFP) -and coordinated by the *Secretariado Técnico para Segurança Alimentar e Nutricional* (SETSAN, the Mozambican Technical Secretariat for Food and Nutrition Security - FNS).

This report is submitted after having performed the inception and field phases of the evaluation mission, summarising the collected information and its analysis. 5 main sections are included:

1. A short introduction presenting the structure and content of the report;
2. A brief description of the adopted methodology for the evaluation. In this section the objectives and expected results of the evaluation are described, including evaluation criteria and questions, methods for data collection and analysis and a detailed evaluation matrix. Additionally, the adopted methodological approach, the performed activities and the mission workplan, including the main limitations and opportunities encountered. The methodology, originally proposed in the technical offer and then revised in the inception report after the desk-phase and preliminary meetings, was refined based on the additional information received and adjusted to the capacity to collect relevant and verifiable information, identifying specific questions for each results which could provide evidence to support the analysis and assessment of the evaluation criteria.
3. A brief description of the MDG1c Programme, including the main changes that were integrated in the logic of intervention and implementation mechanisms based on the recommendations provided by the Mid-Term Evaluation (MTR) carried out by the same team in 2015;
4. The main chapter with the overall findings based on the 5 classic evaluation OCDE/DAC – relevance and quality of the design, efficiency, effectiveness, impact and sustainability – as well as on cross-cutting issues – gender and environment/climate change – and the humanitarian response to the El Niño component (and to some extent to the recent Idai and Kenneth cyclones) supported by the MDG1c Programme. Findings per each of the 16 Results Components (RC) are presented in Annex 0 in terms of: main achievements, contribution to the respective outcome, sustainability issues, lessons learned and challenges for the future;
5. The last section presenting the main overall conclusions, lessons learnt for specific components – Multisectoral approach to FNS, Farming Field Schools, E-Voucher, Nutrition education – and the principle recommendations for on-going and future initiatives.

Additional annexes to this report (compiled into a separate file) include additional information that supported the analysis, like the overview of evaluability of impact and outcome level indicators; the existing Theory of Change and Logframes for the three agencies, as well as data on the humanitarian.

## 2. EVALUATION MISSION

### 2.1 Objectives and expected results of the evaluation

**The Main Objective** of this final evaluation, as they have been defined in the ToR, is to provide the relevant services of the EU, the interested stakeholders and the wider public with:

- an overall independent assessment of the past performance of the MDG1c Programme, paying particular attention to its results measured against its objectives;
- key lessons and recommendations to improve current and future actions.

In particular, this evaluation will serve to:

- obtain an unbiased assessment of whether or not the planned inputs have led and/or contributed to the achievement of the anticipated results (outputs, outcomes, and early signs of impact);
- examine programme achievements, identify programme barriers to implementation and challenges (reasons why or why not the achievements have been made), identify any broader consequences, positive or negative, intended or unintended, which have occurred as a result of MDG1c Programme and study determinants for success;
- provide recommendations based on solid evidence and lessons learned on best strategies and approaches to improve the food security and nutrition in Mozambique;
- provide recommendations for the programming and implementation of EDF 11<sup>th</sup> Programmes in the rural development sector, and in particular for PROMOVE Agribiz (currently in its inception phase) and steering of PROMOVE Nutrição (currently implemented), as well as other resilience related Programmes, in particular Pro-ACT 2018.

#### **The Final external evaluation issues to be addressed:**

- An assessment of the Programme achievements.
- Recommendations and lessons learned for policy and approaches to food security and nutrition in Mozambique, in particular: institutional arrangement; effective operational approaches; monitoring and information systems and integration of emergency with structural long-term approaches to food security and nutrition
- Recommendations based on the action lessons learned for EU strategy for future cooperation between the EU and the Rome Based United Nations Agencies' actions.
- Develop 4 specific case studies (including approach, results, lesson learning and policy and operational recommendations).

#### **The Main Users of the evaluation are:**

- The government of Mozambique, in particular line ministries involved in the programme;
- The EU;
- The 3 implementing UN agencies to have a thorough assessment;
- Other development partner active on the Food and Nutrition Security and rural development domains in Mozambique;
- Implementing partners of EDF 11<sup>th</sup> Programmes in the sector, in particular PROMOVE Agribiz;
- Implementing partners of post emergency and food security resilience programmes (ProACT)

The evaluation has been managed by the EUD in Mozambique jointly with the FAO, IFAD and WFP Offices of Evaluation. To ensure consistency throughout the evaluation process, better organization and smooth running, the team liaised closely with the agencies' staff in Mozambique (central and district level), the Reference Group and the MDG1C Programme Task Force. Furthermore, the evaluation team liaised with the "Inter-Agency Humanitarian Evaluation of the Response to Cyclones Idai and Kenneth in

Mozambique” that was being carried out from September 2019, to share information and findings related to the humanitarian response component.

## **2.2 Evaluation questions and judgement criteria**

The evaluation assessed the programme performance according to the classic evaluation criteria. For each criterion specific evaluation questions, specific questions per result area and judgement criteria have been defined to guide data collection and to support their analysis.

Considering the evaluation’s aim of providing “an overall independent assessment of the past performance of the MDG1c Programme”, particular attention was paid to its results measured against its objectives and “key lessons and recommendations in order to improve current and future actions”

The logical frameworks for the three contributing Agencies that were developed at the design of the programme (and their successive revisions) including the definition of indicators for each level of results (from outputs, outcomes and impact), as well as risk and assumptions, served as a basis to assess the programme’s results.

On the basis of the Terms of Reference (TOR) and the interactions with the stakeholders of the Delegation of the European Union, SETSAN and the three implementing partners FAO, IFAD and WFP (including the evaluation offices of the Rome-Based Agencies) and the comments received from the MDG1c Reference Group to the inception report, the evaluation team has finalized the Evaluation Matrix. Detailed questions have been formulated in accordance with the results structure of the MDG1c programme as additional tool to answer the evaluation questions as developed in the Evaluation Matrix (EM - presented in Annex 8a and specific questions for results on Annex 8b). Not all questions were intended to be used for judgement purposes, but they were aimed to guide the information collection and its analysis, as well as to provide information to capitalise best practices and lessons learnt on specific components and activities.

The Evaluation criteria of the EM follow the five OECD-DAC criteria as spelled out in the TOR plus a set of humanitarian assistance evaluation criteria – including timeliness, targeting, modality, and coverage – and cross-cutting issues. In total seven sets of evaluation criteria:

1. Relevance/appropriateness and quality of the design,
2. Effectiveness,
3. Efficiency,
4. Impact,
5. Sustainability, and
6. Cross-cutting issues - Gender and environment
7. Humanitarian assistance criteria.

## **2.3 Methodological approach**

The evaluation relied on qualitative and quantitative methods for data collection and analysis in order to assess the achievements of the MDG1c at different levels.

- i. Quantitative data were gathered mainly from the various project data bases and documents such as monitoring and evaluation reports, half-year and annual reports (2014-2018) and data from relevant FNS studies and reports among others. The first set of quantitative information (M&E and Annual Reports) were used to make a quantitative assessment of effectiveness at output and outcome levels. The assessment of effects and impact on the FNS indicators was mainly based on the SETSAN community level impact assessment and endline study of September and November 2018 respectively. Data from the endline were compared to the 2013 baseline, as the endline collected information on the same households. Other impact evaluation studies that



provided quantitative information relate to RC 3b (IFAD), RC4, RC7a (WFP) and RC7b (IFAD), RC11b (IFAD), RC12 (WFP), RC13 (WFP), RC14 (WFP) and RC16b (IFAD). Existing information provides sufficient quantitative data on the Programme's achievement (outputs and to some extent outcomes level) but generally it does not provide adequate analysis of related causes and effects not always allowing the estimation of the magnitude of Programme's contribution. Due to this, the interpretation of the FNS outcomes and the explanation on which factors influenced the programme achievements or lack of has been mainly interpreted on the basis of the FNS conceptual framework (in Annex 8) and the nutrition causal analysis (EU, 2013).

The table in Annex 9 highlights the limitations of the existing quantitative data to measure impact and outcome level indicators and the suggested approach to address them in the evaluation. Generally, the limitations of the various impact/effect evaluations are related to: i) Impossibility of establishing the counterfactual (lack of appropriate control group in the programme's design). ii) The baseline and endline studies at district level only allow a comparison between the situation before and after the intervention, which is a less robust design to permit estimating the actual contribution of the programme. iii) The impact evaluation at community level, includes a control group, in addition, this study was carried out in the communities where the programme was the main intervention. This provides a better indication on the likely effects of the programme, however, only beneficiaries of some of the interventions were included in the sample, moreover, the contamination effects (i.e. for interventions such as SBCC) cannot be eliminated as the control group in the study was selected in the same communities.

On this sense, the evaluation team understands the existing limitations to collect additional data and therefore tried to triangulate existing quantitative data along with observation in the field to complement such analysis. In the inception phase it was proposed to perform additional quantitative analysis (i.e. regressions or Propensity Score Matching) on the SETSAN's end line and community level impact evaluation studies 2018, but this has not been possible because nutritional status data bases were not available. A causal contribution analysis (based on the ToC), involving a systematic identification and investigation of intermediate indicators and qualitative explanations, for observed changes, complemented the quantitative analysis.

- ii. Qualitative information complements and help explaining quantitative figures, and also served as a source of primary data to assess qualitative outputs and outcomes, especially for those results that cannot be measured through quantitative data (e.g. policy influence, capacity development, behavior change). These data, along with those available from the agencies' reports, were collected through in-depth interviews with institutional representatives from central to local levels (Key Informant Interviews), and through Focus Group Discussions (FGD) with community leaders and beneficiaries. The specific questions per Result component (See below) guided these interviews and discussions.
- iii. Document review of the many materials that have been produced by the implementing partners. Overall it was possible to collect sufficient documentation about the actual MDG1c programme as well as the political, economic and humanitarian situation in the country.
- iv. Direct observations were undertaken (for instance to assess the infrastructure constructed under R5, R7, R8 and R10) during the round of field visits and meetings/interviews in Maputo and selected provinces. Direct observations were also important for the assessment of the impact of the Idai-Cyclone of March 2019 on the programme results in particular for the ProPESCA and ProAQUA activities and the FAO and WFP activities (market access, food fortification, and SBCC) in the Beira Corridor (Sofala, Manica and Tete Provinces).
- v. Review of produced training materials and manuals, communication materials (such as posters, hand-outs etc.) and media and digital messages.

During the field work phase (see also Annex 4 and 5 for Workplan and field itinerary), in order to verify the results at community and household level, particular attention was given to the identification of the

most significant changes during the programme implementation (outcome and impact levels) and to the assessment of likelihood of contribution of the different project components to these changes (more on a qualitative rather than quantitative basis, considering the existing limitations to carry out a proper contribution analysis). A simplified qualitative analysis of contributions assessed whether other projects or government activities, as well as changes in the socio-economic context may have also contributed.

Furthermore, during the Focus Group Discussions the participation of women was promoted as much as possible, not only as attendant but also as active participants. With regard to nutrition-related project components particular attention was given to pregnant and lactating mothers, including those mothers that have been engaged in the programme during the past 5 years and elderly women and men who usually have an important role to play in nutrition-related matters (as child care-takers).

In line with the Mid-Term Review, the final evaluation tried to make an assessment (judgement) of the results at outcome and impact level per Result Component. This judgement was based on the triangulation of the findings of the quantitative and qualitative assessments, document review and direct observations. The judgement assessed the results (at outcome level according to the answers with regard to the effectiveness criterion) and the impact (based on the answers with regard to the impact criterion). The judgements took a simple form of only four categories: good/ satisfactory; partially satisfactory; partially unsatisfactory; unsatisfactory.

The judgement was based in the first place on the monitoring of quantitative outcomes and completed by qualitative criteria and a narrative justification to attribute a global score, according to the achievement of project component results and the likelihood of contribution to impact at the household/ community or institutional level. The exact judgement criteria and the score weighting was adjusted based on data availability, clear outcome indicators, and the sensitiveness of the scores.

## **2.4 Workplan and activities**

The starting date of the evaluation was delayed due to the Idai/Kenneth cyclones that happened just before the mission was planned for being deployed in the field (April 2019). 4 months later, the mission started respecting the proposed workplan, having started with an inception phase for documents collection and analysis plus revising the methodology and preparing the following phase, concluded by a presentation of the inception report to the Reference Group. The field mission in Mozambique has been carried out by the team in August/September 2019, dedicating proportional time to institutional meetings in Maputo and visits to selected provinces (please see Annexes 4, 5 and 6, for the workplan, itinerary and list of persons contacted). Overall, the team has visited 19 districts in 8 provinces<sup>3</sup>, to cover both the programme evaluation and the humanitarian response component<sup>4</sup>. The field mission has been concluded by a debriefing session with the Reference Group to present the initial findings, and was followed by a visit to the 3 Rome-Based Agencies by the Team Leader for additional meetings and feedback with the Evaluation Offices.

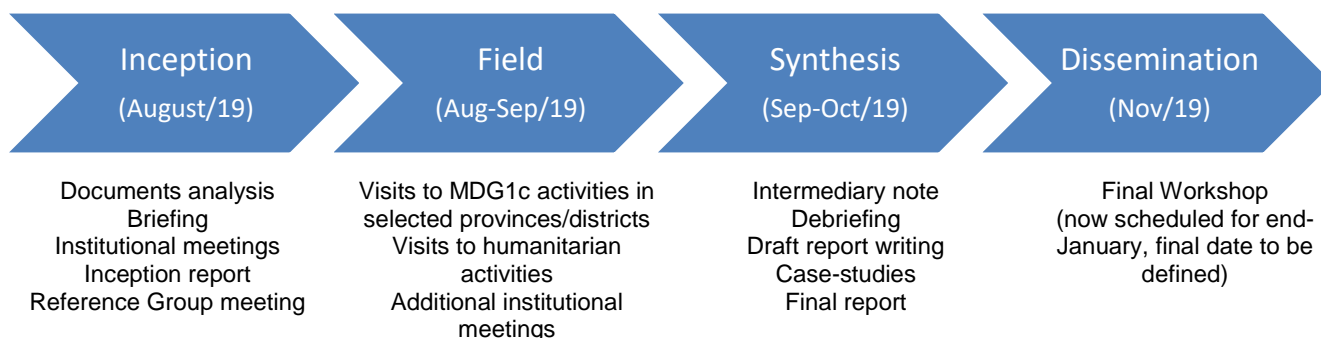
Next phases include the drafting of this final report and four case-studies on topics relevant to extract lessons-learned and best practices for dissemination, as well as the evaluation presentation in a final workshop planned to be held in Maputo in mid-November.

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<sup>3</sup> The team jointly visited Vilankulo, Govuro (Inhambane); Sussundenga, Manica, Bárue (Manica); and then split to visit individually Gorongosa, Nhamatanda (Sofala); Cahora Bassa, Marara, Moatize, Tsangano, Angónia (Tete); Ribaué, Malema (Nampula); Alto Molócue (Zambézia); Montepuez, Balama (Cabo Delgado); Chokwe, Chibuto (Gaza); and Maputo.

<sup>4</sup> Due to the unavailability of the expert on humanitarian response, it was agreed that the other 3 experts of the team would have also assessed this component and included its analysis in the final report. Specific information was collected during the field visits and additional sites/activities were visited with this purpose in the framework of the evaluation of the development programme (namely activities in Tete, Manica, Sofala and Gaza).





## 2.5 Limitations and opportunities for the evaluation

Beside the methodological aspects and constraints already mentioned in the previous section, limitations to the evaluation were also linked to the timeframe of some of the interventions implemented under the MDG1c Programme. The fact that some of them were already concluded in 2017 or 2018 made it even more difficult for the beneficiaries – and to some extent to the direct actors as well – to recall and to provide accurate information about the support received under the Programme. Additionally, since the Programme was not a stand-alone action but complementing or topping-up other interventions, it was also difficult for stakeholders to correctly attribute the proper contribution, especially for those activities that have been continued under new actions. This was even more evident in relation to those humanitarian activities that have been deployed to benefit the same target groups of the development programme, especially those related to improving resilience rather than to provide immediate post-disasters assistance. Furthermore, not all components were already evaluated or have their final reports submitted, meaning that especially in relation to quantitative data, impact was not always measured or measurable. Besides, the approach and methodologies used of the various impact evaluations were often not fully linked to the (outcome) indicators used by the programme nor were baseline studies available. This made it difficult to make an assessment of the programme contribution to outcomes (and impact). Additionally, Idai and Kenneth cyclones also had impacts in the affected regions on the achieved results, damaging or destroying inter alia, demo plots, silos, aquaculture tanks and infrastructures. In these cases, achievements were verified based on data previously available or based on beneficiary and stakeholder information, but it was not possible to correctly quantify the reduction caused by such disasters.

On the other hand, several positive aspects have contributed to the evaluation. The opportunity to perform a joint evaluation, aligning methodologies with the agencies' evaluation offices and the strong collaboration with the Reference Group, namely, the EUD, SETSAN, national partners and the Agencies. The high logistic support provided by the 3 agencies to complete the planned itinerary, also responding in a flexible way to the evaluation team needs (for example by adapting the same itinerary to last-minute requests for visiting additional sites and communities). The knowledge of the evaluation team of the country and local context, language, as well as of the Programme's which has allowed collecting necessary information within a short period of time and to quickly identify and understand occurred progresses and changes. The timeframe of the mission, during dry season and just before the starting of the electoral campaign<sup>5</sup>.

<sup>5</sup> The electoral campaign for the general elections scheduled for next 15 October started on 30 August, the last day of the field mission on the provinces. The last week of the mission in country also coincided with the visit of the Pope to Mozambique forcing to anticipate the debriefing by one day but without any other constraint.

### 3. DESCRIPTION OF THE MDG1C PROGRAMME

Considering the prevailing high levels of food insecurity and malnutrition in the country, the Government of Mozambique recognised that priority should have been given to achieving the MDGs targets for food security and nutrition, as was stated in the Poverty Reduction Plan (PARPA 2011-2014) and the Food and Nutrition Security Strategy (ESAN II 2008-2015). In 2011, the Government of Mozambique in partnership with FAO, WFP and IFAD, designed the initiative aimed at accelerating the attainment of the Millennium Development Goals (MDG) over the 2015 horizon (the programme “Accelerate Progress Towards Millennium Development Goal MDG1c”). The programme concept note was presented by the Government of Mozambique to the European Union in June 2011 and the formal acceptance of the proposal was given in December 2011. The overall programme document was prepared in February-May, submitted in June 2012 and approved in November 2012. The Financing Agreement was signed by the European Union and the Government of Mozambique on the basis of this overall programme document in November 2012.

The programme sought to improve the situation of MDG1c in Mozambique, thereby contributing to reducing hunger. Based on the fact that factors that lead to food insecurity and malnutrition are multiple, the programme’s main approach was the implementation of multisectoral and integrated interventions to tackle at the same time the diverse factors that constraint households FNS. In this line the programme aimed at addressing the following three pillars of FNS:

- I. Enhance agricultural and fisheries production (food availability);
- II. Increase access to Food;
- III. Improve Nutrition

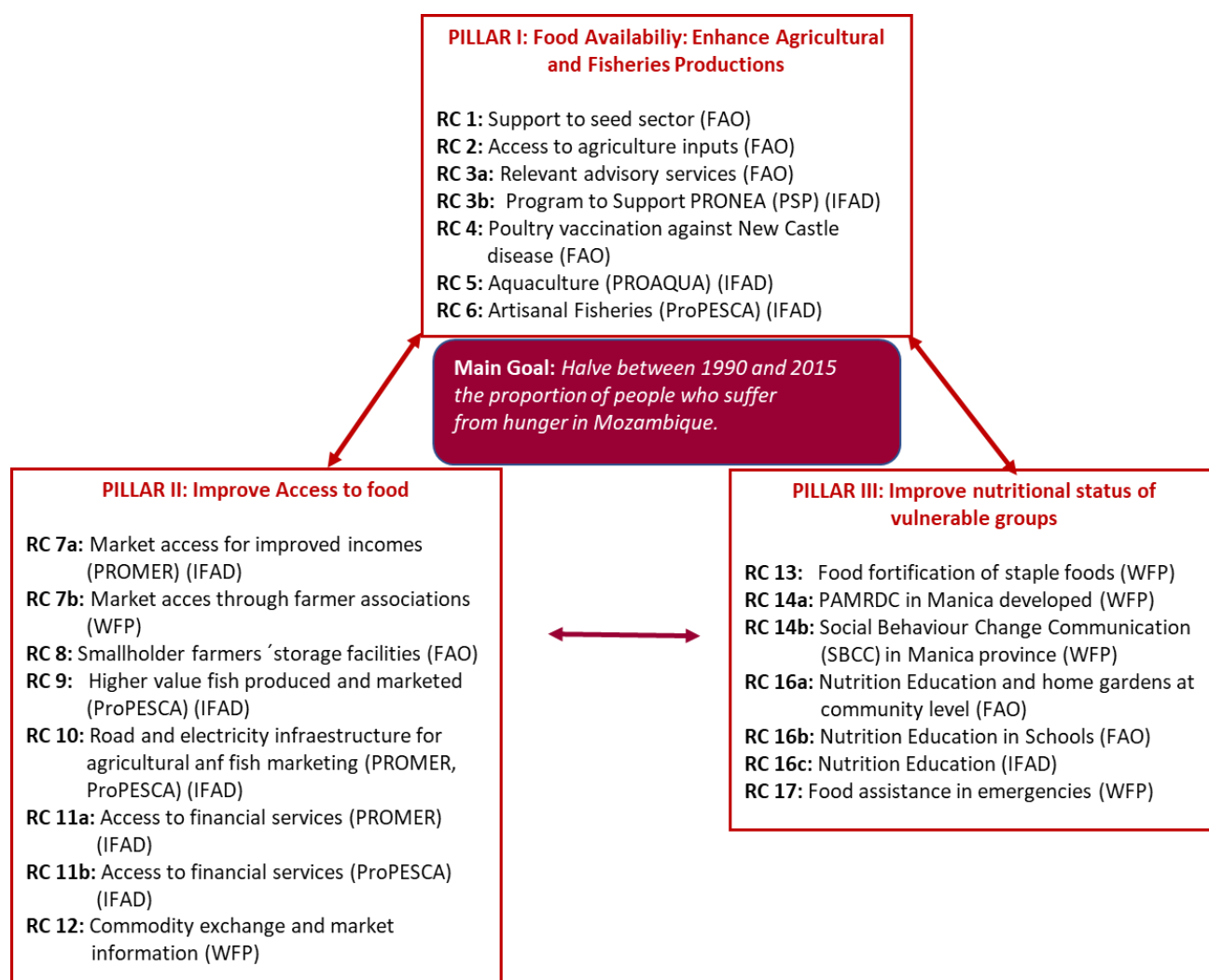
The Figure 1 illustrate the Programme’s main goal, objectives by pillar and the interventions implemented, organized in 16 Result Components (RC).

It was agreed that the MDG1c Programme would – to the extent possible - strengthen and expand on-going interventions in order to accelerate the attainment of MDG1 by 2015. In the original design it was envisaged to seek complementarity with interventions implemented by other actors, notably in the water, sanitation and health sectors, through partnerships with actors carrying out these activities. Something that in fact did not happen at least to its potential extent.

In terms of implementation, the direct responsibility for the implementation felt under the three United Nations Rome-Based Agencies (RBA): FAO, WFP and IFAD, which directly assisted the various line Ministries involved in the FNS activities, which were one of the main implementing actors in the field. The following Ministries were involved in the Programme’s implementation: Pillar I: the Ministry of Agriculture and Food Security (MASA) with FAO’s assistance, the Ministry of the Sea, Inland Waters and Fisheries (MMAIP) with IFAD’s support. Pillar II: Ministry of Industry and Commerce (MIC), MASA, MMAIP and Ministry of Planning and Development, with the support of IFAD and WFP. Pillar III: Ministry of Health (MISAU), MIC and Ministry of Education (MINEDH) with the support of WFP, FAO and IFAD.

The Technical Secretariat for Food and Nutrition Security (SETSAN) had the role of ensuring overall coordination of the programme, monitor results, consolidate the reports of the three agencies and prepare a harmonized annual report for review of the progress. SETSAN has also the responsibility to ensure coordination with other relevant donors and programmes at the central and provincial levels.

**Figure 2: Summary of the MDG1c Programme Mozambique**



On the actual implementation in the field, Agencies adopted different modalities: IFAD delivery took place through existing governmental programmes, namely the Artisanal Fisheries Promotion Project (ProPESCA), Rural Markets Promotion Programme (PROMER), National Agricultural Extension Programme Support Project (PRONEA-PSP) and Small-Scale Aquaculture Promotion project (PROAQUA). EU-MDG1c funds represented top-up funding to the existing IFAD loans. FAO delivered the services through the national, provincial and district level agencies from the involved Ministries, in some cases FAO appointed additional staff that was incorporated into the district sectoral services, in other cases services providers were contracted especially to train government staff and community level facilitators (local NGOs, CBOs). WFP also delivered the services in close coordination with the governmental sectors at national, provincial and district levels, similar to FAO services providers were also hired to deliver capacity building activities.

In terms of coverage, at the request of the Government, coverage was expanded to 76 Districts in 10 Provinces, although not all components were present across all districts. (See the list of covered districts in Annex 3).

### 3.1 Main adjustments after the Mid-term review 2015

As a result of the 2015 Mid-Term Review of the MDG1c programme a number of changes in the programme were realized. These changes included:

1. A review of each of the Result Components on the basis of the recommendations made by the MTR; as a result of the process towards the end of 2016, SETSAN, the three implementing Agencies and the Delegation of the European Union came to a new agreement about all changes:
  - a. The revision of targets per Result Component in line with the expected realization; many of the outcome or output targets were reduced.
  - b. In line with the revised targets, all budgets per result component were adjusted.
2. Stronger emphasis to nutrition-sensitive activities and nutrition education was adopted under each pillar and sub-programmes, allocating more funds to RC 16 to be implemented by FAO and IFAD, while WFP continued with the implementation of the SBCC approach. A nutrition working group among the three agencies was established to harmonize the overall approach, target group and key messages for nutrition education. As a result of the working group, it was agreed that the nutrition education activities should focus on the window of opportunity of the 1,000 days and the key messages should be aligned to the priorities of the Health Sector.
3. Activities on the RC 14a (PAMRDC in Manica) were discontinued. Even though the MTR recommendation was to incorporate this RC as part of the overall capacity building to SETSAN through the TA, it did not happen.
4. The Result Component 15 (Research on modalities to increase access to essential nutrients) was suppressed as the design and operational arrangements of the RC had not yet been set-up by the time of the MTR , leading to serious doubts about whether the results will be available by the end of the programme. Also, its coherence with the rest of MDG 1c components was considered debatable and there were issues about the relevance and feasibility of the research component.
5. The capacity to coordinate the programme and to create synergies by taking advantage of the experience and capacity of each partner was looked into. At operational level staff of the different Agencies were sharing offices (e.g. Tete, Manica, Nacala Corridor) and other means (transport). Staff in the field shared experience and held more common meetings with the local authorities or beneficiaries.
6. The Agencies reflected on and implemented a shared approach to develop exit strategies for sustainability after the end of the project.
7. The Agencies also reflected on their approach how to evaluate the results and impact of their activities starting with impact evaluations in 2018 on the various result components.

## 4. FINDINGS BY EVALUATION CRITERIA

### 4.1 Relevance

The central hypothesis of the programme was that a multisectoral approach addressing the key dimensions of food and nutrition security, namely, food availability, food access and food utilization in parallel, will lead to the goal of reducing hunger and undernutrition among the beneficiary households and individuals. For this to occur, it was expected that improvements along the household and community level food production and marketing system chain, in conjunction with improved nutrition knowledge and feeding practices of family members should occur.

#### 4.1.1 Programme alignment

##### Food and Nutrition Security

The MDG1c Programme as implemented by FAO, WFP and IFAD intends to reduce hunger and chronic malnutrition in Mozambique. Chronic food insecurity is estimated to be 24% (SETSAN 2013) and according to the DHS 2011, chronic malnutrition about 43% of all children under five with peaks of 46% in rural areas. Acute malnutrition is not a recurring phenomenon but becomes apparent during severe droughts such as the El Nino drought of 2016 or disasters like the Idai and Kenneth cyclones which hit the country early 2019. Despite impressive progress over the past few years, significant challenges to food and nutrition security remain. Many urban and in particular rural households cannot afford the minimum costs for a nutritious and diversified diet. Together with suboptimal health services, poor water and sanitation and lack of nutrition knowledge and education, the poor availability and access to nutritious foods lies at the roots of persistently high levels of malnutrition.

Food insecurity varies considerably across regions as climatic (drought, floods, cyclones) and economic shocks affect different locations. WFP estimates that over 2.5 million people were at risk of acute food insecurity in August 2019, mainly as a result of the Idai and Kenneth cyclones. This is expected to further rise during the lean season between September 2019 and March 2020.

The immediate causes of chronic undernutrition in Mozambique are reported to be the inadequate quantity and quality of the diet and high rates of infectious diseases. The major underlying causes of chronic undernutrition are income poverty and food insecurity as evidenced by the over-representation of households with malnourished children (stunting, wasting and anaemia) in the lowest income quintiles and in households suffering from chronic food insecurity<sup>6</sup>.

##### Target group participation

However, as already observed during the 2015 Mid-term evaluation, the MDG1c Programme has had an insufficient focus on relevant target groups (food insecure and vulnerable households). The complexity of the various and different components of the programme has resulted in a rather diverse selection of target groups. No clear and evident selection criteria have been used to identify participants throughout programme activities, but often for obvious reasons because of the character of the individual component, specific criteria have been used. For instance, Farmer Field Schools and related activities were based on self-selection in agreement with the FFS methodology, infrastructure (roads, electrification or markets) target the overall population, marketing improvement was done through the members farmer cooperative and their associations irrespective of the food and nutrition situation, and nutrition education are (mostly) targeting pregnant and lactating women and children under five in the covered districts. The programme

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<sup>6</sup> The DHS 2011 reports that chronic malnutrition among children in the lowest quintile is the double than in the highest quintile (51.1% vs 24.1%), prevalence of acute malnutrition in turn is 9.6% in the lowest quintile and only 3.2% in the highest. Anemia rates in children from 6-59 months reaches 77.8% in the lowest quintile compared to 51.5% in the highest.

further had very diverse entry points both in geographic terms and of target groups. Gender has been mainly addressed through enhancing the participation of women in programme activities but less so whether women also benefited from programme results or have taken part in decision-making for instance being member of the leadership committee of farmer organisations or farmer field schools.

### **National FNS policies**

The design of the programme has been well aligned with national policies on FNS such as the National Five-Year Plan 2015-2019, the Food and Nutrition Strategies (ESAN-II and PAMRDC) and EU cooperation strategy.

- ***GoM Five-Year Plan 2015-2019***

The Five-Year Plan of the Government of Mozambique (PQG 2015-2019) which was released in July 2015, includes as Priority III “to promote employment and improve the productivity and competitiveness of all sectors with emphasis on Agriculture”. This strategic choice focusses on the enhancement of commercial agriculture and food production in order to guarantee Food and Nutrition Security in Mozambique. Strategic Objectives include a focus on ‘the improvement of the production and productivity, ‘the integration of farmers in the agricultural value chain’, ‘the availability of food to guarantee food and nutrition security’, ‘the expansion and modernization’ of the agro-food infrastructure. Many of the elements mentioned in the PQG have been included in several if not all Result Components.

Furthermore, the introduction of reduction of stunting as an indicator in the PQG human and social development pillar is a clear sign of the Government’s commitment to tackling the food security and nutrition problem in the country. The RC 13-16 being oriented towards improvement of nutritional status of children and pregnant and lactating women also points at a good alignment of the MDG1c objectives and result components with the national policies. Several result components (RC 1 seeds, RC 3 Agric Extension, RC 13 Food fortification) have explicitly closely worked with national Departments under respectively MASA and MIC to develop policies.

- ***Sectoral policies: ESAN and PAMRDC***

The Government’s commitment to FNS is further expressed in two key policy frameworks, namely, the National Strategy for Food Security and Nutrition (ESAN published in 2008) and the National Multi-sectoral Plan of Action for the Reduction of Chronic Malnutrition (PAMRDC, 2010). There are also governance structures in place that lead on nutrition questions, with SETSAN (Technical Secretariat for Food Security and Nutrition) under the Ministry of Agriculture and Food Security (MASA) playing a pivotal role at central and provincial level. The coordination by SETSAN and involving local authorities (at Provincial and District levels) has also strengthened the awareness and ownership of the process to improve food and nutrition at the local level.

### **EU National Indicative Program and Global FNS strategy**

The MDG1c Programme is fully aligned with the European Union’s National Indicative Programme (NIP) for the cooperation between the Republic of Mozambique and the European Commission for the periods 2008-2013 and 2014-2020, and previous EDF programming phases. Under the 2008-2013 NIP, the second focal sector of the NIP is Agriculture, rural development and regional economic integration. This has been reformulated in the 2014-2020 NIP as support to Rural Development. This focal sector explicitly intends to focus on 1) the improvement of food security and nutritional status, and 2) the enhancement of rural competitiveness. The focus on enhanced availability of food and access, as well activities that address the high levels of chronic malnutrition, make the MDG1c Programme still highly relevant for the development cooperation between the European Union and Mozambique. The financial envelope for the Rural Development focal sector is EURO 325 million and represents 44% of the total EU development support.



The MDG1c is also well aligned with the European Commission's Global Strategy on Nutrition, in particular its Strategic Priority 2 'Scale Up of Nutrition Actions at country level' of the Action Plan for Nutrition of 2014. The MDG1c has however less focussed on its Strategic Priority 3, the strengthening of expertise and knowledge base. It is disappointing that the MDG1c Programme has not taken up the effort to develop a National Information Platform for Nutrition (NIPN) based on the lessons learned in many other countries with EC support through its NIPN initiative. Similarly, the focus has been on nutrition-sensitive actions in the agriculture and food security sector.

In line with the EC policy on addressing Food Security challenges of 2010, the MDG1c has also aimed to strengthen smallholder agriculture and rural livelihoods while improving availability and access to quality, diverse, nutrient-rich food for all. In particular, the agricultural support through various components in combination with nutrition education efforts of RC 16 by FAO, WFP and IFAD actions is known to be an effective approach.

#### **4.1.2 Programme design**

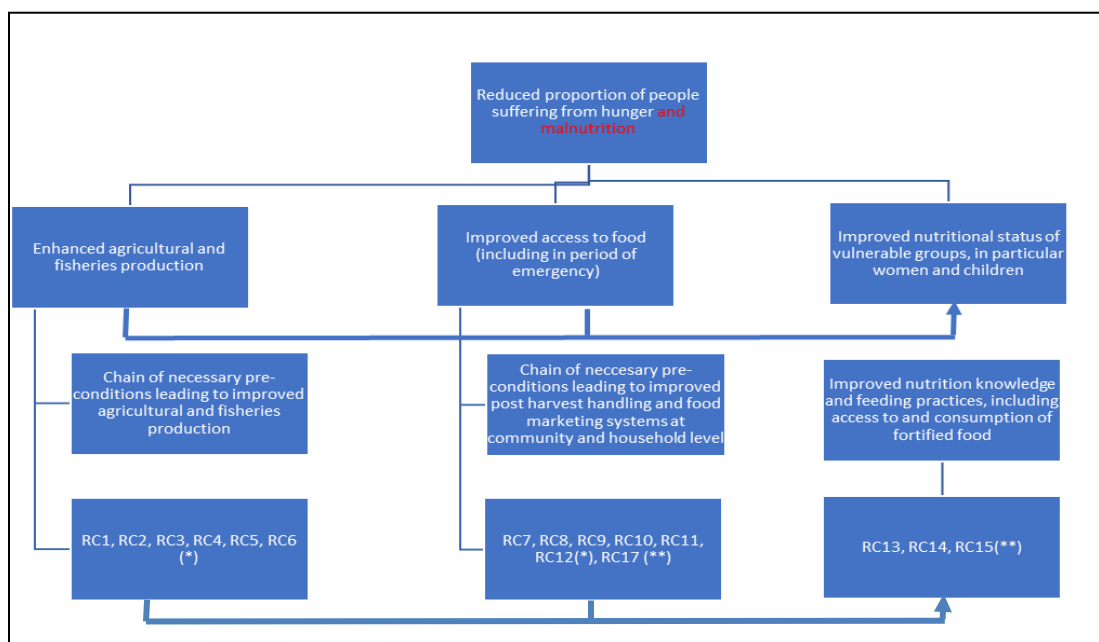
One of the recommendations of the Mid-Term Review 2015 was the necessity of developing a clear and detailed Theory of Change (ToC) for the programme, articulating the causal pathways that are expected to lead to the programme's results (in this case reduction of hunger and undernutrition), as well as specifying ways in which all the required early and intermediate outcomes alongside external pre-conditions will be assessed and documented as they occur. The ToC was meant to be a tool to guide the implementation and the monitoring and evaluation processes. Given the complexity and multi-actor/dimension of the programme, a detailed Theory of Change for the whole programme has not been developed, but instead each Agency has sketched chains of expected changes that would occur as a result of the implementation of each result component, leading to the final impact on the various dimensions of the food security and nutrition situation (please refer to Annex 10 for WFP's and IFAD's ToC and FAO FFS approach to ToC).

Figure 2 shows a very simplified model of the programme's intervention logic. Key elements that arise from the programme's design logic are: 1) the multi-sectoral approach to tackle food insecurity and malnutrition, addressing at the same time the three dimensions of food and nutrition security, ii) complementarity and synergies among the various RC, specially at implementation level, iii) capacity strengthening at both institutional and community level to ensure sustainability of the achievements (see also 4.5 Sustainability).

#### **Complementarity and coherence**

In line with its alignment with government policies on Food and Nutrition Security, almost all RCs have shown a great complementarity and coherence with governmental activities. For instance, the FAO Result Components (RC1 Seeds; RC2 e-Vouchers; RC3 Agricultural Extension; RC4 Vaccination; RC8 Post-harvest) are mainly built around the organisation of Farmer Field Schools as a main approach to introduce new knowledge and technologies, but not completely. IFAD Result Components were all implemented by government staff with technical assistance from IFAD staff and private service providers. WFP activities have all been in close collaboration and cooperation of government staff, either at national level – such as food instance the Food Fortification Unit within the MIC – or at district and provincial level, such as the support to the PAMRDC in Manica Province.

**Figure 2: Simplified model of the programme's intervention logic**



(\*) Detailed ToC for these results to be reconstructed  
 (\*\*) Detailed ToC for these results in Annex 7

However, a weak integration among components and activities/results (e.g. nutrition-sensitiveness) has been observed as well as complementarity between agencies. This was to a large extent part of the design of the MDG1c programme. The programme was building on and topping-up existing programmes resulting on an unclear Impact Pathways to reach objectives (Theory of Change) because of insufficient coherence between result components (16) and specific objectives (3). This topping-up of existing programmes has led to certain gaps in the programme design. Where specific target areas were the same for the Agencies, this did not always culminate into complementary activities for the same target group. For instance, the FAO FFS members were often not trained in agricultural marketing through IFAD-PROMER or WFP activities or vice versa were members of farmer associations participants of FFS groups; nor were the women receiving nutrition education selected from other Result Components. If Agencies from the beginning would have target the same groups there would have been a greater change of mutually reinforcing contributions to reach the specific objectives.

Furthermore, because of the relative autonomy of the Agencies during the implementation phase of MDG1c, there was insufficient support to strengthen the coordination role of SETSAN through for instance capacity building, both at central and provincial level. The technical assistance did not focus sufficiently to address this central coordination role.

### Monitoring and Evaluation Framework

With the technical assistance of a support team to the SETSAN coordination team (Landell Mills support), a monitoring and evaluation framework has been designed in 2014/2015. The M&E framework has identified a whole set of indicators at outcome and output levels for each of the 16 Result Components of the MDG1c programme. With an elaborated manual in place, the M&E system was used to monitor and report the progress on the set of identified indicators. The main weakness of the M&E system was the sometimes poor definition of outcome indicators (quite a number were more output indicators). Furthermore, many of the used indicators did not have defined a clear baseline level which made monitoring of progress relatively difficult and a good number of (mainly outcome) indicators were not



monitored at all during the implementation phase. In some instances, this has been replaced by the implementation of specific monitoring studies (e.g. for RC 2 e-vouchers), but indicators used in these studies were not fully in line with the original indicators of the M&E framework.

The three Agencies have made a substantial effort to implement impact studies towards the end of the programme. For almost all RC there has been one or more of such studies, some of them external by independent evaluators, others implemented by the Agencies themselves. The mere amount of impact studies is certainly a great achievement and commendable. However, also for these studies it has been observed that they are not always well aligned to the indicators as defined in the M&E framework and that several studies made under one RC are not always consistent and complementary (e.g. RC2 e-vouchers).

## 4.2 Efficiency

Under this criterion, the evaluation focused on the assessment of the adequacy and efficiency of the implementation modalities for the achievement of expected results, the level of coordination and synergies among the implementing agencies and the organisational efficiency of the institutional and management set-up, namely in terms of: SETSAN's capacity to comply with its role, adopted M&E system and knowledge management, and the role and performance of the Technical Assistance.

### 4.2.1 Operational efficiency

Regarding **implementation modalities**, aligned to the EU/RBA Statement of Intent on Programmatic Cooperation on Food Security and Nutrition<sup>7</sup>, the MDG1c Programme has been implemented through contribution agreements to the 3 UN Rome-Based Agencies (FAO, IFAD and WFP), under the coordination of SETSAN – the Technical Secretariat for Food Security and Nutrition of the Ministry of Agriculture and Food Security (MASA). This choice was justified by the fact that the 3 agencies were already operating in the country according to their own mandates and their country strategy documents, implementing programmes and activities aligned to the MDG1c Programme's objectives. As already discussed under relevance, some components included in the MDG1c were part of on-going programmes (like PROMER, PROPECSA) or the follow-up/enlargement of previous initiatives (P4P/PRONEA, FFS, seeds, etc.), adding top-up funds to such projects. Additionally, the accumulated experience, the technical capacity, the sector and country knowledge, along with the existing facilities, local offices, staff and familiarity to work in the addressed provinces/districts with local stakeholders and beneficiaries, were important added-values that could have allowed a quick start of activities. The flexibility in adopting the agencies' procedures as covered by the FAFA agreement<sup>8</sup>, rather than the EU rules, was also conducive for a smooth implementation as the procurement mechanisms were well-know and commonly used by the staff, without requiring their adaptation. However, almost one year of delay was recorded at the beginning of the Programme since the contribution agreements signature was waiting for the government declaration on VAT reimbursement. Additionally, the high level of centralisation of the decision-making process (the autonomy of the agencies' country offices is rather limited, having to report to regional offices and headquarters), including approvals, contracts signatures, procurement and payments, was not

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<sup>7</sup> On 27 June 2011, the European Commission, Food and Agriculture Organization (FAO), World Food Programme (WFP) and International Fund for Agricultural Development (IFAD) signed a Statement of Intent on Programmatic Cooperation on Food Security and Nutrition ([https://eeas.europa.eu/sites/eeas/files/signed\\_statement\\_en.pdf](https://eeas.europa.eu/sites/eeas/files/signed_statement_en.pdf)) to harmonise and coordinate the implementation of their goals related to food security and humanitarian food assistance.

<sup>8</sup> The Financial and Administrative Framework Agreement (FAFA) was signed between the European Union and the United Nations stating that "UN organisations may manage EU contributions in accordance with their own rules and regulations as assessed by the Commission". A clear focus is placed on results, with objective indicators of achievement being included in all contribution-specific agreements and reported on.

conducive for ensuring adequate level of management efficiency<sup>9</sup>. Other negative side effects of this modality were the low level of control that the EU could apply on the implementation and monitoring, namely on financial execution, and the fact that for most of the stakeholders and especially for the beneficiaries, the MDG1c Programme was understood as funded by the implementing agencies rather than the EU. Activities were usually identified with their implementers and visibility of the EU funding was rather weak, especially in the field.

It was also expected that the three agencies would have cooperated in the programme implementation, creating synergies to maximise the achievement of results, taking advantage of their respective capacities, of their specific expertise, and adopting similar approaches in the management of the components. Despite having observed some improvement since the mid-term evaluation in promoting this **cooperation**, during the field visits it was possible to understand that while collaboration was working satisfactorily at the local level, especially where two or three agencies were acting in the same districts or sharing local offices<sup>10</sup>, there was not a supporting strategy at the central or headquarters level in this sense. The fact that the overall MGD1c Programme was not based on a global and joint theory of change but it was a combination of different on-going activities/programmes and approaches with geographical dispersion and having suffered by insufficient coordination and guidance by SETSAN, were appointed as main causes of this insufficient cooperation, reinforcing this finding. Even if the MTR recommended stronger inter-action and joint activities and if there was an effort for improving it<sup>11</sup>, there is a common understanding, shared by partners, that this was not achieved satisfactorily, with negative impact on the level of efficiency and effectiveness of the Programme. What was observed is that all agencies included in their components actions and activities which are “non-traditional” activities that they used to implement: this could be the case of education nutrition for IFAD or working with farmers’ organisations on agriculture production and commercialisation for WFP. Instead of promoting cooperation, taking advantage of each specific capacity and promoting cross-fertilization and learning, the agencies tended to act individually, implementing similar activities (even if geographically distinct) and missing the opportunity to create synergies by adopting joint approaches targeting the same groups of beneficiaries (for example the Farmer Field Schools or the Farmers Organisations as entry point for different activities covering in an integrated way the three pillars of the MDG1c Programme).

This lack of internal coordination was not minimised by a strong role of **SETSAN** which was in charge of coordinating not only the sector of food security and nutrition (as per its mandate) but also the overall MDG1c intervention, serving as link to the agencies and the national institutions. SETSAN's capacity to

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<sup>9</sup> This was the case of the Letters of Agreement signed by the FAO that request headquarters approval. Delays also happened in national led programmes, like PROMER, PROPESCA and PROAQUA, as the funds were channelled via IFAD to the single Public Treasure Account – *Conta Única do Tesouro* – to be managed through the e-SISTAFE system and with the support of the Coordination Unit established at the Treasure National Directorate of the Ministry of Economics and Finance with the purpose to improve financial management performance. The adoption and respect of IFAD's procedures implied some delay in the programmes' implementation – namely for PROAQUA – with the need to support the programmes with training and management assistance. However, the increased transparency that the national e-SISTAFE system allows for public expenditure and its wide adoption by national institutions (also at local level) now has created a routine of procedures to which the Programme has directly contributed.

<sup>10</sup> The MDG1c Programme was implemented in 76 districts covering 10 provinces. Out of these, in 56 districts only one agency was operating, in 16 districts 2 agencies were operating at the same time, only in 4 districts (Sussundenga, Gúrué, Ribáue and Alto Molócue) the 3 agencies were operating at the same time. Joint or shared office existed in Chimoio and in Alto Molócue. It is also interesting to verify that in 47 districts only one results component was being implemented showing that little synergy and integration was ensured or foreseen for the overall Programme.

<sup>11</sup> For example, the United Nations Agenda for the Reduction of Chronic Malnutrition in Mozambique 2015-2019 – established by all UN agencies, including the 3 RBA – with the aim of working together as UN's and accounting for it, against five priorities: (i) nutrition governance, (ii) social behaviour change, (iii) nutrition sensitive food systems programming, (iv) nutrition promotion through health systems programming, (v) food fortification. This agenda, along with the nutrition partners forum, was representing and interesting joint approach that could have been implemented through the MDG1c Programme which was covering the same priorities. However, and as far as it was understood during the mission, this common agenda was abandoned one year after its drafting and actually was not really known by all current actors. However, the Nutrition Partners Forum that convene the UN Agencies and main donors working in nutrition continue being active, and it is a platform to harmonized agendas around a common work plan oriented towards supporting the governmental actions in nutrition and strengthen capacities. The 3 RBA are part of the forum but mostly WFP participated regularly in the meetings.

fully comply with its mandate and to coordinate the MDG1c revealed to be a long way, also with regard to its changing mandate and the emphasis given by the Government of Mozambique to prioritize food security and nutrition. SETSAN has been able to take up its role to coordinate the half-year reporting according to the agreed format and to undertake two important studies: the impact evaluation at the community level and the endline Food Security study in four districts in 2018 assessing to some extent the impact of the MDG1c programme components and provide lessons. In this line SETSAN's relatively strong capacity to undertake FNS analysis was not totally exploited to conduct more analyses to better inform on programme's effectiveness and impact, in part due to structure of the M&E system that did not considered well these capacities.

The problem analysis at the programme formulation identified SETSAN's institutional weaknesses to perform its role. The reduced number of staff, their skills and capacity, the lack of adequate monitoring and evaluation and knowledge management tools, the weak intersectoral representation and the insufficient link between central and local level were the main appointed weaknesses. Based on this analysis, the logic of intervention of the MDG1c Programme included a component to strengthen SETSAN's capacity and a support by a technical assistance to enable it performing its role as technical secretariat for FNS as well as to coordinate the Programme's activities. From an efficiency perspective, the performance of this component was not satisfactory, especially in terms of its cost/benefit ratio when comparing the funds allocated to SETSAN, the TA, the activities and inputs (including hardware and software) to their outputs and their contribution to the expected results. Coordination and monitoring have not been effective as mentioned above. This not only because SETSAN capacity is still insufficient both at the central and provincial level<sup>12</sup>, but also because the agencies, due to the mentioned weaknesses, did not recognise in SETSAN and attribute it an effective coordination role, often by-passing it in the implementation of their activities, as SETSAN always complained about.

To better perform its role, SETSAN was the beneficiary of an institutional strengthening support **and technical assistance** (TA). The specific objective of this TA contract was that "SETSAN's appropriation and leadership is strengthened and lead the coordination and monitoring of the MDG1c, taking strategic decisions about MDG1c and FNS issues". Four results were expected: 1) Coordination consolidated and ensured at central and provincial level, by supporting the mechanisms defined in the Agreement between EU and SETSAN, and establishing a tool for effective coordination within SETSAN, and SETSAN with other stakeholders; 2) Monitoring and Evaluation capacities assured, through consolidated reports, data bases, tools for monitoring and evaluation; 3) Improved SETSAN capacities in planning and implementation, by assuring the execution of the decentralized SETSAN's Programme Estimate, including the improvement of capacities of its staff for better planning, monitoring and coordinating with stakeholders; 4) Outputs, results and impact of FNS activities are well known at national and provincial level, by assuring SETSAN's capacity for managing the knowledge system created for the implementation of the MDG1c Programme and other interventions.

Looking at the four main components of support to SETSAN, the first one, intended to consolidate coordination at central and provincial level resulted in the organisation of regular meetings of the National Steering Committee (annual), of the Task Force Group (biannual) and of the Programme Coordination Unit (monthly), as well as the establishment of a SharePoint platform tool for coordination. Meetings at the technical level (8 out of 9 TFG meetings and 68/70 PCU) were held regularly with the support of the TA, while only 2 out of 5 planned meetings of the NSC happened, mainly due to lack of interest and availability of expected participants from other sectors. The SharePoint platform was designed and established for the purpose of facilitating coordination, planning and documents sharing, but it was not considered user-friendly especially by SETSAN itself. Several constraints for its adoption, access and maintenance (due to the lack of payment for licences and to internet service providers) limited their

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<sup>12</sup> Staff rotation is also a constraint for capacity building. New staff, at SETSAN and provincial agriculture directorates met during the field mission show weak knowledge of the programme and insufficient capacity, with negative effect on sustainability.

utilisation, being progressively abandoned and only used to some extent for sharing MDG1c Programme information among agencies and as file repository, as well as to support the compilation of the progressive Programme Completion Reports, but not as a real communication platform as expected.

The overall monitoring and evaluation system (result 2 of the SETSAN/TA component) revealed to be very complete, but also complex and not user-friendly for feeding data and for its maintenance<sup>13</sup>. The system has been designed to be comprehensive and to support tracking achievements and reporting. It is coherent with the Programme and the components log frame, with a long list of outputs and outcome indicators. The agencies and central/provincial SETSAN were in charge of providing data and information to feed the system but due to the complexity of the programme and the large amount of activities, this was not done on a regularly basis and most of the information available come from impact studies and final reports rather than progress reports, meaning that not always intermediary data were available to support management and decision-making. As a result, it is not easy to find relevant information, especially quantitative information: annual Programme Completion Reports (PCR) are a compilation of programme subcomponents and results components fiches lacking an overall picture and an overall assessment of the programme performance, which reflects its insufficient coordination and global strategy (the last PCR cover the year 2018, information for the following months had to be collected from individual reports or studies when available). Also, there is not a common financial reporting system, which implied having to recollect information from each contract. Additional support was also provided to improve SISAN – the SETSAN information system on FNS – intended to collect and make available data regarding other FNS interventions. The TA helped designing a mapping questionnaire and online tool and trained staff for its use. However, it was considered that there was still a need to define and establish monitoring and reporting process and procedures that would strengthen the communication between provincial SETSAN and among departments at central level, as the quality of data and information provided was still very weak and rarely reaching other departments at central level.

The third result of the TA support was intended to strengthen SETSAN planning and implementing capacity, mainly for the management and administration of the programme estimate, the implementation modality chosen for the institutional implementation and follow-up of the MDG1c Programme. This component supported SETSAN functioning at the central and provincial level, progressively integrating the Programme activities into the annual planning and budget. According to available data (full financial data are missing), the implementation of programmes estimate was satisfactory (improving execution, reporting and reducing ineligibilities), thanks to the adoption of a proper management tool in provincial SETSANs, duly trained by the TA for its use. However, and as declared in the TA final report, high staff rotation did not facilitate the establishment of an internal planning process and its necessary follow-up, which in terms of sustainability reduces the likeliness of adopting the system for any programme planning purpose rather than only for the MDG1c as it was planned.

The fourth result of the TA support was intended to increase SETSAN capacity for knowledge management and information dissemination. The baseline and endline studies carried out by SETSAN in the framework of the Programme are consistent documents, with relevant information about the

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<sup>13</sup> According to the MES – Monitoring and Evaluation System – manual, this system was designed and developed by the technical assistance to follow the process of Programme implementation and to monitor and evaluate in a coordinated and organized manner the achievement of the Programme objectives and set targets. The manual was drafted in January 2014, at the beginning of the programme implementation but was not revised to adapt it to effective needs and available information. The manual, with its 33 annexes and tools, reflects the system complexity as for the 16 results 184 indicators were identified and supposed to be measured during the intervention, plus 96 additional indicators at the outcome level or to measure other variables. The system was based on a Common Platform through a database application – DEVINFO – in combination with standard Microsoft Office software as this was considered better adequate to SETSAN basic level of knowledge and almost non-existing experiences in database design, development and administration, without involving storage, processing or treatment of micro data. However, during the review of the TA support it was concluded that the DevInfo tool was too complex for introducing new data and, in addition, it was not an online solution that would allow to get access to this data easily. This assessment led to the decision of creating a database for all food security and nutrition data, setting-up a new tool for managing all this data, and training SETSAN staff in managing and updating the tool, as well as analysing the data. The FNS Data Tool would be available on SETSAN website, at [www.setsan.gov.mz](http://www.setsan.gov.mz) but it is currently (October 2019) not available.



nutrition status of the addressed regions, being the main sources of information for measuring progress and achievements. The TA final report mentions that there is a huge quantity of information available and the MDG1c Programme itself produced a great quantity of different types of information: monitoring reports, assessments of specific components or interventions, monitoring data, evaluation reports, visibility materials, manuals, etc. However, most of this information was lost or, at least, not easily known or properly stored so that all stakeholders can review and make use of it. Under this component a system for information storing and accessibility was designed and established, however this is not currently available due to technical problem with the risk of being definitely lost<sup>14</sup>.

Despite the positive assessment made in the TA final report, the stakeholders' perception of the performance of the TA is not fully positive, not only about its effectiveness but especially on the sustainability of its effects. SETSAN was supported in the management and coordination of the Programme, benefitting from an institutional strengthening but when looking at achievements and their sustainability, most of the components are not properly functioning, both in terms of online data management and FNS information system that are not adequately operating or are not accessible.

In terms of implementation, two main modalities have been adopted: while both FAO and WFP directly managed and implemented the action, with their own staff, IFAD provided support to national programmes implemented by national institutions, with a small country office<sup>15</sup>. In both cases, due to the volume of activities to be implemented and the need to have local staff working in the field with local communities which were very dispersed, a large number of activities were implemented by **services providers**, local/national and internationals, which were mainly engaged into nutrition education and health/hygiene, saving schemes and financial literacy, training to farmers organisations and alphabetisation, gender, extensions services, etc. It was understood that the quality and performance of these services providers was very different but there is not a global assessment of it<sup>16</sup>. Therefore, it is not possible to make overall conclusions about the quality and cost/benefit of this solution rather than saying that it was the only viable solution for the agencies to implement most activities. Cooperation with public services (especially with SDAE but also with SDPIs, health and education district services) worked satisfactorily especially when compared to the local capacity in terms of skills and means. During the programme implementation, such services were supported both financially and technically, being at the same time reinforced and with some potential sustainability at least technically. The fact that some of the experts recruited and paid by the programme during its implementation are being integrated in district services is a good example (like the extensionists contracted by FAO, PROAQUA, PROMER to support SDAE that were generally integrated in the service at the end of the project).

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<sup>14</sup> An online tool for document management named Alfresco was developed and put online using SETSAN server in order to make MDG1c Programme information available for any interested person or institution. SETSAN server was attacked by a hacker that blocked its access and is requesting a payment for release it. Since then, all stored information is not available anymore and there is a serious risk that it will be not accessible again as there were no backup or redundant copies.

<sup>15</sup> PROMER is managed by the *Direcção Nacional de Desenvolvimento Rural do Ministério da Terra, Ambiente e Desenvolvimento Rural*; PROPECA and PROAQUA by the (current) *Instituto de Desenvolvimento da Pesca e Aquacultura do Ministro do Mar, Águas Interiores e Pescas*, which results from the merging of the former *Instituto Nacional de Aquacultura (INAQUA)* and *Instituto Nacional de Desenvolvimento de Pesca de Pequena Escala (IDPPE)*.

<sup>16</sup> IFPRI Discussion Paper 01807 - Empowering Smallholder Farmers' Organizations through Non-public Extension Service Providers: A case study and lessons from Mozambique (February 2019) – concludes that "Outsourcing can be a valuable alternative for the provision of extension services if it targets specific intervention areas (for example, training for FOs), a limited number of activities, well-defined deliverables (including quality and sustainability issues) and timelines. Post-training (and post-project) actions at the policy level and extension services providers are required to contribute to the sustainability of the investment made."

## 4.2.2 Financial efficiency

The overall budget of the MDG1c Programme was 87.7 M€ out of which 77.3 as EU contribution, 10.1 M€ as national contribution of the Government of Mozambique in terms of tax exemption (VAT) and duties, while the implementing agencies have contributed directly to the budget with just 0.3 M€:

**Table 1: Budget allocation**

	EU Contribution	Governmental Contribution	Implementing Agencies' contr.	Total (EUR)
<b>IFAD</b>	27,498,000		150,000	27,648,000
<b>FAO</b>	22,130,000		48,425	22,178,425
<b>WFP</b>	22,700,000		100,000	22,800,000
<b>SETSAN</b>	2,970,000			2,970,000
<b>TA to SETSAN</b>	1,400,000			1,400,000
<b>Monitoring evaluation, audit, visibility</b>	600,000			600,000
<b>Estimated contribution taxes and duties</b>		10,095,000		10,095,000
<b>Contingencies</b>	2,000			2,000
<b>GRAND TOTAL</b>	<b>77,300,000</b>	<b>10,095,000</b>	<b>298,425</b>	<b>87,693,425</b>

As per the ToR, in the framework of the MDG1c financing agreement, 6 contracts have been signed:

1. FED/2013/313-281 Contribution agreement (CA) with IFAD for an amount of EUR 27,648,000.
2. FED/2013/315-626. CA with FAO (EUR 22,178,425)
3. FED/2013/316-043 CA with WFP (EUR 12,700,000)
4. SETSAN Programme Estimates managed with support from the Technical Assistance (below) using EDF procedures: FED/2013/219-490, FED/2013/334-886, FED/2014/353-688 and FED/2015/369-290 – (start-up, PE1, PE2, PE3 respectively).
5. FED/2014/341-968. Service contract with EPTISA to provide TA to SETSAN.
6. FED/2017/384-512 PAGODA with WFP (EUR 10.1 M), additional EU contribution from 11<sup>th</sup> EDF to the original FA in order to respond to the El Niño emergency in 2016.

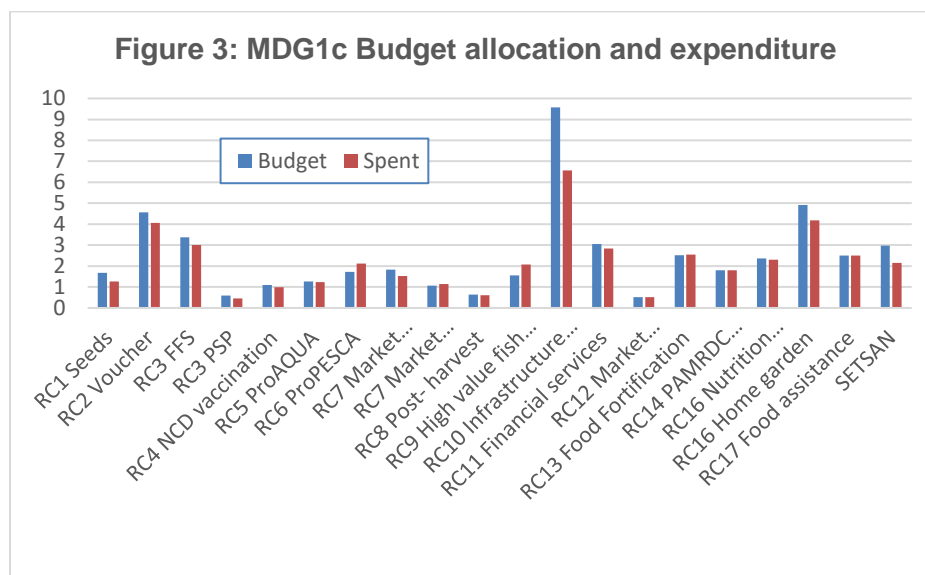
The only available consolidated information of financial expenditure on the above contracts is yet the one included in the last Programme Completion Report covering the period until 2018. Updated information is only available for some specific components and sub-programmes, especially for those that have been concluded earlier and that have already submitted their final reports. However, in order to be able to compare the progress of the different components as well as the overall financial performance, the following analysis is based on the consolidated information as per 31 December 2018.

A quick analysis of the financial data for the Programme shows that funds were used as expected (likely until its completion), according to their allocation which was revised through several addenda to the contribution agreements with the agencies and to the SETSAN component (which also includes the service contract for the technical assistance). Of the overall funds allocated by the EU to the Programme – 61.3 M€ plus part of the 6 M€ available for contingency making an overall allocation of 65.6 M€ - almost 57.9 M€ were spent until 31/12/2018 with a financial execution rate of 88.3%. Since there is no breakdown of costs within each RC, the assessment is only possible at the results component. On average, expenditure was in line with the budget for all RC, except for RC6 and RC9 under IFAD contract that exceeded the available budget which could be explained by the high (and increased) cost for infrastructures building/rehabilitation. After the MTR the amount allocated to nutrition-sensitive activities (RC16) was increased from 2.6 M€ to 7.3 M€ (plus 2.5 M€ for food assistance as humanitarian response to the El Niño drought) in order to improve the Programme capacity to reach its nutrition targets.

**Table 2: MDG1c budget and expenditure.**

Components/Agency	Original budget	Final budget	Spent (31/12/2018)	%
RC1 Seeds	1 587 928	1 675 799	1 262 960	75,4%
RC2 Voucher	4 923 448	4 561 587	4 055 541	88,9%
RC3 FFS	3 060 528	3 366 602	3 004 153	89,2%
RC4 Poultry	1 406 414	1 099 530	995 578	90,5%
RC8 Post- harvest	928 763	632 468	609 212	96,3%
RC16 Home garden	2 236 012	4 914 564	4 186 184	85,2%
R0 Project Management, Coord, M&E	4 455 036	4 375 384	4 111 023	94,0%
Support Costs (7%)	1 301 871	1 552 490	1 277 407	82,3%
<b>Programme Total FAO</b>	<b>19 900 000</b>	<b>22 178 425</b>	<b>19 502 058</b>	<b>87,9%</b>
RC3 PSP	1 100 000	600 000	455 794	76,0%
RC5 ProAQUA	1 470 000	1 270 000	1 241 333	97,7%
RC6 ProPESCA	0	1 726 117	2 119 220	122,8%
RC7 Market Intermediaries PROMER	1 540 000	1 833 386	1 529 417	83,4%
RC9 High value fish ProPESCA	6 320 000	1 547 945	2 068 833	133,7%
RC10 Infrastructure (PROMER/ProPESCA)	9 020 000	9 571 719	6 568 393	68,6%
RC11 Financial services	1 430 000	3 052 496	2 832 437	92,8%
RC16 Nutrition (PROMER)	360 000	2 370 724	2 306 572	97,3%
R0 Project Management + Supervision	3 910 000	4 727 613	4 186 699	88,6%
Support Costs	850 000	948 000	607 665	64,1%
<b>Programme Total IFAD</b>	<b>26 000 000</b>	<b>27 648 000</b>	<b>23 916 364</b>	<b>86,5%</b>
RC7 Market Intermediaries	1 019 971	1 069 971	1 135 379	106,1%
RC12 Market Information/Commodity Exchange	516 223	516 223	516 223	100,0%
RC13 Food Fortification	2 470 674	2 520 674	2 540 555	100,8%
RC14 PAMRDC Manica/SBCC	1 796 061	1 796 061	1 796 061	100,0%
RC15 Nutrient Research	2 037 569	0	0	0,0%
RC17 Food assistance	0	2 500 000	2 500 000	100,0%
R0 Project Management + Supervision	3 374 455	3 576 501	3 022 172	84,5%
Support Costs	785 047	820 570	805 727	98,2%
<b>Programme Total WFP</b>	<b>12 000 000</b>	<b>12 800 000</b>	<b>12 316 116</b>	<b>96,2%</b>
<b>Programme Total SETSAN</b>	<b>1.800 000</b>	<b>2 970 000</b>	<b>2 156 115</b>	<b>72,6%</b>
<b>Programme Overall Total</b>	<b>59 700 000</b>	<b>65 596 425</b>	<b>57 890 653</b>	<b>88,3%</b>

Note: these figures do not include other budget lines of the Financing Agreement (TA, monitoring and evaluation, visibility and government contribution) since financial data on expenditure was not made available.



Regarding level of expenditure and cost/efficiency, it is interesting to see that around 25% of the overall budget (16 M€) was spent for project management, coordination and M&E, as well as to cover the 7% fee for support costs of the agencies that was not reflected into adequate and effective coordination and monitoring of the specific components and of the overall programme. This amount does not include SETSAN and TA, demonstrating a high cost for the management of a Programme like the MDG1c when its implementation is delegated to international organisations, reducing therefore its cost/benefit ratio.

The 54 months of contract for the technical assistance was completed on 30/11/2018, having used all working days available for long-term and short-term experts<sup>17</sup>. Financial figures for the TA and for SETSAN programmes estimate were never available.

### **4.3 Effectiveness**

As per the evaluation matrix, effectiveness is assessed in terms of: 1) Achievement of the programme's outcomes, 2) Judgement targeting criteria, and 3) Possible unintended effects of the programme.

#### **4.3.1 Achievement of the Programme's outcomes**

First, it is important to highlight that there are limitations to accurately quantify the achievement of outcome targets, due to various factors: i) the lack of appropriate data (i.e. lack of endline data) for most of the indicators (the evaluation system have not prioritized systematic data collection to assess outcomes), ii) targets in some cases were defined at national or district level while most of the "impact" evaluations conducted, only show changes in the group of specific beneficiaries and cannot be extrapolated to the district or national level, and iii) in other cases the indicators were not precisely defined. Therefore, the assessment of the attainment of outcomes is based on data from the different impact studies for specific RC and the two evaluations carried out by SETSAN in 2018<sup>18</sup>, which were compiled and triangulated with qualitative information collected during the field visits.

The Table 3 gives an overview of the main programme outcomes. Overall, there is evidence that the programme interventions contributed to the improvement of some important factors that determine FNS, as described below.

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<sup>17</sup> After two addenda, the TA contract allocated 586 working days (wd) to the coordinator, 674 to the assistant, 177 to the quality controller (also in charge for designing the M&E system) and 180 wd for short-term expertise.

<sup>18</sup> The endline in 4 districts: SETSAN (2018). Relatório da Avaliação Final de Segurança Alimentar e Nutricional 2013-2018 do Programa ODM 1C em Moçambique, and the Community level impact evaluation: SETSAN (2018). Relatório da Avaliação Interna do Programa ODM 1c, Setembro-Outubro 2018.



**Table 3: Summary of achievement of programme outcomes**

Outcome indicators	Targets and achievements	Conclusions and evidence to judge programme contribution
<p>Reduced percentage of households with own agricultural production with less than 5 months of food reserves</p>	<p><b>Baseline (2013) national level:</b> 46%. Target: 35% (national level)  <b>Baseline 2013 (four districts)</b> (cereal reserves, less than 4 months):  <b>Alto Molócue:</b> 20%  <b>Dondo:</b> 34%  <b>Sussundenga:</b> 12%  <b>Tsangano:</b> 31%</p> <p><b>Endline 2018 (four districts)</b><sup>19</sup>: No data available</p> <p><b>Community level impact evaluation</b><sup>20</sup> <b>2018</b> (cereal reserves, less than 4 months):  <b>Beneficiary households (agriculture interventions):</b> 36.1%  <b>Control group:</b> 44.5% (sig. at 5%)</p> <p><b>Beneficiary households (all assessed interventions):</b> 37.4%  <b>Control group:</b> 43.6% (not sig.)</p>	<p>Indications that particularly the agriculture interventions (FFS, E-voucher) have contributed to the improvement in the duration of cereal reserves.</p> <p>Evidence:</p> <p>a) Differences between beneficiaries of agriculture interventions and control group in the community level impact evaluation, prevailed after controlling by socio-economic factors</p> <p>b) e-voucher component evaluations show that the area cultivated and the quantity harvested of maize and beans has increased more among beneficiaries compared to control group, meaning that availability of basic grains has increased at household level.</p>
<p>Increase productivity and production of staple food crops for farmers involved by 10% (compared to baseline)</p>	<p><b>Baseline value:</b> inexistent  <b>Endline survey:</b> no data</p> <p><b>Evaluation of maize and bean yields for the season 2017/18 in 10 districts participating in e-voucher:</b>  Increased maize productivity by +17% for package A and + 78% for package B, compared to control group</p>	<p>There is evidence that e-vouchers and FFS contributed to the increase in the area cultivated and production quantity of maize and beans.  The evaluation of yields (2017/18) showed an increased productivity as well.</p> <p>Factors explaining these findings are:</p>

<sup>19</sup> Endline food security situation in four districts (SETSAN 2018): Dondo, Sussundenga, Alto Molócue and Tsangano, the same of the baseline 2013

<sup>20</sup> The community level impact evaluation study (SETSAN 2018), assessed the effect of selected MDG1c interventions (FFS, Vaccination, e-voucher, pisciculture, SBCC and nutrition education and home gardens) in the communities where the main interventions were those from MDG1c, and very low presence of other implementers apart from the Governmental sector.

	<p>Increase in area cultivated of maize: 49% of farmers for package A and 55% for package B. (Control group: +28%)</p> <p><b>Impact evaluations of e-voucher 2019, season 2017/18:</b>  Increased area cultivated of maize: +0.373 Has and beans +0.201 Has  Increased quantity harvested: maize: +469 Kg, beans +135 Kg  No significant impact on productivity</p>	<p>a) e-vouchers facilitated access to and use of improved seeds and inputs, which is considered one of the factors that directly contributed to increased production.</p> <p>b) FFS trained farmers on improved cropping practices with proven effectiveness on increasing production and productivity</p>
Reduced share of food consumption in total expenditure of the belonging to lower income groups (1 <sup>st</sup> and 2 <sup>nd</sup> quintiles)	<p><b>Baseline 2013:</b> 72%, Target 60%  <b>Endline 2018:</b> no data at national level, inconsistent data at district level</p> <p><b>Community level impact evaluation 2018<sup>21</sup>:</b>  Beneficiaries: 60.7%  Control group: 55.3%</p>	Evidence for this indicator is weak, not possible to draw a valid conclusion
Improved individual dietary diversity score (children aged 24-59 months and woman at reproductive age)	<p><b>Baseline 2013 in 4 districts (children 6-23 months)<sup>22</sup> (minimum diet diversity):</b> 34.8%  <b>Endline 2018 (children 6-23 months):</b> 29.6%</p> <p><b>Community level impact evaluation 2018:</b> 50.2% (beneficiaries) no sig difference with control group (42.4%)</p> <p><b>PROMER nutrition education evaluation:</b>  <b>Women with adequate dietary diversity (consumption of &gt;5 food groups out of 10)</b>  <b>Mid-term review 2017:</b> 28%  <b>Final review 2018:</b> 40%  <b>Adolescent girls with adequate dietary diversity</b></p>	<p>The district level endline 2018, did not find improvements in the proportion of children consuming the minimum diet diversity, when compared to the 2013 baseline values, on the contrary the proportion of children with adequate diet diversity is less in 2018. The community level impact evaluation did not find significant differences between the beneficiary and control groups in the proportion of children achieving the minimum diet diversity</p> <p>Reasons to explain these findings: short time of exposure to SBCC and nutrition education interventions (1-2 years), other barriers that constraint improved practices.</p>

<sup>21</sup> Data collected is the estimation by the interviewees on the percentage of their household expenditures on food which is less accurate than estimations based on detailed household expenditure modules. Data do not allow disaggregation by income levels

<sup>22</sup> No data available for children aged 24-29 months. No data on women dietary diversity

	<p><b>Mid-term review:</b> 55%</p> <p><b>Final review:</b> 68%</p>	<p>Women and adolescent girls dietary diversity improved in the PROMER areas between 2017 and 2018.</p> <p>The improvement of nutrition knowledge and methods generated by the programme would be associated with better practices.</p>
Increment of smallholders income coming from markets sells improves access to food	<p>Imprecise indicator</p> <p>No baseline, no endline data</p>	<p>No valid data to draw conclusions on the achievement of this indicator. There are, however, indications that e-voucher had a significant effect on the increase of household income generated by selling agriculture production among beneficiaries, same in the case of traders and farmer associations</p>
Reduction in malnutrition due to reduced intake of micronutrients by 2018	<p><b>Baseline:</b> National micronutrient deficiencies survey 2013</p> <p><b>Endline:</b> inexistent</p>	<p>Prevalence of micronutrient deficiencies at the end of the programme is unknown. However, the coverage study for the food fortification programme has found that contribution of fortified food to the micronutrient intake is significant (i.e. around 45% of urban households cover at least 50% of their recommended intake level of Vitamin A from fortified sugar or vegetable oil, while 23% cover at least 50% of the recommended intake or iron from wheat or maize flour. Percentages among rural households are 25% and 20% respectively)</p>
Increase of (month) median duration of breastfeeding among children less than 36 months by 2018	<p>Baseline: DHS 2011: 20.8 months</p> <p>No endline</p>	<p>No data to assess this indicator.</p> <p>SBCC and nutrition education components had significant positive effects on the knowledge about the exclusive breastfeeding during the first 6 months and the overall benefits of breastmilk. Prevalence of exclusive breastfeeding has improved substantially according to the district level endline study, but this cannot be attributed solely to the effect of the program.</p>
Increase on average children growth	<p>Imprecise indicator</p>	<p>Not clear what does the indicator aim to measure</p>

## Pillar I: Food availability

Two indicators were included to measure outcomes in this pillar: a) Reduced percentage of households with own agricultural production with less than 5 months of food reserves, b) Increased productivity and production of staple food crops for farmers involved.

- a) With regards to the improvement in the duration of food reserves (measured by the proportion of households with cereal reserves for less than 4 months). The community level impact evaluation showed that a lower proportion of beneficiary households had reserves for less than 4 months as compared to the control group, meaning that beneficiaries has improved the quantity of their food stocks. This is an important indicator of stability in the food supply and access, particularly for the lean season. According to the nutrition causal analysis (2013), the scarcity of staple grains in the lean season has negative effects in terms of availability of other nutritious foods as well, since families must sell more nutritious foods (i.e. peanuts, animal protein) to buy staples. It also affects women workload as they must look for additional income sources (working in other farmer's fields for food, engaging in petty commerce or other activities). Households having larger food reserves most likely will cope better with the food scarcity in the lean season. Whether the Gorongosa food storage bins (RC 8) had a positive contribution to improved food reserve was not possible to assess.<sup>23</sup>
- b) This first achievement is closely linked to the positive effect and interaction that agricultural components such as e-vouchers and Extension Services had on the production quantity and area cultivated, and even productivity of basic grains (maize and beans) (second indicator). The evaluations of e-vouchers and FFS<sup>24</sup> showed, for instance in the season 2017/2018, increased maize productivity by +17% for beneficiaries of package A and +78% for package B, compared to the control group. In the same season, the area cultivated of maize increased by 49% of farmers for package A and 55% for package B. (Control group: +28%). The evaluation of the PSP showed also qualitative evidence on increase on production and productivity on maize, sesame and horticultural crops as an effect of the improved agricultural techniques disseminate by the agricultural extension agents, although the increases were not substantial (i.e. around 500-1000 per hectare of maize intercropping<sup>25</sup>) More details in Table 3.

## Pillar II: Food Access

Two indicators were proposed to measure household economic access to food: a) share of food expenditures to the total household expenditures and b) increase on income coming from market sells of agricultural production.

- a) Data to assess the achievement of the first indicator is inconsistent to draw valid conclusions.
- b) Regarding improvement on household income, there are indications that specific programme components had a significant effect in the household income earned by selling crops The impact evaluation of the e-voucher component found that beneficiaries have increased their income in about MZM 5000 compared to the control group<sup>26</sup>. In the same line, data on the impact of activities to support rural traders in PROMER area<sup>27</sup>, shows that their financial capacity has improved substantially, and it has been reflected on their own business and their living conditions. Due to the increase in traders' volume of sales they were able to hire more people to help them on their business. From the initial number of traders (33%) able to employ people, after the intervention the number increased to 59%. The housing conditions were also significantly improved, since the number of those with precarious housing has decreased in

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<sup>23</sup> Despite the positive assessment of the Gorongosa storage bin by its beneficiaries the component was discontinued after 2016/2017 season.

<sup>24</sup> FAO (2018). Relatório. Determinação dos rendimentos de milho e feijão nhemba e Avaliação de impacto do programa de voucher na campanha agrícola 2017/ 2018 and FAO (2019). Impact Evaluation of FAO's E-Voucher Program in Mozambique. June 2019.

<sup>25</sup> IFAD (201?) Final evaluation of the PSP project. Project completion report

<sup>26</sup> FAO (2019). Impact Evaluation of FAO's E-Voucher Program in Mozambique. June 2019

<sup>27</sup> PROMER (2019). Rural Markets Promotion Program (PROMER) IFAD Sub-Program - MDG1C. Project Completion Report. Draft.

average from 27% to 17% and those possessing brick houses have increased from 45% to 53%. There is also qualitative evidence that farmers benefited from the PSP extension services had increased their income by increasing their crop production. Additional income was used to purchase some goods such as phones, bicycles and improve their houses.

### **Pillar III: Nutrition**

Four indicators were proposed to assess the outcomes in this pillar: a) Improved individual dietary diversity score (children aged 24-59 months and women at reproductive age), b) Reduction in malnutrition due to reduced intake of micronutrients (micronutrient deficiencies), c) Increase of (month) median duration of breastfeeding among children less than 36 months, and d) Increase on average children growth. Data was not available to assess the second indicator (micronutrient deficiencies) while the fourth indicator is very imprecise.

- a) With regards to the individual dietary diversity score for children (in this case children aged 6-23 months), the various evaluation studies (district level endline, community level impact study and specific evaluations of SBCC component<sup>28</sup>) did not show statistically significant improvements. One of the reasons explaining these findings is the relatively short period (1-2 years) of exposure to the behaviour change and nutrition education interventions, as these components started late<sup>29</sup>. In addition, despite the fact, that mothers in the visited communities, demonstrated a good knowledge on how to prepare enriched meals for infants and the benefits of a diversified diet, adopting these practices requires longer time and its mitigated by a number of factors. The adoption of adequate infant feeding practices is also hindered by other factors such as the limited access to nutritious food round the year, high number of children, women's heavy workload and the lack of appropriate childcare facilities in the communities when women go to work. In this regard, at least half of women in the focus groups during the field visits mentioned that they used to leave their infants to the care of elder siblings or other family members when they go to work in the farm, sell fish in the markets or perform other activities. Even when they take the children with them, often women do not bring a diversity of foods and do not have time to feed children properly. These barriers remain as challenges that need to be addressed by other interventions in the future.
- b) In terms of dietary diversity for women, the only data available is the final evaluation of PROMER and ProPESCA nutrition education components carried out in 2018. These studies showed an improvement in the dietary diversity of women at reproductive age and adolescent girls. In PROMER areas, the final evaluation of the nutrition education component showed that 40% of women at reproductive age and 68% of adolescent girls achieved the adequate dietary diversity (consumption of 5 or more groups out of 10), compared to 28% and 55% respectively in the mid-term assessment<sup>30</sup>. It is too early to assess whether these effects will remain in the future. Data for other areas is lacking.
- c) Data on the duration of breastfeeding is not available, however in terms of other dimensions of breastfeeding, there is qualitative evidence of knowledge improvement on the benefits of the exclusive breastfeeding in the first 6 months among beneficiaries of SBCC and nutrition education components (evaluation team could confirm this during the field visits). In addition, interestingly the prevalence of exclusive breast feeding has increased substantially in the districts assessed in the endline compared to the baseline (53.6% vs 26.9%). However, this change cannot be solely attributed to the effects of the programme, as for instance larger improvements occurred in districts where the SBCC or nutrition education components were not implemented, like Dondo and Tsangano. Furthermore, the community level impact

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<sup>28</sup> SETSAN (2018) *ibid.* and IPC-IG (2018). Social Behaviour Change Communication (SBCC) Project in Manica, Mozambique. Impact Evaluation Report

<sup>29</sup> The activities started in 2016, but the actual implementation in the field for some components like IYCF in the case of WFP started only by the end of 2017.

<sup>30</sup> PROMER (2018). Relatório de Avaliação final do Projecto. Sub-componente de Educação Nutricional.

evaluation did not find significant differences in exclusive breastfeeding prevalence between beneficiaries and control groups (though the sample was small).

### 4.3.2 Target groups and targeting

Appropriate targeting is key to ensure that programmes aiming at reducing food insecurity and malnutrition, like the MDG1c, are effective. In this line one of the evaluation questions was to assess to which extent the MDG1c interventions included the most vulnerable population groups?

In Mozambique, according to the 2013 FNS survey (SETSAN 2013), the most vulnerable groups to chronic food insecurity are: first, those depending on low paid casual labour, food assistance or other forms of social/family support and secondly the households depending on agricultural and livestock production, particularly subsistence-farmers. Similarly, stunting is highly correlated to poverty. The DHS 2011 indicates that stunting levels among children in the lowest quintile is the double than in the highest quintile (51% and 24%). Women at reproductive age, adolescent girls and children particularly in the first two years of life are also the most vulnerable groups to food insecurity and malnutrition<sup>31</sup>.

Within MDG1c programme, targeting methods and criteria varied across RC, but overall, target groups have not been reduced to the poorest but included groups with more possibilities, but still at high risk of food insecurity. The following table shows the main target groups for selected RCs.

**Table 4: Targeting criteria and target groups for selected programme components**

RC	Targeting criteria	Main target groups
RC 2: e-voucher	Self-targeting and Community-based targeting	Small holder farmers or emergent farmers, subsistence farmers, women (20%-50% depending on the area)
RC 3: Extension services	Self-targeting and community-based targeting	Subsistence and small holder farmers, women (70-80%)
RC 6: Artisanal fisheries	Community based targeting, self-targeting	Artisanal-emergent fishermen, women (45%-50% for trainings)
RC 7: Farmer associations	Community based targeting and self-targeting	Small holder or emergent farmers (50% Farmer associations, 100% for dynamic intermediary markets), subsistence farmers (50%) Women (54% PROMER area)
RC 14: SBCC	Community based targeting	Reproductive age women, men, community leaders (messages oriented to improved nutrition practices in the first 1,000 days)
RC 16: Nutrition education and home gardens	Community based targeting	Reproductive age women, men, community leaders, adolescent girls (PROMER), school age children (messages oriented to improved nutrition practices in the first 1,000 days)
RC 17: Emergency support	Targeting based on needs assessment	Specially women most affected by the drought.

Some agriculture, fishery and market interventions such as e-voucher, artisanal fisheries, farmer associations and dynamic market intermediaries were not exclusively targeted to the poorest segments. The main target groups in these cases were both the so-called “emergent” farmers with more developed market linkages and potential to modernize and the more subsistence-oriented farmers<sup>32</sup>. Also, importantly, significant proportion of women were involved in productive and market-oriented activities.

Several barriers, such as the contribution share or the high cost of the improved means of production have been one the main challenges to bring in the poorest farmers or fishermen to benefit from these components. Resource-poor farmers could not afford the MZM 500 contribution to the package A in the e-voucher scheme, or the own contribution to the construction of a Gorongosa-style food storage

<sup>31</sup> Stunting levels increase substantially in the first 24 months and anemia prevalence reaches nearly 80% among children from 6-23 months. Prevalence of low weight is 14.6% in adolescent girls while anemia affects to half of women at reproductive age (DHS 2011)

<sup>32</sup> EU, FAO (2017). Support to Accelerate Progress Towards MDG1c in Mozambique, FAO Sub-programme. Annex I to Contribution Agreement N° FED/2013/315-626, between the European Union and FAO. Revised September 2017



bin. Similarly, lack of capital was a barrier for fishermen to improve their boats or pay the contribution share to benefit from freezers or other equipment provided by the programme. Infrastructure projects like electricity lines do not necessarily benefited the poorest as they cannot afford the installation costs to bring electricity into their houses or the pat for its use.

It cannot be estimated to what extent, the targeting criteria in these components enhanced or diminished the potential of the programme to contribute to the reduction of food insecurity prevalence, but it is clear that it would have been necessary to establish appropriate schemes to support the poorest. Nevertheless, it is likely that the poorest benefited indirectly from the programme through the employment opportunities created locally by the market oriented targeted farmers and rural traders, for instance by facilitating access of the poorest to agricultural inputs or other services. On the other side, another group of programme's activities, such as chicken vaccination and SBCC and nutrition education were targeted to the whole communities, benefiting more the poorest groups.

SBCC and nutrition education components focused also on women and children under two years old, covering the window of opportunity of the 1000 days to prevent stunting and other forms of malnutrition. Adolescent girls were also intentionally targeted in the nutrition education components, particularly in the areas of PROMER. The international literature (Lancet series 2008, 2013) provides evidence that targeting actions to the window of opportunity of the 1000 days is one of the most effective ways of addressing malnutrition, in this sense targeting of nutrition education components was appropriate. There is also evidence that for a multisector programme to be more effective in reducing malnutrition, the same groups should benefit from different interventions at the same time<sup>33</sup>. However, in the case of the MDG1c different targeting criteria across the RCs reduced the possibilities for convergence of productive, market and nutrition interventions in the same families (i.e. families with children under two or five years old), which could have reduced the effects of the programme on nutrition.

In the same line, geographical dispersion increased coverage and presence of the programme but reduced its effectiveness to address at the same time the different dimensions of food and nutrition insecurity with a multisectoral approach. . There were districts where only SBCC and nutrition education were implemented<sup>34</sup> lacking the complementarity with the rest of the pillars, on the other side other districts where food availability pillar was absent. In districts with both the food availability and food access pillars<sup>35</sup> there was not a systematic approach to target the same communities and households to enhance complementarity of actions. The impact evaluation at community level showed that the combination of interventions rendered better results in terms of improved household dietary diversity than isolated interventions.

### 4.3.3 Unintended effects

The evaluation team could identify some important positive unintended effects, such as:

- Increased construction of latrines: as a result of the work done by health committees and care group mothers in the promotion of hygiene and use of latrines, the percentage of families that built latrines by themselves increased significantly.
- Electricity has opened the opportunity for women to engage in additional income generating activities such as selling of sorbets or other products; additionally, electricity improved social services delivery, namely health and education as extended grid lines could reach health centres and schools.
- Saving groups associated to farmer associations also generated additional income opportunities, particularly for women, such was the case of one group in Barue, where women

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<sup>33</sup> IFPRI (2013). Impact evaluation of Zero Hunger Plan in Guatemala

<sup>34</sup> i.e Guru, Machaze, Macossa, Mossurize, Tambara

<sup>35</sup> for instance, FAO/ FFS and WFP/Farmer Association activities in districts in Tete and Manica provinces did not target the same households, despite improved collaboration between Agencies. Some overlap however occurred in a coincidental way.



could start different businesses, some of them very successful that allowed the families to improve or build a new house or afford a better education for children.

- As a result of the e-voucher scheme a dynamic farmer group in Barué was able to save about Mz 400,000 for the investment in a small-scale irrigation scheme based on gravity.

## 4.4 Impact

Impact is assessed in terms of: 1) Contribution to the improvement of the Food and nutrition Security (FNS) situation in the districts covered, 2) Institutional capacity strengthening for multisectoral FNS policy formulation, and 3) improvement of resilience and preparedness toward shocks.

### 4.4.1 Food Security situation

Three indicators were set up to measure programme's impact in this aspect: 1) Proportion of population below minimum level of dietary energy consumption is reduced, 2) Percentage of population under chronic food insecurity, and 3) Prevalence of stunting amongst children under 5 years old. Indicators and targets were set up at national level.

Same as in the case of outcome indicators, it is important to highlight that there are limitations to quantify the programme's contribution to the FNS situation:

- 1) There is no accurate endline data to assess the first and second indicators. The Food Consumption Score (FCS) and the Household Dietary Diversity Index (HDDI) are used as proxy indicators instead.
- 2) The district level endline (SETSAN 2018) was carried out in the same district than the baseline 2013<sup>36</sup>, allowing comparisons before-after, but any changes in the indicators cannot be solely attributed to the effects of the programme, as the coverage of the various components of MDG1c was lower at district level, in addition the survey did not collect detailed information on other interventions being implemented in the assessed districts, and it is lacking a control group.
- 3) The community level impact evaluation (SETSAN 2018) and the various impact evaluations by RC allow to assess the changes in the FNS situation among the specific beneficiaries, data do not allow extrapolation at district or national level. Nevertheless, the community level impact evaluation<sup>37</sup> and the RC evaluations provide the best approximation to the effect of some programme interventions to the FNS situation.

Considering the points above, the Figure 4 summarizes the simplified programme impact chain, indicating the achievements by each pillar and the overall FNS situation.

The impact evaluation at community level (SETSAN 2018) shows interesting findings pointing out that programme components<sup>38</sup> contributed to the improvement of the household food security, using as proxy indicators the FCS and the HDDI. In this line, the most relevant findings are:

- The proportion of households with borderline or poor food consumption (measured by the FCS) is significantly lower among beneficiary households compared to the control group: 5.6% vs 11.4%.
- The average number of days of consumption of more nutritious food groups is significantly higher among beneficiary households compared to the control group, as can be seen in the Table 5 below. Though the consumption of animal protein sources is still low, the beneficiary

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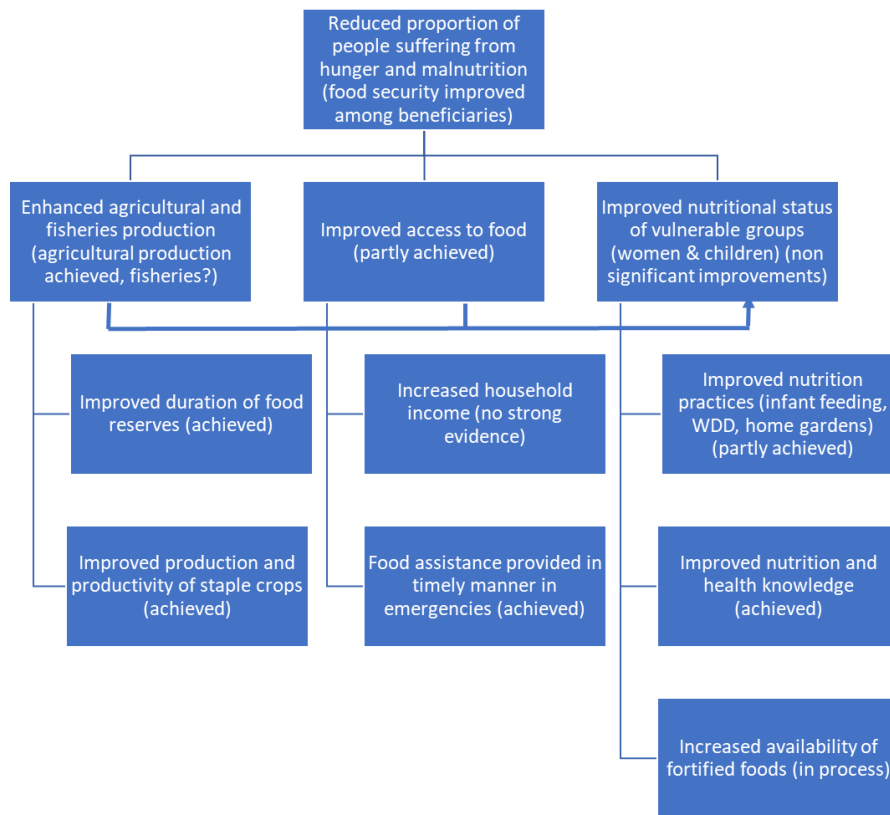
<sup>36</sup> Dondo, Sussundenga, Alto Molócue and Tsangano

<sup>37</sup> The community level impact evaluation assessed the effects of the following components: e-voucher, FFS, chicken vaccination, pisciculture, SBCC-WFP and nutrition education and home gardens (FAO). The study was carried out in the communities where the MDG1c was the main intervention (apart from the presence of governmental institutions). The sample design allowed the comparison of the effect of individual components to the control group. The analysis allowed the adjustment by socio-economic factors differences between the beneficiary and control groups

<sup>38</sup>e-voucher, FFS, chicken vaccination, pisciculture, SBCC-WFP and nutrition education and home gardens (FAO).

households tend to eat these foods for more days, which would be indicating that their access to these types of food, either by own production or buying from the market, has improved.

**Figure 4: Simplified programme impact chain**



- The higher positive difference in the mean value of FCS and HDDI (Figures 5 and 6) was found for the combination of nutrition education and home gardening, followed by aquaculture, SBCC and the combination of SBCC/Nutrition education with agriculture components (e-voucher, FFS, poultry vaccination). This finding would be indicating that integrating home gardens or agriculture interventions with SBCC or nutrition education renders higher effects, which probes the programme’s hypothesis that multisector approach is the best option to address food and nutrition insecurity. Aquaculture on the other side shows a significant effect on the household food consumption by improving household access to food by: first, increasing the own production of fresh fish for own consumption and secondly by improving the household income earned from fish sells<sup>39</sup>.

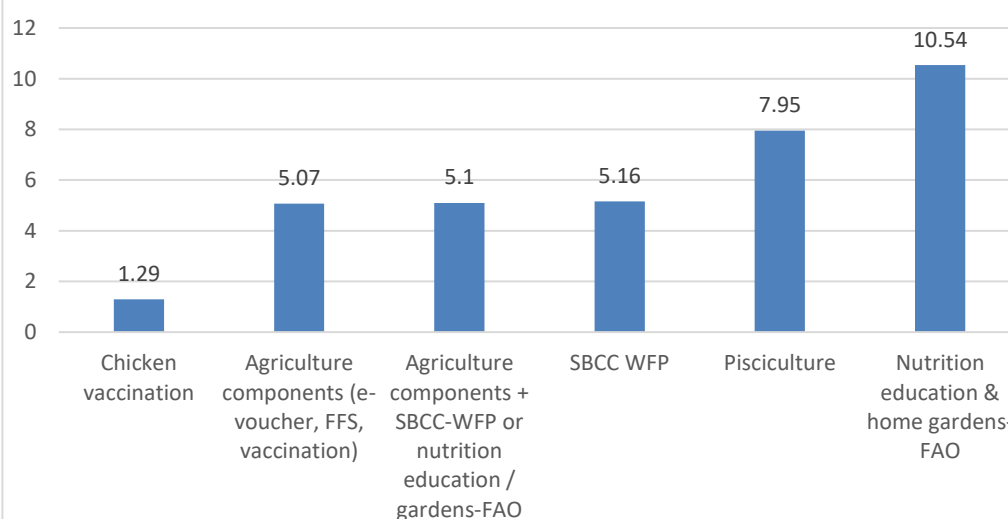
<sup>39</sup> Lidimba, T. and Chiburre, J. (2019). Relatório de Avaliação final do projecto PROAQUA

**Table 5: Average consumption frequency (number of days) of selected food groups among beneficiary and control group households**

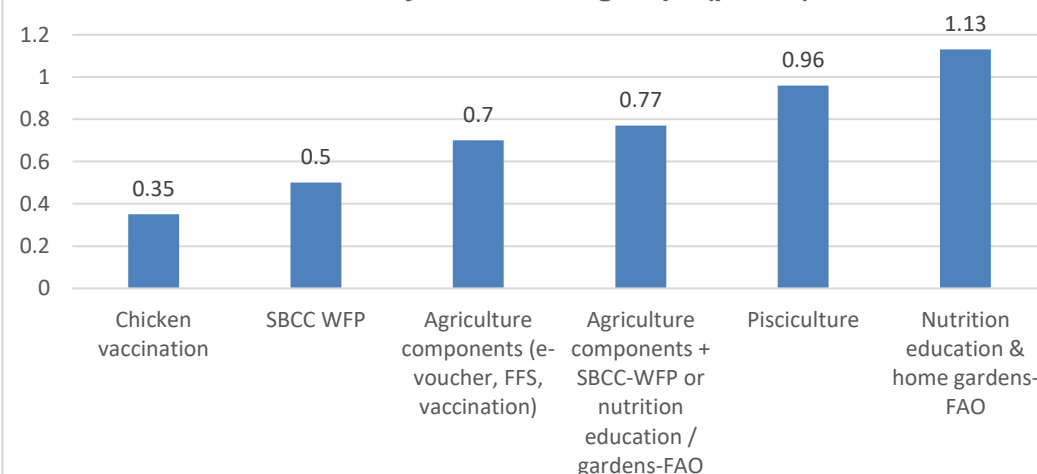
Food groups	Average number of days consumed in the previous 7 days		Statistical significance of the difference
	Beneficiary households	Control group	
Chicken meat	0.83	0.51	Sig at 0.05
Eggs	0.96	0.68	Sig at 0.05
Dry fish	0.93	1.21	Sig at 0.05
Fresh fish	1.17	0.81	Sig at 0.05
Dark green leafy vegetables	3.72	3.17	Sig at 0.05
Orange vegetables	0.77	0.4	Sig at 0.05
Orange yellow fruits	0.93	0.59	Sig at 0.05

Source: SETSAN 2018. Relatório da Avaliação do Interna do Programa ODM1c Setembro-Outubro 2018.

**Figure 5: Difference in the mean value of FCS between beneficiary and control groups (points)**



**Figure 6: Difference in the mean value of HDDI between beneficiary and control groups (points)**



Source: SETSAN 2018. Relatório da Avaliação do Interna do Programa ODM1c Setembro-Outubro 2018.

The district level endline study<sup>40</sup>, also found that the proportion of households with borderline and poor food consumption has decreased compared to the levels found in 2013 (16% vs 31%). This would be indicating that the household food security situation has improved, however this change cannot be attributed only to the programme, since there are other interventions in the area and the evaluation design lacks a control group, as mentioned above.

The food consumption coping strategy index (CSI) is also another indicator of the household capacity to cope with food stress, measuring indirectly food access. In this regard, according to the community level impact evaluation, the mean value of the CSI for beneficiary households is half the value for control group households (0.88 vs 1.9), meaning that programme beneficiaries are in better situation to cope with shocks.

#### 4.4.2 Nutrition status

One of the goals of the programme was to contribute to the reduction of chronic malnutrition, which is the more prevalent nutrition problem in the country. According to the community level impact evaluation, none of the assessed programme components had a significant effect on the nutrition status of children below 5 years old. Although for all components, the proportion of stunted children was 3% to 5% lower among beneficiaries, differences to the control group were not statistically significant. Factors associated with higher prevalence of stunting were: female head of household, head of household with none or only primary education, unsafe drinking water source, and asset poor. Chronic malnutrition prevalence was not significantly different by categories of FCS or HDDI.

In the same line, the district level endline found a reduction of 5 percentage points in the prevalence of stunting among children from 6-59 months compared to the baseline 2013 (40% vs 45.2%) for the 4 districts assessed<sup>41</sup>. Tsangano was the district that showed the higher reduction (from 61.2% in 2013 to 44.1% in 2018). Alto Molócue on the other side showed an increase in the prevalence of stunting (from 40.2% in 2013 to 47.9% in 2018). As mentioned above, any changes in nutrition status cannot be attributed to the effect of the programme as there are other factors that could have influenced nutrition status<sup>42</sup>, some of them even not included in the study.

In conclusion, programme components contributed to the improvement of the household food security situation of the beneficiaries by the means of increased and more diversified food production (agriculture and fishery) and increased income earned from crop sells or other business generated by programme services (i.e. saving groups). However, the improvement in the household food security has not been translated into significant reduction of the prevalence of chronic malnutrition. Nevertheless, qualitative appreciations (cited in the RC reports) and provided during the field interviews point that in the view of community members children seem to be healthier since the start of the Health Committees or voluntary mothers groups, who taught them how to improve child's food and better hygiene measures. In the same line, health staff also perceived that the number of children suffering from acute malnutrition has reduced or stabilized in the last year.

Factors explaining the apparent low contribution of the programme to the nutrition situation are:

- SBCC and nutrition education components (that aimed at improving child feeding practices) started late, resulting in short period of exposure to the intervention, insufficient to induce behaviour changes
- Multisectoral approach was only partially implemented, as the programme components were widely dispersed, lacking in several districts the complementarity among components oriented towards improving food availability and access with nutrition education or vice-versa. For instance, only nutrition education cannot address those barriers that hinder adequate feeding practices and are related to limited food access or availability, or on the contrary, only

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<sup>40</sup> SETSAN 2018. Relatório da Avaliação Final do Programa dos Objectivos de Desenvolvimento do Milénio 1c em Moçambique.

<sup>41</sup> Dondo, Sussundenga, Alto Molócue and Tsangano

<sup>42</sup> Initially the proposal of the evaluation team was to perform further analyses on the data sets to identify any factors explaining the results on nutrition status, however children nutrition databases were not available on time.

agriculture, fishery or market interventions have limited possibilities to change child feeding behaviours, that are crucial determinants of malnutrition.

- Despite the households improved access to food, intra-household distribution of food is not equitable to the nutrient requirements of its members. There are other factors that determine how food is distributed within the family, such as: the cultural beliefs, influence of other family members and women decision power. On this late factor, women, particularly younger mothers and adolescent girls, still have low decision power regarding family food distribution. The impact evaluation of PROMER Nutrition education component mentions that, only 22% of women have the decision power, while 65% have to ask husbands or other members to take decisions<sup>43</sup>.
- Other key determinant factors of chronic malnutrition were not directly addressed by the programme: water and sanitation, early pregnancies, short birth spacing, women education, women work-load and lack of childcare facilities at communities. Although in the initial design it was envisaged that programme should seek close coordination and complementarity with other interventions addressing some of these factors, it was not fully developed in practice.

#### 4.4.3 Institutional strengthening

One of the main approaches of MG1c programme was the creation of capacities within the governmental, private sector and civil society stakeholders at all levels, from national to community level and to support the formulation of public FNS policies with multisectoral approach. As to achievements, the great majority of capacity building related outputs were attained, as explained in more detail for each RC (please refer to Annex 0). Capacity building has been provided in terms of training of institutional staff from all Ministries and public agencies involved from national to district level, private sector (i.e. food industries), and community organizations and members, in procedures, contents and methods related to the implementation of each programme component and multisector coordination. Equipment and materials have been also provided to some of the institutions and community organizations to enable them to better deliver their services.

The perception of the institutional staff interviewed is that capacities in terms of knowledge and expertise, to continue delivering programme interventions exist, but the main limiting factor is the lack of sufficient financial resources to implement the activities at the same level than with MDG1c.

With regards to capacities to formulate public FNS policies, one of the key institutions is SETSAN, that has the role of multisectoral coordination. It has received the programme's support to enhance its capacities to formulate, coordinate, monitor and evaluate multi-sector FNS policies and programmes, including MDG1c. However, internal institutional weaknesses, like the high staff turnover, have diminished the possibilities of benefiting more from the capacity building actions, leading to the perception that capacities were not significantly improved.

One key achievement is the incorporation of nutrition-sensitive programming into the agriculture and fishery programmes such as PROMER, DNEA/PSP, ProPESCA. Staff has been trained and nutrition dimension is already part of these programmes. The ESAN III (still not officially endorsed) has incorporated some components of the MDG1c such as the Food Fortification, Aquaculture and support to Artisanal Fisheries.

Capacities and platforms for multisector coordination also exist, particularly at provincial and district levels and have been strengthened by the programme, nevertheless their functioning will depend on political will and priorities of the coming decision makers.

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<sup>43</sup> PROMER 2018. Relatório da Avaliação final do Projecto. Sub-componente de Educação Nutricional/

#### 4.4.4 Improvement of resilience

Mozambique is one of the most disaster-prone countries in Southern Africa, the recent droughts and cyclones Idai and Kenneth are just an example of the country high exposure to natural hazards. Economic or social risks are also important.

In this context building resilience and improving preparedness capacities at various levels is crucial, Although this was not part of the scope of the programme, the evaluation considered important to assess whether the MDG1c Programme contributed to these aspects, especially at community level, and found interesting examples, that in some cases can be seen also as unintended positive contributions:

- According to the appreciations of Health staff interviewed, the health and nutrition education, particularly the promotion of adequate hygiene practices by the health committees and care group mothers helped to reduce the risk of diseases like diarrhoea and cholera in the programme areas affected by the cyclone Idai. Health staff mentioned that programme beneficiaries were more aware on disease prevention measures like hand washing and proper water disinfection, at the same time they know better how to build and use latrines, which facilitated the health interventions.
- Increased food production capacity resulted in larger food reserves that last longer and permit households to cope better with the lean season.
- Increased availability of quality seeds at local level, also helps earlier recovery capacity of the agricultural production in case of disasters
- The post El Niño activities under RC17 Humanitarian assistance was in part focused on food assistance to build community asset, thus creating longer term benefit and effects on resilience.

### 4.5 Sustainability

In line with the evaluation matrix, the assessment of the sustainability criteria is focussing on 1) the development of effective exit strategies, 2) the contribution of capacity development to sustain programme results, and 3) the incorporation of programme results in Food and Nutrition Security policy formulation.

#### 4.5.1 Exit strategies

Early 2018, WFP and FAO have developed exit strategies for each of the RCs under their responsibility. These exist strategies have identified the responsible partners and the critical elements to be tackled in order to sustain the results of the various actions. The exit strategies also include the different activities needed to be implemented before the end of the programme, a timetable and the necessary funds (indicative budget). Interestingly, the exit strategies have been designed with government partners such as the MASA provincial offices, SDAE offices or the relevant national Directorates. Finally, they have been discussed with SETSAN as coordinating body as well. These exit strategies are appropriate as they are comprehensive including all relevant aspects of handing over of responsibilities to the partners. Whether they will be effective is difficult to assess at this stage. When asked, several partners such as SDAE directors were aware of the exit strategies but also indicated that funding for several activities such as supervision, inputs or monitoring are very limited.

Furthermore, FAO has held end-of-project seminars in all provinces<sup>44</sup> involved in their activities. In these end-of-project seminars, government, private sector and other stakeholders participated. The main goal of these seminars was to ensure that the achievements of the various components were shared and that experiences, lessons learnt and challenges of programme activities were presented. Also, were discussed how the activities were aligned with provincial initiatives implemented under the

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<sup>44</sup> Tete, Manica, Sofala and Nampula provinces; It is not clear whether a similar end-of-project seminar was organized in Zambézia province.



various Provincial Directorates (DPASA). These seminars ensured that stakeholders in the province have a good knowledge of the activities and that the exit strategies on how to sustain the results of the MDG1c components were analysed on the basis of lessons learnt and good practices developed.

IFAD has made sustainability assessments as part of the final evaluations of three of their programmes, PRONEA Support Project (PSP) on Agricultural Extension service provision and the PROMER on agricultural marketing and the ProAQUA on aquaculture<sup>45</sup>. Most activities will be continued through new phases of the previous programmes or new initiatives: PROMER is still being implemented, until 2021, a new large programme (around 50 MUSD) to support aquaculture at the national level is being finalised and should start soon.

#### **4.5.2 Institutional and beneficiary capacities**

With regard to the building of capacities at institutional and beneficiary level to sustain the activities it is clear that in all Result Components a substantial effort has been made to contribute to the continuation of project achievements.

In the first place, knowledge and capacities were created at community level (such as vaccinators, FFS facilitators, seed producers, silo construction artisans, farmer association/ cooperative leaders, health committees, care group mothers) which to a certain degree will allow the continuity of the activities. Many of the trained persons at community level have gained the respect and trust of the communities and they are considered as knowledgeable persons. For instance, the health committee members are esteemed experts in health and nutrition, so people in the communities most likely will continue seeking their advice and follow their example. The evaluation team was stunned by the efforts that many of these “community experts” were undertaking to support their fellow community members such as vaccinators servicing many villages or care group mothers providing direct support to fellow mothers.

Additional skills have been delivered to improve leadership of farmer associations and cooperatives. IFAD has further trained groups to undertake rotational group savings and loans and have provided support to the alphabetization of women so they can better negotiate at the market. Though it is expected that some groups would become less active without institutional support, for instance vaccinators depend on the availability and distribution of NCD vaccines by the SDAE office to be able to continue their activities<sup>46</sup>. Similarly, seed producers depend on the provision of basic seeds from IIAM through SDAE offices or projects to continue multiplying for their community members. Contrary to this, as in the case of ProPesca, the provision of electricity and cooling equipment to individual fish traders will make it possible to continue their trade business without external support as it is a paid-per-use service. Health committees and care group mothers would become less active, lacking institutional support in terms of additional training, monitoring and supervision.

Capacities of national institutions, especially at local levels were strengthened in the different topics covered by the programme. Staff has been trained and equipment in many cases has been made available to fulfil their task. However, the limited financial resources in the public sector will be a constraint to implement activities at the same level than under the MDG1c. Staff turnover will be also an issue as trained staff may leave the public sector as they are not always confirmed; and new staff come in who are less familiar with the promoted approaches by MDG1c components. For instance, the IFAD/PSP component funded by the EUD – and with technical support from FAO - had a strong focus on capacity development through the training of 800+ staff at different levels including 50 FFS masters. In-service training is considered one of the successes in capacity enhancement of the public extension service. In a number of instances, extension staff recruited through MDG1c Programme funding were confirmed by GoM and integrated in the government extension staff (e.g. 6 aquaculture

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<sup>45</sup> The final evaluation of ProPESCA has been done per Province and does not include a sustainability assessment.

<sup>46</sup> Vaccinators are being paid 1 metical per applied vaccine, which multiplied for the number of chicken that every vaccinator could reach results into a good income to perform this activity as interviewed vaccinators have declared.

staff in Manica and 4 pending appointment; SDAE staff in Malema and Ribáue). The PSP (RC 3) component has produced communication material relevant for extension services that can still be used in the dissemination of useful technologies and good practices<sup>47</sup>. Farmers organisations have been strengthened, increasing their management capacity and linking them to the formal market, however their capacity to operate autonomously and to provide a full set of services and benefits to their members still have to be reinforced to ensure their economic and organisational sustainability.

The continuation of RC13 (Food Fortification) activities are to a large extent guaranteed as a result of the MDG1c support. Capacity strengthening included not only the strengthening of the NFFP but also a whole set of existing national institutions, coordination platforms (CONFAM) and industries. Under RC1 (Seed sector), the training on seed multiplication control has contributed significantly to the dissemination of improved varieties and to guarantee their quality. The training on field inspections has been a very important step in the strengthening and sustainability of the seed sector in Mozambique.

Also, the private sector has been trained by many programme components to provide services to farmers, livestock keepers or fishermen. Input supply through agro-dealers has been greatly enhanced by trainings on how to make a business plan and how to do appropriate book keeping, resulting in a large network of operators in rural and remote areas that are expected to make agriculture inputs available to local communities. The technical support to the food processing industry (including equipment) will ensure the continuity of the production of fortified foods which is now at about 80% for wheat flour fortification, however in this case constraints related to delay in payment will have to be minimised to ensure an adequate financial flow to industries. The participation of private operators in the management of fish markets can also reinforce the viability and therefore the sustainability of such initiatives, even if several improvement and agreements still have to be defined for ensuring that activities could be financially viable.

### **4.5.3 National FNS policies**

With regard to the incorporation of best practices and lesson learned into the national FNS programmes/policies, the various MDG1c components have made substantial contributions. In the first place, components such as Seeds sector strengthening (RC1), FFS Extension Services (RC3), Food Fortification (RC13), SBCC (RC14b) and Nutrition Education at Schools (RC16) are part of the national policies and programmes, and receive high attention, which will guarantee their continuity. Aquaculture is now one of the governmental priority and should receive strong support in the near future.

The institutional support element of RC1 (Seed sector) has contributed to the strengthening of the seed sector at policy level by its support to the National Dialogue Platform on Seeds and to APROSE (the Association to Promote the Seed Sector). In the first one the National Directorate DNISA is participating directly and the second one is an important stakeholder interacting with the Seeds Department under the same Directorate.

With support of RC13 activities, Food fortification is now incorporated in the governmental plans and priorities. The Ministry of Industry and Commerce has taken the decision to maintain the Food Fortification Unit (FFU) beyond the MDG1c support. The National Strategy for Food Fortification (2016-2020) was updated in 2016 and establishes the guiding principles for food fortification for the next years, aiming at reaching at least 80% of the population with fortified food. However, limited public financial resources to implement the different activities of the National Strategy remain an issue.

Under RC3 (Agricultural Extension) the Farmer Field School approach has been enhanced and incorporated in the National FFS Action Plan for which FAO provided technical assistance. MASA now recognizes the importance of FFSs as an approach to strengthening farmers' capacity promoting sustainable agricultural development and is increasingly adopting the FFS as extension approach

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<sup>47</sup> IFAD (Sept 2018): Final evaluation of the PSP project; project completion report

throughout the country. In 2017, for instance, FAO was requested to support the implementation of the FFS in districts outside the MDG1c programme.

#### **4.5.4 Continuation of FNS programmes**

At least three programme components have already been selected to be continued after the ending of the MDG1c funding. This means that the achievements provide enough ground to sustain the programme components or even expand them.

The ProAQUA programme will be continued with a scale-up of the programme based on the experience, good practices and lessons learned of the relatively small aquaculture programme as implemented by IFAD. The new programme (PRODAPE) will be significantly expanded to seven provinces and more than 24 districts. More emphasis will be given to the marketing aspect of fish production.

PROMER has been implemented since 2010 in the target areas in close cooperation with government services including the provincial Rural Development departments under the MITADER (DPTADER). The programme will be extended with two more years (2021) to consolidate its achievements. For instance, the road construction component will focus on road rehabilitation to ensure climate resilience to sustain the investments made in road rehabilitation over the past years.

From early 2017 onwards, the FAO GEF project has continued the FFS approach in various districts (in Tete, Sofala and Manica provinces) responding to challenges in agricultural production as a result of climate change. This continuation of the FFS under the GEF project contributed to its further mainstreaming in agricultural extension. The fact that there has been an overlap of almost two years between the two projects and sharing the FAO coordinator in 2017 made the continuation of the FFS approach in the selected districts even stronger.

FAO will further extend elements of its MDG1c activities in 10 districts (up from 4 districts) of the Nacala corridor (5 in Nampula province and 5 in Zambézia province). The new programme (PROMOVE Agribiz, jointly implemented with GIZ) is funded by the European Union under the 11<sup>th</sup> EDF and will be complementary to the nutrition activities (PROMOVE Nutrição) which are being already implemented in the same provinces by UNICEF and its partners.

### **4.6 Cross-cutting issues**

#### **4.6.1 Gender**

The gender dimension of the programme has been evaluated based on four evaluation questions: 1) Has the programme adequately considered gender equity across the whole cycle? 2) To which extent has the programme contributed to women's empowerment for FNS? 3) Has the programme facilitated the women's role in FNS in order to be more efficient? and 4) Has the programme in any way (i.e. due to inaction or ineffective action) affected negatively to women and girls and/or maintained gender inequalities?

#### **Inclusion of gender dimension in the programme cycle**

In this point the evaluation has examined whether the gender dimension was adequately considered in the planning phase, the implementation and evaluation and reporting. Table 6 summarizes the findings by RCs.

#### ***Planning phase***

Overall, the evaluation perceives that the gender dimension in programme's design and planning is very weak. The programme proposal and action description documents do not include a gender analysis. The needs of women, men, youth and other groups were not separately analysed, consequently intervention proposals are generalized and not tailored to the specific needs of each

group. Surprisingly, despite women are the principal farmers, that provide most of the agricultural labour in Mozambique (95% of women in Mozambique are engaged in agriculture compared with 66% of men)<sup>48</sup>, and increasingly are heading rural households, the agricultural components' proposal documents do not mention women and gender inequalities, both in the situation analysis and in the actions proposed.

Programme objectives and outcome indicators and targets are not disaggregated by gender, only output level targets, for some RC (according to the last log frame). Remarkably, indicators and targets for SBCC and nutrition education components are not disaggregated by gender, despite that according to the design, the secondary audience for nutrition messages are the influential family and community members like husbands and male community leaders.

Gender specific indicators or gender or gender markers to assess the gender sensitiveness of the whole programme and its RC were not included to assess the gender .

### ***Implementation phase***

The weak gender focus in the programme design has been overcome partly in the implementation phase, particularly by the promotion of equitable participation of women and men in the programme activities. Although, as there was not a good identification of gender-specific needs in the design phase, the activities did not pay so much attention to ensure that women are effectively benefiting from the programme services or technologies.

In the implementation phase, the strategies to incorporate men and women in the activities resulted in an equitable participation. As seen in Table 6 the proportion of women and men for most of the activities is close to 50% for each. Here, it is important to highlight the positive experience of PROMER, that promoted a community-led planning methodology using the Gender Action and Learning System methodology (GALS methodology) to encourage the participation of the women and youth in family business emphasizing on participation in trade activities in a gender equitable way. PROMER also explicitly considered adolescent girls as a target group for nutrition education.

Gender training was incorporated in several RCs (Extension services, SBCC, Nutrition education, Farmer Associations and Saving groups). There is qualitative evidence that as a result of the training efforts, the awareness on gender equity, specially the need to share domestic tasks among women and men has improved in the communities (evaluation team could verify these findings in some districts- Montepuez, Balama, Bárue, Alto Molócue). Yet, there is no much data showing the extent to which this awareness has been translated into practice. Only the PROMER evaluation of the Saving Groups<sup>49</sup> refers that the cooperation between and women and men in the household improved in around 15% of the beneficiary households.

Another positive aspect during the implementation, refers to the service delivery approaches and methods such as nutrition education and agricultural extension, that tried to be adapted to the limitations of women in terms of low literacy levels. Experiential learning in FFS, practical demonstrations in nutrition education and home gardening, education materials with pictures and graphics, were considered very adequate for both women in the communities, male facilitators and institutions staff.

### ***Evaluation and Reporting***

The programme periodic reporting system did not include explicitly gender disaggregated data. Disaggregated data was only reported when the indicators and the targets were set up in this way (only few of them). Not all programme components' evaluations and intermediary or final reports included gender-based data and analysis. If included, data refers mainly to the proportion of women and men participating in the interventions. There is very little information on aspects such as the use of programme services by women, men, youth or other groups and which are the main opportunities

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<sup>48</sup> Extension Master Plan

<sup>49</sup> PROMER (2018). Avaliação das atividades de apoio ao desenvolvimento de serviços financeiros baseados na comunidade. Relatório Final.

and constraints for these groups to benefit from the services. Reports on the effects and impacts of the programme components (i.e. in terms of knowledge improvement, adoption of improved practices, improved productivity or income) are not also differentiated by gender and there is no analysis on the main factors that enable or hinder the attainment of programme outcomes among women and men.

Visibility of gender analysis within the reports is also low. For some documents the reader must go through all the document to find the paragraphs related to gender analysis.

In conclusion, across the programme cycle, for most of the RC gender was reduced to the promotion of equitable participation of women and men in the programme activities and some gender training activities. Little attention has been paid to gender related socio-economic and power relationships between women and men and the way these relations determine different needs and interests and influence the capacity to access resources and take advantage of the existing opportunities, including the programme services.

### **Programme contribution to women empowerment for FNS**

There is evidence that women's social and economic empowerment and support to increase women's incomes and enhance their decision-making power lead to increased possibilities of improving food and nutrition security not only for women, but also for their families and communities (FAO)<sup>50</sup>. In this line, the evaluation identified some MDG1c Programme interventions that had positive effects on women empowerment, as described below:

**FFS** proved to be an important tool for empowering women, turning them into knowledge transmitters and agents to promote improved agriculture practices within their families and communities. According to Reyes<sup>51</sup> (2018), around 20% of women in the communities visited for the study, recognized an improvement in their role within their families and their communities because of the participation in FFS. The fact that “neighbours coming to them and asking how to join the FFS and the husbands listen and “obey” the lessons transmitted by their wives participating in the FFS” were considered as factors that improved the women’s social recognition in the community and self-confidence. Although there is no information on to what extent these gains led to an increase in their capacity to retain control over food or income and assets. Some authors documented that the improvement in social capital does not automatically lead to enhanced women’s decision power within the household. (Bartlett, 2004, Mancini, et al, 2007).

The **Care groups of mothers** and the integration of women in the **Health Committees** had a positive impact in terms of improving women’s self-esteem, strengthening their knowledge and capacity to promote nutrition and health in the communities. As women reported in the field visits, by participating in the care groups or HCs, they gained the respect of the rest of the communities and become the reference persons to advise on nutrition and health aspects. This for them is the bigger incentive to continue working and devoting their time to the groups.

**Saving groups**, were opportunities for dissemination of education messages on health, nutrition and GBV as well as to improve women literacy. However, the impact on gender equality was not as big as expected. For instance, the evaluation of saving groups conducted in Nampula and Alto Molócue, reports that 17% of men interviewed perceived the groups had effect on better gender equality, compared to 15% of women. In some areas, gender perspective was systematically included only late in 2017, like in the areas attended by OIKOS<sup>52</sup>.

Programme components tried to encourage bringing women to leadership positions in community organizations like Farmer Associations and Health Committees. In the RC 14-SBCC, a specific target was included in this regard, to reach at least 50% of the leadership positions in the Health Committees held by women. But the target has not been attained. Only 21% of Health Committees included women as the leaders, even though 54% of the total number of trained members were women. The

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<sup>50</sup> <http://www.fao.org/gender/news/detail/en/c/1173861/>

<sup>51</sup> Reyes, N. (2018). Consultancy Report: Family farming systems and gender. Programme/Project Number: GCP/MOZ/111/EC.

<sup>52</sup> Relatório Final do Projecto ASCAs PCRs 2015-2018, OIKOS, Junho 2018



situation is not different in farmer organizations. Poor participation of women in leadership positions is usually related to insufficient literacy or numeracy skills but may also be due to common perceptions that women are unsuitable for the role or due to reluctance of women to volunteer for additional work. This depicts how much gender imbalance respect to leadership constitutes a challenge yet to be tackled in Mozambique.

### **Programme contribution to facilitate women's role in FNS**

Contribution of women to FNS is crucial across the whole food system chain from production to consumption and nutrition. Rural women in Mozambique hold primary responsibility for making food available for the household and to ensure that all members consume food. In terms of production for instance women are generally responsible for producing the food for family consumption, while men's crops are usually for sale. They have also the responsibility for small animals rearing like poultry which is a valuable source of animal protein but also of income. Women are almost entirely responsible for food processing and cooking, in addition they take care for the nutrition, health and general wellbeing of all family members including their husbands. Despite their crucial role, they generally have less decision power than men. "They have fewer rights than men, less control over the land and other productive resources, less control over food and a smaller share of the meals served at the table".<sup>53</sup> Furthermore, Mozambican women are intensely affected by the double burden of unpaid work combining household chores and childcare with paid work in crop production, which in turn affects directly their health and nutrition and human capital formation (Arora 2015).

In this regard, there are examples on how the programme interventions helped to facilitate the roles of women for FNS, but also, there are crucial areas where the programme had very marginal contribution, as described below:

The FFS was an effective instrument for facilitating women's role in FNS by improving their knowledge and skills on more efficient farming techniques, which in turn resulted in increased productivity and income. FFS stimulated the participation of women and most important the use of experiential learning (learning by doing). The alphabetization programme promoted by PROMER as part of the support to saving groups and support to farmer organization, has an important effect on women's capacity to engage in business and trade.

Nutrition education and SBCC have improved women's knowledge on how to prepare adequate diets for themselves and their children using the foods available in the communities. Home gardens in turn facilitated women's access to more nutritious foods. Poultry vaccination protected one of the main women's assets. Savings groups provided opportunities to generate additional income that can be spent on basic goods or services for women or other family members.

Yet, little has been done in providing services that can alleviate the burden of domestic tasks on women (such as facilitating access of poorest women to maize milling services or installing water points to reduce the distance that women must travel to fetch water). Although, gender trainings emphasized on the distribution of house chores among family members, promoting a more active participation of adult male members on the care of children, helping pregnant women to reduce their tasks, providing public/community childcare among other aspects, it is still long way for these messages to be applied. Qualitative appreciations provided during the field visits (i.e. FGD in Montepuez and Balama) pointed that the distribution of tasks among family members is changing but very slowly.

### **Programme possible negative effects on women or gender inequalities**

Not because of inaction but because of lack of more systematic work on gender aspects, the relatively short time to produce important changes and the challenges pose by the socio-cultural context the programme's contribution to overcome prevailing gender inequalities was not significant enough,

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<sup>53</sup> Gallina, A. and Chidiassamba, C. (2010). Gender Aware Approaches in Agricultural Programmes – Mozambique Country Report A special study of the National Agricultural Development Programme (ProAgri II). SIDA.



particularly in terms of the control and decision power over resources required to ensure food security and nutrition.

The possibility for women to exercise control over resources and labour for food production and to make decisions concerning what to sell and what to store, and how food is distributed among the family members, is key for food security and nutrition. In this regard, the programme did not tackle properly aspects related to the decisions process within the household and communities. Despite the gender trainings, there is the perception that little has been achieved, for instance in terms of women decision power on family food distribution. In this regard, the final evaluation of nutrition education component in PROMER areas found that despite that the situation improved in 2018 compared to the mid-term evaluation 2017, still only 22% of women and 18% of adolescent girls can decide by themselves on the food purchase and consumption within the household, while 65% of women had to consult to their husbands or other family members. These results point out that there is still a great challenge to further empower women to enhance their decision power on the household food and nutrition security.

There are other crucial aspects to attain food security and good nutrition in Mozambique, where the programme had little influence, such as: women's access to land and control over productive resources like water, GBV and access to family planning services and decisions on reproductive health.

In conclusion, it is perceived that overall the programme implementing agencies suffered from a relatively weak capacity and practical advice and tools to mainstream gender issues (the exception would be PROMER that based its activities on the GALS approach). Gender specialists only concurred to the training events or other specific activities, yet the programme lacked a more stable gender staff (with the exception of PROMER). In addition, very few specific studies were conducted on gender, while gender disaggregated data and analysis were not systematically collected nor reported across the RCs. The lack of more quality gender analysis and studies in turn limits the possibility of the programme to disseminate best practices and lessons learnt to create more gender awareness among the stakeholders involved in FNS policy and programming. Little can be learnt from the MDG1c Programme in terms for instance mainstreaming gender into the multisectoral FNS programmes.

**Table 6: Summary of the findings on the incorporation of gender dimension into the programme cycle by RC**

Planning: Gender disaggregated objectives, indicators and targets		Implementation: Key activities and participation share by gender	Reporting: Gender disaggregated data and analysis
RC1: High quality seeds	No	No information	No
RC2: e-Voucher	No	e-voucher targeted to both women and men Package A: women around 35% Package B: women around 32%	Yes, partly, only numbers of users
RC3: FFS Extension services	No	FFS platform for women farmers training and empowerment. Women participation: 70%-80%	Yes, a specific study on FFS and gender
RC 4: Poultry vaccination	Yes	Yes, training women & men as vaccinators 61.1% men, 38.9% women	Yes, partly, only number of vaccinators, no outcomes
RC5: Aquaculture	Yes, partly (only for saving groups)	Training in aquaculture for women and men Saving groups: 65% women	Yes, partly, only numbers of participants in saving groups
RC6: Artisanal fisheries	No	Training on fish handling and business management for men and women. Women 45.2% and 16% 33% women for investment in freezers	Yes partly, only number of participants

RC7: Dynamic Market Intermediaries	WFP: Yes, partly IFAD: Yes partly	WFP: Gender training Women saving groups PROMER: Literacy training and GALS encourage women and youth to participate in markets 54% female members of Farmer Associations (PROMER)	WFP: Yes, partly, only description of participants, no outcomes  PROMER: Yes partly, only number of participants.
RC8: Storage facilities	No	Training for artisans, producers and extension workers include women and men (45% women, 54% men)	Yes partly, only number of participants
RC9: Higher value fish	No	Training services include women and men: Fishing on open sea: 6% women Fish traders training on fish handling: 35% women	Yes partly, only number of participants
RC10: Economic and market infrastructure	No	Employment opportunities for road rehabilitation: 25% women	Yes partly, only number of participants
RC11: Access to financial services	Yes, partly	Saving groups for women and men Gender training	Yes, including gender disaggregated outcomes
RC12: Commodity exchange and market information systems	No	Information systems for smallholder farmers (no gender disaggregated information)	No
RC13: Food fortification	Not applicable. Fortification will benefit all	Women and men included in communication campaigns Male and female institutional staff trained	Not applicable
RC14: SBCC	No (indicators refer only to women)	Training to health committees including women and men: 54% women Nutrition education for women and influential people	Yes, output targets, and detailed gender aspects in the final report.
RC16: Nutrition education and home gardens	FAO: No IFAD (PROMER, Pro PESCA): No	FAO: Nutrition education to care group and beneficiary mothers, including men Home gardens for women PROMER and ProPESCA: Nutrition education to care groups and beneficiary mothers, including adolescent girls and men (70 % women)	FAO: Yes partly, only output targets  PROMER & ProPESCA: Yes, output targets and gender aspects (i.e. decision power)
RC17: Food assistance in emergencies	Yes, partly, no gender disaggregated indicators	Women and men benefited from the different assistance modalities (Female beneficiaries > 18 years old: 66.4% for all assistance modalities. 52.0% only for GFD and food for assets. Pregnant and lactating women were prioritized under acute malnutrition treatment)	Yes, gender and age disaggregated data on beneficiaries in the final report.

## 4.6.2 Environment and climate change

The Programme did not include a specific strategy to focus or to mainstream environment and climate change issues or to reduce disaster risks and their effects. Such issues were addressed at the results components level developing and adopting approaches related to adaptation to climate change aimed at increasing resilience in production systems as well as to promote the sustainable use of natural resources. However, evidences of comprehensive environmental impact assessment studies were not found for all activities, even for important activities that can have a direct impact on natural resources and biodiversity, namely by supporting agriculture (including the use fertilizers and pesticides) or fisheries (support to increase fishing capacity in areas where natural stock is reducing as they fishermen themselves declare), infrastructures, roads.

Farmer field schools have been entry point for disseminating climate smart agriculture technologies for soil and water conservation, to introduce short-cycle and more resilient to drought varieties, to select seeds (including local varieties), to develop grain conservation mechanisms, to improve access to water (the main constraint to agriculture and food production in many regions) and availability. New initiatives, especially those implemented by FAO<sup>54</sup> and to some extent WFP humanitarian assistance interventions, are integrating experiences and lessons learnt from the MDG1c Programme, with a more climate-oriented and resilient approach, taking advantage of their best practices. A more agroecological approach promoting environmentally sound practices<sup>55</sup> could have strengthened the sustainability of the Programme by decoupling environmental degradation and resources use from economic growth even at smallholders level.

The Programme also did not adopt renewable energies whenever possible, especially in relation to solar systems for water pumps (horticulture and demonstration plots), for cold storage facilities<sup>56</sup> or even offices. A proper strategy to reduce carbon footprint of the Programme's activities was not found.

Some concerns remain about the lack of proper studies regarding the environmental impact of important infrastructures, mainly roads. Increased market access and commercial flows can have the same effect of increasing use of natural resources. The improved accessibility of certain areas could have a side effect of increasing settlements and agriculture production as well as legal or illegal logging (a large commerce of timber was observed especially in Tete province with many loaded trucks circulating on main roads).

During the field mission it was possible to verify in the visited provinces that the forest coverage is almost neglectable with serious impact (not just risk, as the recent and recurrent dramatic events have shown) on flooding, on soil erosion, on loss of organic material and fertility. It is therefore not surprising that extreme climate events are more and more frequent, more intense and with more negative effect, both drought and flooding since there is no natural regulation of evapotranspiration, of water and soil retention, etc. The Programme did not adopt a specific strategy to reduce disasters risk by increasing communities' preparedness capacity to face natural disasters and extreme events, but it acted in response to events like the El Niño drought in 2016 or the recent Idai and Kenneth cyclones in order to reduce their effects taking advantage of the indirect effect of some activities, like improved health and hygiene practices, increased food availability and conservation, intra-groups solidarity, etc. (please refer to next section for details).

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<sup>54</sup> Such as the GEF climate-smart agriculture project that continued with many FFS created under the MDG1c programme

<sup>55</sup> In a few occasions, compost making, bio-pesticides, intercropping, mulching and vermiculture were promoted in FFS

<sup>56</sup> For instance, the electrical supply to fisherman communities over a distance of several kilometres might have been cheaper through solar power ; moreover, the investments would have been scalable to the demand from beneficiaries (source: Guvuro District field visit)

## 4.7 Humanitarian response

The EU has provided under the MDG1c humanitarian assistance to populations affected by the El Niño drought in several provinces of Mozambique in 2016 and by the Idai and Kenneth cyclones in 2019. As part of the evaluation of the overall MDG1c Programme, it was assessed the linkage between the development programme and the humanitarian response, trying to understand if and to what extent:

- the programme's results contributed to increase the communities' preparedness and capacity to react to such events, minimising their effects;
- the emergency response contributed to reduce the negative effect on the achieved results, avoiding additional losses due to such events.

Considering the specificity of this component and the fact that the MDG1c programme was not designed to provide response to this specific emergency, the analysis of the performance of the humanitarian assistance was based on specific criteria, like the timeliness of delivery of assistance, the way the most vulnerable target groups and in-need households have been identified, the choice of the most efficient modality of assistance in terms of cost-benefit and effectiveness (with special focus on the adoption of the e-voucher system in emergency response), the coverage of assistance that has been achieved in relation to the identified needs and the available funds, the combination of nutrition and food assistance interventions. Main key emerging lessons on modalities and timely response to humanitarian needs in the context of development programming have been also assessed to guide future initiatives.

For this purpose, the evaluation team visited beneficiaries of humanitarian response activities of El Niño in Tete (Marara, Moatize and special focus to Cahora Bassa where a pilot programme was later implemented) and Gaza (Chokwe, Chibuto). Additional visits were carried out to assess the humanitarian assistance provided to Idai/Kenneth affected populations in Manica (Dombe/Sussundenga), Sofala (Nhamatanda), Tete (Moatize) and Cabo Delgado (Montepuez).

### 4.7.1 Humanitarian response to El Niño

The El Niño induced drought and erratic rainfall patterns affected southern Africa in 2015-2016, including some provinces of Mozambique, with strong effect on agriculture production and food availability and consequentially negative impact on food security of vulnerable rural populations. Following a red alert declaration by the Government of Mozambique, a large multi-donor funded humanitarian assistance implemented by WFP was deployed in September 2015 and reinforced in 2016. The EU contributed to 21% of the overall assistance implemented by the WFP, through the MDG1c Programme that made available 3 M€ for a humanitarian assistance component (RC17), with a no-cost extension that extended the implementation period until November 2018, and an additional 10 M€ contribution agreement (PAGoDA). Assistance was mainly provided as conditional in-kind food distribution, but alternative solutions have been also piloted in Tete province, using e-voucher system, commodity vouchers and unconditional cash transfer.

According to the WFP "European Union Support to El Nino induced drought response; Final report October 2016 - November 2018" (for detailed figures please refer to Annex 11 of this report) from October 2016 to March 2017, WFP has distributed with EU support 11,989.45 metric tonnes of food (23.5% of the total) corresponding to 29,742,708 food rations (out of the 24,5 million planned) benefitting 330,475 individuals (270,000 planned) in 7 provinces during 3 months each<sup>57</sup>. The EU

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<sup>57</sup> Figures have been calculated taking into account the overall support provided by WFP in the period and making the proportion based on the funds allocated by the EU to the multi-donor pool fund. The number of rations was already estimated and then divided by 90 (3 months x 30 days each) to calculate the number of benefitted individuals. Average ration included 40.5 kg of mixed food commodities (maize, beans, salt, sugar and oil). Overall 22,288,125 rations of cereals, 40,020,000 of pulses and 26,920,000 of oil. The overall amount (29,742,708 food rations) is the simple average of the 3 main types, therefore the analysis could only be done about this estimation and is not based on real values. The allocation of food distribution per province was as follows: 35% went to Gaza; 18% to Inhambane; 17% to Sofala; Zambézia 13%; Maputo 7%; Tete 5%; Manica 4%.

support has helped to reduce food insecurity in the target groups as measured by both Food Consumption Score (FCS) and Coping Strategy Index (CSI) at the beginning and at the end of the provided food assistance. Poor FCS – that increased at the beginning of the emergency from 13% in late 2015 to 33% in late 2016 (16 to 41 for female-headed households) – was reduced in targeted groups by 85% to 5% in December 2017 (month of the endline used to compare data). The CSI also increased, from 18% in October to 25% at the end of 2016 suggesting that families (especially female-headed households) were using additional coping strategies to increase their access to food, particularly as they entered the lean season from October onwards. After the intervention, CSI decreased by 61% from 18.4% (10/2016) to 7.2% (12/2017).

Constraints in the timeliness of the humanitarian assistance supported by the EU in terms of agreements signatures and funds disbursement induced a change in the strategy, moving from relief to more recovery-oriented activities with a more food for work approach, including few resilient oriented activities (like planting of fruit, dam construction and opening of water catchment sources for irrigation of agricultural fields) and adjusting the food rations from full to half-ration (50% of minimum daily calorie requirements), in order to adapt to the revised timeframe and the change in the nature of activities. The main adopted modality for humanitarian assistance was Food for Work (mainly for roads rehabilitation) and less Food-For-Assets (FFA) addressed to those households with labour capacity (around 77% of the total). Labour-constrained families were benefitted by general food distribution and engaged in non-labour-intensive activities<sup>58</sup>. Additionally, specific support was provided as shock responsive school meals and treatment of moderate acute malnutrition among children, and pregnant and lactating women<sup>59</sup>. FFA was intended to create assets which would increase the resilience and benefit the communities in the long-term. During the humanitarian response, 1,149 community assets such as irrigation schemes, water harvesting systems and improved granaries across five drought-affected provinces of Sofala, Tete, Gaza, Inhambane and Maputo were created. Their selection should have been done “in close consultation with the local communities and their leaders, with the aim of strengthening their livelihoods and contribute to their resilience” and implementation supervised and supported by service providers<sup>60</sup>, which were in charge of providing technical expertise and assistance in project identification, design and implementation, ensuring community mobilization and active participation. 86% of the created assets were for infrastructures (33% roads, 24% WASH, 16% agriculture and 13% schools), while the remaining 14% was divided into small livestock, social assets, cleaning, reforestation, housing and health infrastructures, production of building materials (bricks) and fisheries.

The lack of clear criteria for beneficiaries selection at the beginning of the intervention, mainly based on information from vulnerability and IPC assessments and INAS lists (the National Social Action Institute), induced the members of the Food Security Cluster (FSC) - which includes WFP - to draft Standard Operating Procedures (SOP) with the purpose of agreeing on procedures and criteria for harmonising and standardising food assistance response in terms of operational planning, targeting and registration, conditionality, transfer values and transfer modalities. As stated in the SOP, it “was intended to give answer to some key principles which have to be considered when deploying a humanitarian response action: How to meet food needs of all affected populations; How best to enhance programme design and ensure that programme objectives are met; Operational feasibility considering constraints faced in the Mozambique context; Community and beneficiary ability to

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<sup>58</sup> According to the provided figures, around 14% of individuals were on average benefitted by general food distribution, except in the case of Sofala where the proportion rises to 45% (no explanation is provided). However, apparently figures are not totally correct (sums do not match single values), therefore its assessment could be biased and should be verified.

<sup>59</sup> Specific support was provided between April and October 2017 for Social Behavioural Change Communication (SBCC) activities to ensure uptake of nutrition rehabilitation services offered to children (6-59 months) and pregnant and lactating women with signs of moderate acute malnutrition, in drought-affected districts of Mozambique. The SBCC component was integrated into the FFA programme targeting the same beneficiaries in Nicoadala and Morrumbala districts of Zambézia province, with the objective to contribute to preventing the further deterioration of stunting in children under two of age focusing on pregnancy and the first two years of a child's life (1000 days). Additionally, a Community Mobilization component aimed at generating demand for acute malnutrition rehabilitation services from the health system with a focus on Pregnant and Lactating women and children under 5 years of age was implemented in four (4) districts of Zambézia and Cabo Delgado provinces and six (6) districts of Nampula province.

<sup>60</sup> 13 services agreements were signed with 9 different national service providers: ACEAGRÁRIOS; ADC; ADRA Moçambique (2), ADRM; ARA; ASA (2); CCM de Manica, Sofala (2) and Tete; LWF.



adhere to set out guidelines; Coherence and synergy with government policies and programmes.” The SOP has guided further intervention for humanitarian assistance including the pilot-programmes that WFP has tested in Tete province. Additionally, WFP adopted from August 2017 its “corporate beneficiary management and transfer system SCOPE” to register beneficiaries which “enhances accountability and reduces fraud where deemed to be a risk, in addition to enabling WFP to collect information [like gender, age, phone contact for regular collection of food security-related information] which is used to inform programme design”. The deployment of the system was delayed due to the late arrival of needed equipment and the necessary training of partners. Within the 3 districts of Tete where the humanitarian assistance has been provided with the EU support, 19,583 beneficiaries were registered to the present in Moatize, 23,792 in Marara, and 10,610 in Cahora Bassa (overall 220,000 beneficiaries).

With the intent of testing alternative solutions, pilot mechanisms were adopted in selected districts of Tete province selected based on SETSAN food insecurity data and discussions with local authorities. Modalities were chosen according to multi-sectorial assessments conducted by WFP looking into the situation of local markets, retailer capacities, service providers capacities and local authorities’ position on cash-based transfers (CBT):

- e-vouchers through the World Vision’s Last Mile Mobile Solutions (LMMS) Changara and Cahora Bassa districts for the redeeming of commodities from pre-selected retailers<sup>61</sup>;
- unrestricted cash-based transfers in Cahora Bassa.

The LMMS system was only deployed for two months (February and March 2017) and closed prematurely due to several issues, mainly related to technology constraints (Vodafone was not able to cover the entire region as declared, 44% beneficiaries had problems with the use of the e-vouchers) and delays in starting the delivery of food through retailers (only one retailer was contracted from Beira and due to rains and roads conditions it delayed food delivery until intermediary storage facilities were established). Despite of the mentioned constraints, the assistance was well-received by its beneficiaries and better appreciated than in-kind food distribution<sup>62</sup> since it enabled them access to a wider range of locally preferred food commodities and to meet their short-term food gaps.

The pilot for unrestricted cash-transfer was implemented in Cahora Bassa from September 2018 up to January 2019. 2,122 households in 36 communities received four disbursements of 2,000 Meticaís each via mobile money (M-PESA), for an overall disbursement of around 263,000 USD. Due to the pilot nature of this initiative – cash transfer was only used in Mozambique for social protection because of resistance by the government for its adoption in emergency – preparatory steps had to be implemented, including assessing market conditions, financial service availability, security and gender analysis, as well as agents’ availability for mobile money disbursement, training on use of phones for beneficiaries, and appropriate assets identification. Beneficiary selection followed vulnerability criteria<sup>63</sup> focusing on households with labour-capacity, as the mechanism – like the above mentioned LMMS – in fact was not a hard unconditional cash-transfer but based on Cash for Work approach.

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<sup>61</sup> According to WFP final report, “within the 4 months of February and March 2017, a total of 2,529 households (HH)/11,641 beneficiaries, of whom 79% were women and children, were assisted with 11,028,760 Meticaís across Cahora Bassa and Changara districts of Tete province. Beneficiaries were all provided with electronic cards as an electronic voucher and provided with a monthly transfer value of \$69.25/HH. Each household was provided with a PIN code in order to redeem their commodities from a pre-selected retailer. The provided assistance represented an in-take of 1,893 kcals per individual (90% of estimated total required kcal intake of 2,100). The transferred amount allowed households to gain access to some 174.63 metric tonnes of food comprising of maize (122.24 mt), rice (10.48 mt), beans (20.96 mt), vegetable oil (8.73 mt), salt (3.49 mt) and sugar (8.73 mt).”

<sup>62</sup> An independent evaluation “showed the preference of beneficiaries on the use of vouchers in both Cahora Bassa and Changara districts where 65% and 83.5% of beneficiaries respectively indicated their preference to 100% CBT transfers as opposed to in-kind food assistance”.

<sup>63</sup> Vulnerability criteria included:

- a) Head of household characteristics: including whether household was headed by a single parent, elderly, child, disabled or chronically ill member.
- b) Household composition: looking at the number of people that were chronically ill within a household, the number of pregnant and lactating women, and number of dependants.
- c) Household economy: looking at land access, loss of labour opportunities, any loss of agricultural and productive assets and/or livestock assets.
- d) Households receiving or eligible for the Basic Social Subsidy Programme (PSSB) from the National Institute for Social Action (INAS).



The lists of beneficiaries were prepared by the communities themselves and verified by local authorities along with the selected service provider ADRM to ensure that most in-need vulnerable households were effectively included.

Findings from the end-line survey applied to 400 beneficiary households and 280 non-beneficiary households show the positive impact and effects of the pilot cash transfer in Cahora Bassa. However, as the end-line was conducted in May (just after the harvest), while the baseline was done in March (just before the harvest, probably at the main lean period), comparison of baseline with end-line data was not found to be useful to highlight the effective impact of the provided assistance. Main findings of the survey on the cash pilot highlighted that cash transfers:

- Significantly increased food consumption and dietary diversity as well as the intake of iron rich foods (that would not have been achieved with in-kind assistance) and protein sources for both male- and female-headed beneficiary households compared to non-beneficiary households.
- Significantly reduced the extent to which female-headed beneficiary households had to rely on livelihood-coping strategies during the lean season, compared to female-headed non-beneficiary households.
- Significantly improved the Food Security Index for (mainly female-headed) beneficiary households compared to non-beneficiary households, reducing the gap of food security between male-and female headed households.
- Significantly increased the frequency with which beneficiary households visit local markets compared to non-beneficiaries.
- Significantly increased the popularity of cash as a transfer modality amongst beneficiary households compared to non-beneficiary households.
- Increased access to telecommunications and mobile money for beneficiaries.

Even if statistically significant, these findings are not supported by a deep analysis of their underlying causes and explanation of their reasons, especially in relation to coping strategies and behavior changes on female-headed households. Something that could provide information and evidences for decision-making and to orient future initiatives.

The assessment made in the framework of the final evaluation of the MDG1c Programme is satisfactory in terms of effect of the support that the EU has provided via WFP to assist populations affected by the El Niño drought in several provinces of Mozambique. Due to delays in signing agreement and in starting activities, assistance was mainly provided for resilience purpose rather than as an emergency response, justifying the adoption, even for cash-transfer or commodity vouchers, of the Food-For-Assets modality.

There is not a quantitative study of the impact of the overall humanitarian assistance supported by the EU, however findings from the baseline and endline study on the Cahora Bassa pilot-programme, even with the mentioned limitations, show the positive impact on beneficiaries' households in terms of: improved Food Security Index, Food Consumption and Dietary Diversity and coping capacity.

The cash transfers had to certain level a "protective effect" of the household food access in the lean season. The fact that the proportion of households with poor food consumption (according to the FCS) was significantly lower among beneficiary households compared to non-beneficiaries (20% vs 29%) in the lean season would be indicating that the cash transfers helped sustaining the household's capacity to buy food in the period of scarcity. Furthermore, the proportion of beneficiary households consuming more frequently iron rich foods and protein sources was significantly higher compared to non-beneficiaries. This would be indicating that cash not only allowed maintain access to food but also improve the access to diverse and more nutritious food items.

The cash transfer had also a significant effect in protecting households from food insecurity (estimated by the combination of food consumption, share of food expenditures and livelihood coping, according to the WFP-CARI console) during the peak of the lean season. The proportion of severely food insecure households was significantly lower amongst beneficiaries than non-beneficiaries (14% vs 21%). The effects were higher for female headed households.

In terms of coping capacity, the endline study found significant effects on improving the coping capacity of female headed households, for instance the proportion of beneficiary female headed households that apply emergency coping strategies are lower compared to non-beneficiaries.

As to other effects, access to markets has also improved for beneficiary households, as mentioned above, but this can be related to the frequency of cash transfers and not necessarily an isolated effect of the interventions. The study also found that cash transfers are much preferred over other forms of transfers such as vouchers or in-kind food distribution, but there is no information that help to understand this choice. Interviewed beneficiaries declared their satisfaction with regards to the FFA modality as it leaves durable assets for the community, with potential long-term benefit while food assistance just solves an immediate need.

Impact on gender is also positive, having reduced the gap of food security between male-and female headed households in favour of female-headed households, having largely increased the share of decision making in the use of cash, and having not registered an increase in gender-based violence, in the level of conflict or of security (however without comparing with the control-group to assess a direct effect).

However, the fact that the endline and baseline were carried out in different seasons is a major limitation to understand the real impact of the component, being not clear the reason why the two assessment were not performed in the same months. Additionally, it is not evident from the reports that the target and control groups were equivalent and comparable, as it is assumed that beneficiaries' groups have been selected based on criteria that left out the control group. Furthermore, the age disaggregation is not very helpful for understanding impacts and behaviours, as the main group of beneficiaries goes from 18 to 59 years, with big differences in terms of livelihood, labour capacity, family composition, knowledge and understanding within this range.

Some of the findings from WFP final report and Cahora Bassa endline study would need deeper analysis to understand real impact and especially root-causes of specific behaviour, namely for female-headed households. Reasons for different impact and behaviour between male- and female-headed households have not been assessed and there are no recommendations about how to ensure that women can be better targeted and supported. Decision on use of cash and on gender-based violence could be biased by the sex of the respondent or by social taboos. An assessment of the real use of cash transfer (food, health, school, commodities, inputs, assets, etc.) would be also interesting in order to understand how families take advantage of the increased income and how such income could lead to improved livelihood in the medium-term.

Additional findings from observation during the field mission refer to:

- Due to delays, the timing of assistance delivery was not the most adequate to respond to the occurrence of the crisis, as disbursement and in-kind assistance started only in October 2016, few months after the declaration of red alert which was already delayed when compared to the crisis situation started in 2015.
- Selection and targeting criteria were not adequately defined at the beginning of the intervention, based on lists provided by the communities and validated by local authorities and partners, however, interviewed stakeholders and beneficiaries declared that the most vulnerable and in-need groups were benefitted<sup>64</sup>.
- There is insufficient information to assess the coverage of the provided support in relation to the existing needs, as the number of beneficiaries was based on the available budget rather than on a needs assessment.
- The FFW/ FFA approach mainly targeted households with labour-capacity, not the most vulnerable, that have been benefitted by other modalities like unrestricted cash-transfer<sup>65</sup>.

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<sup>64</sup> An interesting finding of the FSC After Action Review indicates that “Agencies tended to remain in their preferred areas and hence provided greater coverage of general needs in one district or province rather than assisting other areas where vulnerability was higher.”

<sup>65</sup> A new on-going phase supported by DFID targets most vulnerable population – widows, elderly, people with disabilities – complementing the subsidy they receive from INAS, but to some extent leaving uncovered those that are out of the system and even more vulnerable.

- The selection of the asset was not fully done based on a need assessment with a clear involvement of the communities, as the beneficiary have reported, but mainly based on a list prepared by local SDAE staff or as suggested by the service provider.
- Service providers have provided technical guidance and support to the beneficiaries, according to their capacity (a quick assessment shared with local staff in Cahora Bassa indicated that ACEAGRARIOS was the best one, followed by CCM and ADRM).
- The support provided under this component was used for different types of assets, most of them social assets for roads rehabilitation, brick making, or water tanks for schools but also productive assets like dams/reservoirs for agriculture/horticulture, fruit culture, cassava seeds and demonstration plots, livestock vaccination facilities, etc. Assets selection should ensure that they will benefit the entire community and not just specific groups and that they are linked to local dynamics (for example school feeding purchasing local horticulture produce).
- A better assessment of natural conditions and disaster risks preparedness should have been included in this component, especially in relation to the choice of assets, looking to their environmental viability and impact (dams without water, etc.).
- Groups of beneficiaries are good entry point for other activities, like nutrition education, health and hygiene, saving and credit, literacy, etc. Conditionalities to cash-transfer could be introduced to link financial support not only to assets but also to community commitment in terms of natural resources management, nutrition, school attendance, gender equity, etc.<sup>66</sup>.
- Mobile solution revealed to be efficient when a retail market system is in place and mobile coverage is guaranteed, not in remote areas where network was not working properly (in spite of the operator commitment); beneficiaries got familiar with the use of mobile technologies which could be used for other purposes as well (including communication as main real purpose of mobile phones – interviewed beneficiaries declared that they are using mobile phones mainly for receiving calls without impact on family economy for credit purchasing).
- The visibility of the provided support could be improved especially in relation to assets and resilience activities, as there was found no evidence, flag/logo, sign or even knowledge among the beneficiaries that they received assistance with EU support, being easier for them to identify WFP or the service provider rather than the donor.

#### 4.7.2 Humanitarian response to Idai and Kenneth cyclones

Idai and Kenneth cyclones have strongly affected central and northern provinces of Mozambique in March and April 2019<sup>67</sup>. A large multi-donor and multi-actor humanitarian response was deployed and to some extent is still in the field to assistance population recovering from the destruction of houses, production assets, agriculture fields, livestock and especially human lives.

The EU provided support via ECHO and diverted some of the MDG1c to assist beneficiaries of the Programme, showing the good responsiveness of the programme in response to the crisis. Taking

<sup>66</sup> The FSC SOP now refers to 3 types of conditionality that will be considered for food assistance, aligned to this finding:

- Unconditional assistance: meaning beneficiaries do not have to undertake any type of activity to receive assistance;
- Soft conditionality assistance: meaning beneficiaries will have to participate in light activities such as trainings, social behavior change activities, hygiene campaigns etc. in order to receive assistance; and,
- Conditional assistance: meaning able bodied beneficiaries will have to participate in heavier duty type of activities to receive assistance, typically asset creation activities.

<sup>67</sup> The Tropical Cyclone IDAI made landfall on the night of 14 to 15 March near Beira City, Sofala Province, in central Mozambique. The Cyclone brought strong winds (180 – 220 km per hour) and heavy rain (more than 200 mm in 24 hours) across the provinces of Sofala, Manica, Zambézia, Tete and Inhambane, causing rivers to overflow with flood waters reportedly rising above 10 meters. IDAI also brought a large storm surge in the coastal city of Beira and surrounding areas of Sofala province. An estimated 3,000 sq. km of land and 715,378 hectares of cultivated land were flooded by IDAI. As of the end of April, 400,000 had been displaced, of which 160,927 were sheltering in 164 temporary accommodation centers across the four provinces. It is estimated that over 13.5 million people lived in the four provinces of Sofala, Manica, Zambézia and Tete, out of which more than 1.5 million have been affected, over 1600 injured and more than 600 people died. An estimated 750,000 are in need of urgent assistance. About 53% of those in urgent need are women, 47% are men, 254,000 are children under 18 years of age, and 63,000 are over 60 years of age. On 25 April, Mozambique experienced a second Tropical Cyclone, Kenneth, which made landfall in between the districts of Macomia and Mocimboa da Praia in Cabo Delgado province. With wind gusts of up to 220km/h, Kenneth became the strongest cyclone to ever hit the African continent. Kenneth made landfall at the end of the rainy season, when river levels were already high, increasing the risk of river flooding. The latest reports estimate that about 18,029 people have been displaced. (Mozambique Cyclone Idai Post Disaster Needs Assessment, May 2019)

advantage of the established e-voucher system, FAO was able to quickly reach 6,000 affected beneficiaries that already participated in the e-voucher programme and new 2,000 beneficiaries were identified and registered. E-voucher was utilized in selected areas of the following districts: Nhamantada (Sofala), Gondola – Macate, Vanduzi and Sussundenga (Manica) targeting beneficiaries of package A (subsistence farmer), avoiding overlapping with other agriculture assistance interventions<sup>68</sup>.

..The analysis of this component is proportionally reduced, due to time limitation and because it was not included in the original terms of reference. However, taking the opportunity of the planned field mission, the team diverted part of the programme to visit affected areas, namely in Manica (Dombe), Sofala (Nhamatanda), Cabo Delgado (Montepuez) and especially in Tete province (Moatize and Tete<sup>69</sup>). Additionally, the team met the IAHE (Inter-Agency Humanitarian Evaluation) mission in Maputo, the Food Cluster mission in Chimoio and WFP focal point in Rome for additional discussion.

What was observed during the field mission and by interviewing beneficiaries and local staff is that existing groups, supported by MDG1c, have showed a good capacity to react. Increased knowledge of health and hygiene practices, as well as nutrition by the health committees and care group mothers helped reducing the risk of diseases like diarrhoea and cholera in the programme areas affected by the cyclone Idai. Health staff mentioned that programme beneficiaries were more aware of disease prevention measures like hand washing and proper water disinfection, at the same time they know better how to build and use latrines, which facilitated the health interventions. From a nutrition perspective, mothers were aware of the fact that the normal diet should have been reposed progressively after days of starving<sup>70</sup>.

Groups created or supported under the MDG1c Programme have a good level of internal organisations and a great mutual solidarity which helped them to be able to establish reactive mechanisms, serving as contact points for their members but also for the assisting organisations. The market system with agro-dealers and retailers was useful to provide assistance and to reach the beneficiaries in order to recover and to quickly restart productive activities. Increased food production capacity resulted in larger food reserves that last longer and permit households to cope better with the lean season and such events (when they resisted, unfortunately not everywhere).

It is therefore possible to conclude that, despite the MDG1c Programme was not intended and did not include a specific strategy to reduce disaster risk, the effect was positive in term of increased communities' preparedness and reaction capacity which were able to face such extreme events. Additionally, the capacity to respond to a rapid onset crisis, almost at the end of its operational period, shows the importance of its flexibility. Nonetheless, and considering the conditions of Mozambique as prone-country to even more frequent and intense natural disasters caused by climate change<sup>71</sup>, it is recommended that interventions like the MDG1c should integrate in their logic a clear strategy to reduce risks and increase resilience, improving preparedness and reaction capacity of its direct beneficiaries and supported institutions.

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<sup>68</sup> FAO has also distributed in Dombe (Manica) in-kind kits for agriculture production, namely tools and inputs, to help farmers re-establishing their field for food production (namely for maize and beans) and to support reducing the effect of the cyclones over the achieved results. In spite of the good effectiveness of the adopted modality, as through the e-voucher system was possible to easily reach a large number of beneficiaries, the impact was not good as expected. Fields were invaded by sand and therefore very weak in fertility, and the already low production of maize achieved was attacked by a disease (*lagarta*) that destroyed it almost totally.

<sup>69</sup> A large resettlement (still a tent camp) supported by UK AID and international NGOs was visited close to Tete town. 509 from the shore of the river in Moatize were moved there after the flooding caused by Idai and that still denies the use of the main bridge that links Moatize to Tete. Issues related to economic activities that farmer could implement in a peri-urban area with all potential social conflict with resident could raise and request high attention

<sup>70</sup> Emotional relates mentioned that people, including elderly women, had to spend several days on trees waiting for the decreasing of the water level before have been able to get down and before being able to receive any assistance, namely food assistance.

<sup>71</sup> According to UN OCHA August 2019 report: "About 1.6 million people are currently severely food insecure, including 1.35 million people food insecure from the 39 districts analysed in the IPC acute food insecurity analysis, and 290,600 estimated through secondary analysis. It is projected that between October 2019 and February 2020, nearly 2 million people will require assistance to recover livelihoods, including agricultural inputs, rebuilding infrastructure, income-generating activities and food assistance. In the 31 districts assessed in 2019, it is estimated that about 67,500 children are suffering from acute malnutrition and require treatment." <https://reliefweb.int/report/mozambique/mozambique-vulnerability-assessment-committee-results-2019>



## 5. CONCLUSIONS, LESSONS LEARNT AND RECOMMENDATIONS

### 5.1 Main conclusions

**Relevance:** The mission's overall conclusion is that the MDG1c programme has been highly relevant to the needs of the country, in terms of addressing one of the key problems – the prevailing high levels of food insecurity and malnutrition, particularly in rural areas. The programme's main approach to address the complex set of determinants of food and nutrition insecurity by a set of multisector interventions was well aligned with the national policies and priorities such as the PGG 2015-2019 and the ESAN and PAMRDC. It was also in line to the existing evidence pointing out that food insecurity and malnutrition should be addressed from different angles. However, the programme's original design based on the upscaling of dispersed interventions already in place, the large geographical dispersion and the lack of effective integration among components, resulted in a very complex programme that diluted the potential to effectively implement the multisectoral approach. As a result, not all districts and communities could benefit from interventions addressing food availability, access and utilization at the same time leaving out the potential to create synergy between interventions.

**Efficiency:** Overall the technical and financial execution was adequate. Activities have been implemented and funds were almost totally used, even if some initial delay. However, the coordination mechanisms were not effective to ensure complementarity and synergies among implementing agencies. There is no doubt that the three RBA have expertise and comparative advantages on FNS, that allowed the MDG1c to probe different approaches, methods and implementation modalities in several topics (i.e. nutrition education, support to farmer associations, extension services), that at the end resulted in important lessons learnt for future programmes. However, the potential to build synergies upon the comparative advantages of each agency was not fully developed as the implementation was rather fragmented, with few opportunities for complementarity and synergies, and for cross-fertilization. Additionally, even if SETSAN's coordination role was important to ensure consecution of programme targets, it remained lower than expected for convening the agencies to promote coordinated implementation, knowledge sharing and learning, as well as other actors for sectors that were not addressed by the programme, like water and sanitation. On this sense, the support of the technical assistance to SETSAN, especially regarding the monitoring of Programme outcomes, was not satisfactory.

**Effectiveness:** The programme was highly effective in achieving most of the output level targets, though for some result components the targets have been reduced in the course of its implementation (as a result of the 2016 revision and MTR recommendations). At outcome level the various impact evaluations conducted for each result components, have demonstrated that the programme's interventions have generated significant improvements on agricultural and fishery production, nutrition knowledge and to a lower extent on household income, health and nutrition practices, among beneficiaries. Although due to data constraints these effects cannot be extrapolated to district and national levels, these findings would be confirming that the programme interventions were relevant and appropriate to address the main constraints that affect food availability, access and utilization in the context of rural Mozambican communities. However, in terms of inclusiveness, the programme design has failed to propose and test appropriate schemes for the poorest and most vulnerable groups, particularly with respect to productive interventions.

**Impact:** The multisector approach of the programme and the set of interventions selected have the potential to contribute significantly to the improvement of food and nutrition security at household level. There is evidence from impact evaluations that the household food security situation (measured by proxy indicators such as FCS and HDDI) among beneficiaries from agriculture, fishery and nutrition education/SBCC interventions is significantly better than that of non-beneficiaries. The evidence also points out that impact is larger for households that benefited at the same time from agricultural/fishery production and nutrition education/SBCC. Although the magnitude of the programme's contribution

to the changes in the nutrition status of vulnerable groups cannot be quantified<sup>72</sup>, there are indications from the impact evaluation studies that there were improvements in the nutrition status of children under five years old among the beneficiary households, but the differences with the control group were not significant. Various factors explain this finding: the relatively short time of exposure to nutrition pillar interventions, diverse targeting criteria that not necessarily allowed to concentrate all components on families with under 2 years old children, the critical determinant factors of malnutrition that were not directly addressed by the programme like water and sanitation, early childbearing, women's low education and heavy workload among others.

**Sustainability:** The programme has contributed to building of capacities at institutional and beneficiary level to sustain the activities, with a substantial effort in each Result Component to the continuation of project achievements. In the first place, knowledge and capacities were created at community level (such as vaccinators, FFS facilitators, seed producers, silo construction artisans, health committees, care group mothers) which to a certain degree will allow the continuity of the activities. Many of the trained persons at community level have gained the respect and trust of the communities and they are considered as knowledgeable persons. Additional skills have been delivered to improve leadership of farmer associations and cooperatives. Capacities of national institutions, especially at local levels were strengthened in the different topics covered by the programme. Staff has been trained and equipment in many cases has been made available to fulfil their task. However, the limited financial resources in the public sector will be a constraint to implement activities at the same level than under the MDG1c. Staff turnover will be also an issue. Also, the private sector has been trained by many programme components to provide services to farmers, livestock keepers or fishermen. Some best practices and lesson learned - such as Seeds sector strengthening (RC1), FFS (RC3), Food Fortification (RC13), SBCC (RC14b) and Nutrition Education at Schools (RC16) - were incorporated into the national FNS programmes/policies, while new or still on-going initiatives give continuity to other components (ProAQUA/PRODAPE, PROMER, FAO/GEF, WFP/DIFD). The EU has funded two main initiatives concentrated in Nampula and Zambézia: PROMOVE Nutrição (implemented by WFP) and PROMOVE Agribiz (FAO and GIZ).

**Gender:** The incorporation of the gender dimension across the programme cycle was not homogeneous, it was very weak in the design phase as it did not consider the specific needs of women, men, youth and other groups. Implementation was more gender sensitive by actively promoting the inclusion of women into the programme activities and conducting gender sensitization, but evaluation and reporting was rather weak in gender analysis with some exceptions. Nevertheless, involving and training women in FFS, health committees, farmer organisations, saving groups, care groups and other groups, empowered women by transforming them in behaviour change promoters, allowing them to gain the respect of the communities. Yet, programme's contribution to other critical aspects such as the women's decision power over productive resources, food and household income and alleviation of heavy workload was low, in part due to the fact the programme did not have a strong gender transformative focus. It is perceived that overall the programme implementing agencies suffered from a relatively low capacity, in terms of staff, guidelines, tools and analyses to mainstream gender issues across the all RCs. Very few specific studies were conducted on gender, while gender disaggregated data and analysis was not systematically collected nor reported across the RCs. The lack of more quality gender analysis and studies in turn limits the possibility of the programme to disseminate best practices and lessons learnt to create more gender awareness among the stakeholders involved in FNS policy and programming. Little can be learnt from the MDG1c Programme in terms for instance mainstreaming gender into the multisectoral FSN programmes.

**Environment and climate change:** The Programme did not include a specific strategy to focus or to mainstream environment and climate change issues. Such issues were addressed at the results components level developing and adopting approaches related to adaptation to climate change aimed at increasing resilience in production systems as well as to promote the sustainable use of natural resources, which were later adopted by new interventions of the EU and the implementing agencies.

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<sup>72</sup> With existing data, it is not possible to measure which percentage of any changes in the nutrition status are due to the programme's action or other factors.



However, some concerns remain about the lack of proper studies regarding the environmental impact of important infrastructures, mainly roads and increased access to market. The Programme did not adopt a specific strategy to reduce disasters risk by increasing communities' preparedness capacity to face natural disasters and extreme events, but it acted in response to events like the El Niño drought in 2016 or the recent Idai and Kenneth cyclones in order to reduce their effects taking advantage of the indirect effect of some activities, like improved health and hygiene practices, increased food availability and conservation, intra-groups solidarity, etc.

## 5.2 Lessons learnt

Besides main conclusions, the analysis identified some approaches and components that were considered interesting as lessons learnt or for further reflection to guide on-going or future initiatives.

### 5.2.1 Multisectoral approach to FNS

Based on both the best practices and challenges from the MDG1c programme, below are some key lessons learnt from the programme, that may assist to design more efficient and effective FNS multisector programmes in the future.

#### **1. In practice implementing multisector approach at wider scale is very challenging, context specific planning and implementation seems to be one of the more effective and efficient ways to apply and combine different interventions**

While it is recognized that multisector programmes are necessary to overcome the multiple determinants of food insecurity and malnutrition, the practical implementation of such interventions pose complexities and challenges (as demonstrated by the MDG1c). Multisectoral programming is difficult when planning systems are sector based and centralized. Centralized planning and budgeting do not give the sectors the flexibility to tailor the interventions to the needs of local populations, for that a more decentralized planning systems are necessary. Decentralized planning would allow a context specific situation analysis to select the best combination of interventions to render the major impact, at the same time decentralized planning would allow better convergence, complementarity and coordination among actors. Yet, without certain level of budgetary autonomy and local capacity, even decentralized plans cannot be fully implemented.

#### **2. Strong coordination mechanism are required at all levels from national to local to facilitate multisector programming and implementation**

Multi-sectoral and multi-stakeholder coordination platforms at national level can serve as forums to strengthening harmonization of approaches, collaboration and complementarity. At local levels these coordination structures can serve for operational planning, monitoring and evaluation of achievements. The role of a coordination bodies like the future CONSAN and the SETSAN is key in this regard, but they need to be strengthened and given enough power to convene all sectors involved in FNS.

#### **3. Multisector programme implementation requires strong capacity building in topics, methods and approaches to implement effective programmes.**

Usually technical staff of ministries are trained in topics related to their sector. Learning to work across sectors can require learning new terminologies (i.e. the 1,000 days, forms of malnutrition), ways of thinking and new methods and approaches. Therefore, multisector engagement require additional capacity building in topics related to nutrition and the various dimensions of food security; ways to interact with different types of target groups (women, children, men, leaders); guidance on how to incorporate for instance nutrition into agriculture activities or how to link health promotion activities with economic or productive interventions, among other aspects. The MDG1c Programme has demonstrated that for instance once trained in nutrition, agricultural extension workers have the potential to disseminate nutrition messages at wider scale with lower operational investments.

**4. One of the promising ways to operationalize multisector approaches for FNS is the nutrition-sensitive programming into non-nutrition sectors, but this requires minimum guiding principles.**

The MDG1c has demonstrated that including nutrition dimension in productive sectors has an important added-value in terms of enhancing the effects on the FNS situation, by helping to translate the productivity achievements in better food consumption. However, the inclusion of nutrition dimension in non-nutrition sectors requires skills, advocacy work, careful planning and proper monitoring and evaluation. Advocacy should ensure that sector decision making levels understand the added-value of including nutrition in terms of sector outcomes. Planning phase should ensure a comprehensive FNS situation analysis, setting of nutrition objectives and indicators, selecting the right target groups. Monitoring and evaluation system should ensure sectors accountability on nutrition.

**5. Selecting few interventions based on the context is more realistic and feasible to operationalise than very comprehensive, ambitious programmes.**

MDG1c was quite ambitious both in scope and geographical coverage. The complexity of the programme made difficult a proper coordination, complementarity and building synergies. Thus, not all districts and communities benefited from multisector interventions. There is evidence pointing that to be successful a multisector programme should focus on fixed areas where the same target groups are beneficiaries of multiple interventions<sup>73</sup>. This is only feasible through programmes with few well focused interventions based on a deep understanding of the context.

**6. Engagement at all stages with national government and civil-society stakeholders is critical to ensuring sustainability and ownership.**

From the design stage, engaging with national and subnational government and civil society organisations is required to ensure alignment with national priorities and needs and to assure long-lasting ownership of the programme activities and goals.

**7. Cross cutting issues like gender and resilience to climate change should be considered across the whole programme cycle. To extent possible programmes should also address the strategic determinants of gender inequalities and environmental degradation.**

Both issues are critical aspects to ensure higher effectiveness, impact and sustainability of multisector programmes aiming at reducing food insecurity and malnutrition. Gender and resilience considerations should be included from start-up, in the design process by incorporating a comprehensive situation analysis of the practical and strategic needs of the different groups, objectives and intervention proposals to promote gender equity and long-term resilience. In the implementation phase, adjustments should be made to ensure that programme activities are delivered considering these aspects as cross cutting. Monitoring and evaluation at the end should make sure that appropriate information is collected and analysed to report programme achievements and outcomes disaggregated by gender including factors that enable or hinder women and men to benefit from the programme. Similarly, monitoring and evaluation should collect information on the ways how the programme contributed to build resilience to climate change in the communities, including on increased preparedness and reaction capacity to natural disasters and shocks.

**8. There is still a gap in the understanding on how to determine the right intervention mix for maximum impact in different contexts.**

Evidence on which type of interventions or mix of interventions are more cost-effective and produce the major impact in different contexts is still lacking, particularly for nutrition sensitive multisector programmes. Therefore, it is important that multisector programmes include robust monitoring and evaluation systems to allow collect and analyse data on their effectiveness, efficiency and impact to inform decision makers. Robust evaluation systems should be incorporated since the design of the programmes and should be adequately budgeted.

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<sup>73</sup> For instance, the evaluation of the Zero Hunger Plan in Guatemala, found that higher reduction of stunting was achieved among the households that benefited from several interventions at the same time (IFPRI). In the same line the MDG1c community level evaluation found that higher improvement in the household food consumption was achieved among households that received agriculture/pisciculture interventions integrated with nutrition education.

## 5.2.2 Farming Field Schools

### 1. FFS has proven to be an effective approach to enhance Agricultural development

The FFS approach is a good basis to integrate many other learning activities as has been proven through the other activities under RC1, RC2, RC4, RC8 and to some extent RC16. The FFS approach has created synergy with these activities and strengthened the results of the other components; for instance, FFS members had a higher productivity under the e-voucher scheme (RC2) than non-members, with FFS members having 10%-17% higher yields than non-members, including the FFS members of the control group who did not receive a voucher. The potential is there to use the FFS approach for further technology development than only variety testing of main crops as maize and beans. After seed improvement and e-voucher participation, farmers consider their FFS membership to be a major factor contributing to productivity increases, ahead of the use of fertilizer or SDAE extension services.

Farmers recognize that gaining knowledge on agricultural techniques and exchanging agricultural practices are strong points of the FFS approach to them. Farmers participating in FFS are more aware of the different qualities of varieties they have tested in their demo fields. As a result, they ask agro-dealers to provide them with a specific variety once they have a positive assessment of the qualities.

The building of FFS facilitation capacities at community level has proven to be a major factor to implement and to sustain activities. In the first place, knowledge and capacities were created at community level (such as vaccinators, FFS facilitators, seed producers, silo construction artisans, health committees, care group mothers) which to a certain degree will allow the continuity of the activities. Many of the trained persons at community level have gained the respect and trust of the communities and they are considered as knowledgeable persons.

### 2. The strong emphasis on capacity-building has greatly contributed to the institutionalization of FFS

A strong point of both the FAO and PSP activities to strengthen the FFS approach has been the strong focus on capacity development through the training of MASA and SDAE staff at different levels including FFS masters through in-service training. This approach is considered to be one of the successes in capacity enhancement of the public extension service. SDAE extension agents feel confident to train facilitators and monitor and guide the performance of the FFS groups. The capacity of the SDAE offices has been enhanced by the confirmation of many extension agents who have been trained in the FFS approach.

The good results of the FFS approach and the strong focus on capacity building has contributed to the mainstreaming of the FFS in Mozambique. MASA recognizes the importance of FFS as an approach to strengthening farmers' capacity and also to promote sustainable agricultural development. As a result, the FFS approach is now considered to be the mainstream agricultural extension approach and has been elaborated into a National FFS Action Plan to further mainstream FFS in other provinces and districts.

The FFS approach is a rather labour-intensive methodology as only a limited number of FFS can be trained by SDAE extension staff (on average 4-5 groups). Scaling-out (expansion to more communities) of the approach will thus need a further investment in staff capacity. But through the five years of working with the FFS approach substantial experience has been developed and a lot of FFS facilitation material available which may contribute to further scaling-out of the approach.

### 3. Sustainability of FFS can be enhanced by voluntary participation and joined activities

The FFS should be completely voluntary; the initial cash incentive to create FFS at community level through the transfer of money once the FFS was established, proved to be a failure in some areas as participation appeared to be rather opportunistic. As a result, a quarter to a third of the FFS was discontinued after some time. More recently established FFS that did not have this incentive, appeared to be less opportunistic and more sustainable.

The effort to sustain FFS by formalizing and registering the group as farmer association has proven to be a successful approach. The micro-projects financed by FAO further has helped consolidating the FFS and providing an incentive for continuity, not only from an institutional perspective but also to support economic initiatives which enable their growth (like irrigation systems, etc.).

### **5.2.3 E-Voucher**

#### **1. Operationalization of the e-voucher system has been enhanced by frequent monitoring and immediate problem-solving**

It has been possible to develop a working system for the registration and operation of e-vouchers through a commercial service provider at a relative low cost (USD 5 per participant, down from initially USD 13). This cost is lower than the initial paper-based voucher.

A major contributing factor to the successful technical operationalization of the e-voucher system has been the frequent monitoring and technical assistance by agents of the service provider. In initial stages, registration constraints and the lack of available e-vouches cards were referred by beneficiaries and reduced coverage. Any problem or issue related to the operationalization of the e-voucher system has been directly reported to FAO by the service provider on a regular basis thus contributing to a good working system. This in combination with the training of agro-dealers, information provided to the beneficiaries and regular monitoring by FAO staff has contributed to a successful introduction of the e-voucher replacing the original paper-based system.

The successful introduction and operationalization of the system has made it possible to use the e-voucher system for emergency purposes (Idai) and register beneficiaries at a very short notice. This shows the relative ease of operation and robustness of the system. As such the e-voucher turned out to be a very practical modality, with costs per beneficiary being reduced as compared to the initial paper voucher and with enough flexibility to adapt the system to local conditions and needs.

#### **2. Agro-dealers have been able to expand their business considerably through e-vouchers**

Agro-dealers were very satisfied with the impact of the e-voucher subsidies on their turn-over. They indicated that the turn-over had substantially increased (up to ten times) but somewhat decreased after the end of the component. According to them, the turnover was still much higher than before as farmers still continued to purchase seeds and fertilizers with their own funds.

As a result of the increased turnover, some retailers were able to set up their own agro-dealer shops and directly trading on their own account. The trust established with the main input supply companies made it possible for them to purchase agricultural inputs from wholesale companies on credit.

The increased interest for agricultural inputs through the e-vouchers component incited agro-dealers to set up input shops in more remote communities who thus far were not serviced at all. The e-voucher component thus contributed to improved service provision and private initiative of agricultural input suppliers.

#### **3. Benefits for beneficiaries are quite heterogenous; not all households were able to benefit**

Participating farmers have expressed their satisfaction of the e-voucher system with a majority indicating that their agricultural production has increased. The same applies for the productivity with both category A and category B farmers showing higher yield levels as compared to the control group. There was increased interest on moving from category A to B once beneficiaries understood the interest and potential of package B even if more expensive.

As indicated above, there is a strong interaction between the participation in the e-voucher scheme and FFS membership; the combination of improved access to input supply (seeds and fertilizer) with knowledge transfer through FFS thus provides to have a positive contribution to agricultural productivity. Most of interviewed farmers are expecting the e-voucher programme to be continued and eventually to include new beneficiaries, something that FAO, SDAE and service providers will have to manage to avoid conflicts.

The main interest of farmers is in the purchase of improved seeds as a majority of farmers were interested in package A (65,4%) at the start of the programme; improved seeds was in the perception of farmers the most important contributing factor to improved productivity. In the season 2017/18 the main interest had grown towards the package B with 63% of the total number of e-vouchers.

There has been a main impact on the extension of area cultivated and on increased income, but less so on the diversification of crops and income sources.

There is a major challenge to scale-up the e-voucher programme as resource-poor farmers have little possibilities to benefit; the MZM 500 to participate in the package A was mentioned to be a major barrier for many of these farm families. As a result, relatively few farmers benefited from the e-voucher scheme (in some FFS less than 30%).

The e-voucher component contributed only to a limited extent to crop diversification as MASA had determined the choice for maize and beans at the start of the e-voucher. Though later on in the programme the e-vouchers could be used for vegetable seeds, soy beans and groundnuts as well, farmers mentioned that they would like to have more flexibility in the use of the e-voucher subsidies including the possibility to use the voucher for other crops or for investments such as small-scale irrigation.

#### **5.2.4 SBCC and Nutrition education**

Nutrition education has been incorporated as a key intervention by the three implementing Agencies, with relative success. Here below key lessons learnt based on the experience of the three Agencies:

##### **1. Delivery of the same messages through different sources and channels leverage the effect on knowledge improvement and improved practices.**

Within MDG1c different institutional and community agents were trained to deliver nutrition and health education: agricultural extension agents of the national extension programmes, care group mothers, health committees. Interpersonal communication was also reinforced by radio broadcasting. The most important aspect is that all trained agents and radio programmes delivered the same messages on few key prioritized topics (child nutrition, mother nutrition, hygiene and sanitation, disease prevention, household diet). This approach rendered high effects on the improvement of health and nutrition knowledge and some improved practices (i.e. sanitation, hygiene). Particularly innovative was the inclusion of agricultural extension workers in nutrition education, approach that it is currently adopted by the national extension programme.

##### **2. The Social Behaviour Change Communication SBCC approach facilitates sustained nutrition/health awareness.**

The SBCC approach considers the social determinants of nutrition/health practices (i.e. cultural knowledge generation), identifies the various levels of influential persons that impact adoption of nutrition practices and translate this into the nutrition education programme design and implementation. Cultural beliefs as well as factors that enable or hinder improved practices are incorporated into the messages and education materials, while the influencers are considered at various levels of audiences. This approach has been proved to be effective to increase nutrition awareness, as found in the programme's RC impact evaluations. However, to produce higher impact on behaviours, the intervention should be implemented continuously for longer time (MDG 1c nutrition education components were implemented only for 1-2 years)

##### **3. Some quality elements of the design and implementation of nutrition education programmes are:**

- i) formative research that identify enabling and hindering factors for improved practices and help to ensure cultural sensitivity and feasibility of recommended practices;
- ii) participatory development of materials allows to design education materials that are more suitable and accepted by the communities;



- iii) experiential learning (learning by doing, like cooking demonstration, practical sessions on home gardening, hand washing practices) is more adapted to the context of rural communities, where, particularly, women have lower education levels;
- iv) strong monitoring and evaluation system are important to collect and analyse information that can be used to adjust the programme or build evidence on which approaches are more or less effective.

#### **4. Involvement of key stakeholders and alignment with national priorities and strategies guarantee ownership.**

National stakeholders at national but most importantly at provincial and district levels (Health, Education, Agriculture), together with NGOs and CBOs were involved since the beginning. This significantly improved the ownership, consequently improving the implementation and opening windows for continuity of the interventions. The role of Health Sector in providing the technical guidance on the priority contents and messages was also key. .

**5. Harmonization, coordination and common approach among implementing stakeholders is key** to build synergies, seek complementarity but most important to avoid delivering contradictory messages to the population.

#### **6. Community mobilization through community actors increases coverage rapidly.**

The experience of MDG1c in working with community actors such as Health Committees and Care group mothers has demonstrated that they can be more efficient in delivering nutrition messages and promoting behaviour changes, and most importantly they are trusted by the communities. This is an interesting move from agency-driven to community-centred service delivery.

#### **7. Nutrition education as stand- alone intervention is necessary but not sufficient to ensure adoption of improved practices and final contribution to improved nutrition.**

MDG1c experience has proved that despite women (and men) have improved their nutrition awareness, adoption of improved practices is still low, because of barriers that constraint the adoption of such practices. These barriers are related to the limited access to nutritious food round the year, lack of income to buy essential hygiene goods (i.e. soap), women heavy workload, higher number of children, among other. This points out to the need that nutrition education needs to be integrated with other interventions (food production, income generation, family planning, etc.) to produce maximum impacts.

### **5.3 Recommendations**

#### **Recommendations for the programming of EDF Rural development focal sector**

The MDG1c has demonstrated that better effects on food security are achieved when integrating productive and nutrition interventions. Considering that one of the objectives of the 11<sup>th</sup> EDF is to improve food security and nutrition, it is recommended that the EU strategy to rural development in Mozambique continue having FNS as one of its main focus and that synergies and complementarity among the interventions on food production, access and nutrition are sought. Different options to achieve this are recommended below:

- Align multisectoral programmes to context specific analysis of main causes of food insecurity and malnutrition, to better select the best set of evidence-based interventions to address the main determinant factors of malnutrition and do not left unattended crucial factors (like water and sanitation).
- Try as much as possible converging interventions in the same communities or at least same districts.
- Strengthening the multisector FNS planning process at district levels, to allow select and integrate the sectoral interventions according to the context specific FNS analysis, and seek complementarity with relevant interventions from other actors/donors.



- Enhance nutrition sensitiveness of the productive and market-oriented investments by: promoting the production, processing and marketing of more nutritious foods (i.e animal protein sources, legumes, vegetables, bio-fortified foods), integrating nutrition education with agriculture/fishery production and market interventions. In this respect the experience and lessons learnt from PROMER, ProPESCA, PSP could be a good starting point.
- To enhance the effects of the investments on the food and nutrition situation, adequate targeting is important. In this sense targeting should be inclusive to the most vulnerable (i.e. subsistence farmers with less than 1 ha, women-headed households). Appropriate schemes should be designed to facilitate access of the most vulnerable to improved agricultural/fisheries inputs and technology together with INAS, including social protection schemes.
- Ensure that the investments incorporate properly the gender dimension across the programme cycle, from design, implementation, evaluation and reporting. Differentiated analysis of the needs of women, men, youth should be the basis for the design of the interventions. Interventions that allow women empowerment and alleviation of their heavy workload should be prioritized.
- Integrate women's empowerment strategies to improve their access to income opportunities, work saving technologies, profitable cash crops, financial services, but also childcare and education (literacy)
- Increase the climate change/resilience nexus, integrating approaches on adaptation to climate change (water and soil conservation, forestry, agro-forestry and agro-ecology), climate-proof/resilient investments (roads and markets), disaster risks reduction and preparedness to disasters at both institutional and community levels. The logic of intervention of new initiatives should mainstream environmental issues in all components towards sustainable development based on a sound management of natural resources.
- It is highly recommended to include robust evaluation and monitoring system in the design of the interventions, to allow building evidence on the effectiveness of multisector nutrition-sensitive interventions that would inform the decision-makers on which intervention or combination of interventions are less or more effective in different contexts.
- Continue disseminating the lessons learnt, best practices and challenges of the programme and promote their inclusion in future FNS policies, programmes and plans.
- Support (agencies and the EU) the government seeking additional funding to overcome the remaining challenges for strategic actions that proved to be very relevant for Mozambique such as food fortification and nutrition education at schools.
- Continuous support to strengthen SETSAN capacity to perform its mandate, especially in the framework of the establishment of the CONSAN.

### **Recommendations for integration of emergency support (e.g. food assistance) with long term approaches to food security**

- Recovery and rehabilitation objectives should be incorporated since the immediate relief operations to allow for smooth and timely shifts between emergency and rehabilitation, with strong inter-agencies coordination mechanisms.
- Response options should be based on appropriate needs assessments of the affected people, strengthening timely and accurate needs assessment information generation mechanisms (such as the Mozambique Vulnerability Assessment Committee). Needs could change rapidly in an emergency context; updated data is necessary at all stages to inform the design of the most appropriate response options.
- Capacity building of the affected people to cope with the shock, reduce further impact on lives and livelihoods and support medium- and long-term rehabilitation/development need to be incorporated since the first stages of the emergency operations. In the first phase, for instance, training on knowledge and skills required to reduce the risks of mortality, malnutrition and diseases should be incorporated. Later, interventions with medium- or long-term impacts such

as nutrition/health behavior change communication/education, transfer of climate smart agriculture practices among others would be appropriate.

- To increase resilience and benefit the communities in the long term, asset creation at both community and household level (physical, economic assets) , and development of human and social capital (i.e. through support to school meals to avoid dropping children from schools) should be the focus of food assistance, immediate after the lifesaving assistance. The adopted modalities (either food, vouchers, cash or any combination) would depend on the need's assessments and the context.
- Coordination and involvement of “development” sectors (i.e. agriculture and rural development), since the early stages should be very important to ensure commitments to sustain the long-term interventions.

