



EC/FAO Food Security Programme - Phase II
'Food Security Information for Action'

Programme Workplan for the Republic of Mozambique

Donor:	European Commission
Implementing Agency:	FAO
Proposed Funding:	€ 268,387 \$ (Exchange rate US\$ / EURO = 1.34) 359,639
Duration:	3 years
Starting date:	1 April 2005

Mozambique has received much support from FAO and other partners over the last decade for strengthening food security information systems under the umbrella of the FIVIMS Initiative. A key partner has been the EC which is currently providing assistance to two FAO projects in support of the Food Security and Nutrition Technical Secretariat (SETSAN) and market and trade information system activities. Further assistance will be provided under the Programme to strengthen the capacity of national institutions, at the central and decentralized levels, in the collection, analysis and reporting of food security information and the communication of this information to selected target user groups.

The Programme will focus on the activities that were prioritised during a mission in October 2005 through discussions with the Government of Mozambique, the EC Country Delegation, FAO staff in Mozambique and other international organizations collaborating with the government of Mozambique on Food Security. These activities will add value to on-going initiatives in terms of "Information for Action", in line with the programme's emphasis during the second phase on the use of information products for more effective interventions and policy and programme formulation:

- 1. Development and implementation of simple tools for monitoring food access/consumption at the household level for use in national and sub-national surveys and food security monitoring.*
- 2. Support to improve existing food security information products (bulletins, reports, website, maps, etc.) in order to optimise utility for food security planning.*
- 3. Support for the application of CountrySTAT for organizing, integrating and disseminating statistical data and metadata on food and agriculture.*
- 4. Detailed analysis of the total value chain for cassava in the country to enable the government to develop informed strategies and activities in support of this key crop sub-sector to enhance the food security of small farmers.*
- 5. Stock-taking/ lessons learned exercises on selected themes that will serve as a reference for Mozambique and provide guidance to other countries interested in setting up or improving food security information systems.*

January 2005

Background

Mozambique is one of the countries selected under the EC/FAO Food Security Programme Phase II, and falls under the Group I Category, i.e. Chronically Food Insecure Countries. The country did not receive assistance in Phase I of the Programme. However, much support has been provided over the last decade (and continues to be provided) by FAO and other partners for strengthening food security information systems.

A key partner has been the European Community and its Food Security Programme based in Maputo¹. The EC funded several FAO projects including two separate phases in support of the National Early Warning System, as well as three project phases in support of market and trade information system activities in the Ministry of Industry and Trade (UTF/MOZ/077/MOZ) and one project in support of the Food Security and Nutrition Technical Secretariat (SETSAN - UTF/MOZ/071/MOZ). In the past, the EC also funded Médecins Sans Frontières and AEDES to conduct food security information collection and analysis activities at central and decentralised levels.

The activities selected for Programme support have been identified together with national institutions and partner organizations concerned with food security and nutrition, FAO staff in Mozambique and the EC Country Delegation during a mission in October 2005². FAO divisions participating in the Programme have also been consulted before and after the mission. The main criteria for selecting the activities has been the value-added for the country in terms of "Information for Action", in line with the programme's emphasis during the second phase on the use of information products for more effective interventions and policy and programme formulation.

Problems to be Addressed

Despite rapid and sustained rates of real GDP growth since the end of the civil war in the early 1990s, the majority of the population remains affected by poverty and food insecurity. About 70% of the population was estimated to live below the poverty line in 1997 and large segments of the population experience food shortages for extended periods of the year. According to FAO, the proportion and total of undernourished people were 47% and 8.5 million, respectively in 2000-2002. These figures indicate significant progress compared to 66% and 9.2 million for 1990-1992, but remain very high in absolute terms. Mozambique is also a disaster-prone country. Droughts are frequent and jeopardize the access to food of thousands of households, especially in the Southern provinces of the country.

The Government has been pursuing efforts for the continuous improvement and implementation of its strategies, policies and programmes with the fundamental objective of reducing absolute poverty, through the promotion of social and economic development. The country policy reference framework for poverty reduction is the PARPA, the Action Plan for the Reduction of Absolute Poverty, which is a multi-sectoral plan that reflects public investment priorities. PARPA includes policies and programmes in the following priority areas: (i) education; (ii) health; (iii) agriculture and rural development; (iv) basic infrastructure; (v) good governance; and (vi) macro economy and financial management. Two pillars of the current overall policy framework of the Government of Mozambique are 'decentralisation' and 'human capacity building'.

The modernisation of the agricultural sector is a major part of the government's poverty reduction strategy as it represents 20% of GDP (estimated at USD 276 in 2004), employs 80% of the total

¹ The European Commission has been a main partner for Mozambique for the last 20 years. The EC manages a very substantial aid programme. The main instrument for cooperation is the European Development Fund with a budget of Euro 511 million for the period 2002-2007. The EC fully supports the Government in its overall objective of alleviating poverty, in line with the actions identified in the main policy reference framework for the development of the country (the Plan of Action for the Reduction of Absolute Poverty (PARPA)), concentrating in the areas where EC has most experience and weight in the policy dialogue: transport infrastructure, food security and agriculture, and macro-economic budgetary support.

² See mission report of Françoise Trine, October 2006.

labour force and is the main source of livelihoods for the bulk of poor and food insecure households. Consistent with its 1995 Agricultural Policy, Mozambique launched the implementation of its Agriculture Sector Investment Programme (PROAGRI) in 1999, with financial and technical support from its development partners. The second phase of the Programme has as an objective promoting agriculture and increasing small-farm incomes (the small-holder sector is predominant). The sector remains affected by serious constraints, including poor infrastructure, low productivity, market fragmentation, increasing impact of HIV-AIDS and erratic weather conditions.

HIV-AIDS is a growing problem for food security in Mozambique with an estimated infection rate in the adult population - 15-49 years of age - of 16%. Without an aggressive response to the epidemic, life expectancy is projected to drop from 42 in 2000 to 36 years by 2010. HIV/AIDS jeopardize economic growth and poverty reduction efforts.

The Government is aware of the importance of getting good quality information in a timely way for food security planning and this priority is clearly reflected in the policy reference documents, together with the constraints which need to be addressed. The main constraints are:

- Limited capacity of national institutions at the central and decentralized levels in collecting, analysing, reporting and communicating food security information. Capacity building is particularly needed at the provincial level, the current focus of decentralization efforts for food security information. Designated structures at the provincial level (provincial SETSAN) should be able to lead data-collection activities, complete food assessments and crop monitoring and forecasting reports and perform analysis to support local decision-making. This is especially important for vulnerable districts and districts under emergencies.
- Lack of simple methods for assessing and monitoring food insecurity that could easily be transferred to national staff at the decentralized level.
- Data gaps in key sectors for food security, including the cassava subsector. Cassava is the main food crop in Mozambique in terms of production and its consumption is of strategic food security importance for the majority of rural households; It might also have an important potential as a cash crop.
- Existence of several databases on food and agriculture, which are often not harmonized and thus provide national decision-makers and donors with inconsistent data for monitoring progress in achieving targets established under the country policy reference framework, the 1996 World Food Summit (WFS) and MDGs.

Ongoing Activities

A number of partners provide assistance to the Food Security and Nutrition Technical Secretariat (SETSAN). SETSAN is a multi-sectoral institution established in the Ministry of Agriculture within the National Directorate of Agriculture (DINA). It ensures the implementation of the Food Security and Nutrition Strategy (ESAN), endorsed by the Government in 1998. Its mandate is to coordinate the formulation and implementation of food security and nutrition policies and programmes of all agencies (Government, NGOs, donors, UN agencies, private sector, civil society). At the provincial level, SETSAN is responsible for strengthening Provincial SETSAN, providing support for developing functional forums to influence policy formulation, planning and implementation of food security and nutritional activities and monitoring of progress achieved under ESAN. Main SETSAN partners include FAO, WFP, UNDP, GTZ, EC, FEWSNet.

FAO is currently providing support under Project UTF/MOZ/071/MOZ to SETSAN, under the umbrella of the FIVIMS Initiative³, and under Project UTF/MOZ/077/MOZ to the Ministry of Industry and Trade with funding from the EC Multi-Annual Food Security Programme. The main objective of the SETSAN project is to build the capacity of Mozambique nationals through intensive training in food security

³ FIVIMS is an interagency initiative which promotes good practices in building information and mapping systems on food insecurity and vulnerability. The acronym stands for Food Insecurity and Vulnerability Information and Mapping Systems.

information system techniques and practices. Training is targeted at the members of the multi-sectoral Working Groups at the central and decentralised levels and is supported by partner agencies.

Project UTF/MOZ/077/MOZ continues assisting the Ministry of Industry and Trade in a wide range of agricultural marketing and trade policy related issues. These include trade policy issues (Agricultural Marketing Strategy 2005-2009 and Trade Policy and Strategy Review), legal aspects of marketing and trade, market development support, market and trade information issues, market research and institutional reform at the central and, to a limited extent, decentralised levels.

The Southern Africa Community (SADC) has been supporting food security monitoring and early warning systems in several Southern African countries for many years. The Regional Early Warning System (REWS) under the SADC Food, Agriculture and Natural Resources Directorate (FANR) has been responsible for the coordination of technical support to individual member states. More recently, issues relevant to food accessibility have been incorporated into the analysis through the activities supported by the Regional and National Vulnerability Committees. The Regional Vulnerability Assessment Committee (RVAC), a multi-agency committee established under SADC-FANR with the initial support of FEWSNET, WFP, FAO, UNDP, and Save the Children UK, has the mandate to strengthen the capacity of Member States to undertake and utilise vulnerability assessments for food security planning in both emergency and non-emergency situations. National Vulnerability Assessment Committees (NVAC) were created under the leadership of national governments to strengthen vulnerability assessment capacity at the country level.

Objectives of the programme in the country

The main objective of the Programme in Mozambique is to strengthen the capacity of national institutions at the central and decentralized levels in the collection, analysis and reporting of food security information and the communication of this information to selected target user groups, addressing key constraints and adding value to on-going activities, through:

- Improving the collection of relevant food insecurity and vulnerability (FIV) data and information for: (i) monitoring food access and consumption at the household level (Activity 1) and (ii) enhancing understanding of how one of the main crops (cassava) could further contribute to the food security of the small food insecure producers (Activity 4).
- Strengthening the national and regional capacity in analyzing FIV data and information, in particular to assess food access and consumption at the household and individual levels (Activity 1).
- Assisting national institutions in producing and using information related to the cassava sub-sector for food security planning (Activity 4).
- Developing sustainable multi-sectoral food security information systems by taking stock of the lessons learned over the last ten years in a number of countries covered by the Programme (Activity 5).
- Improving the dissemination and communication of integrated FIV for more impact on policy - making (Activities 2 and 3).

Expected Outcomes at the End of the Programme

The following outcomes are expected to be achieved at the end of Phase II (outputs indicated in brackets refer to the Programme's logical framework presented in Table 1).

- National capacity at the central and decentralized level developed to apply two simple tools for assessing and monitoring food security and reducing poverty; these tools will have been tested and adapted to specific country circumstances (Outputs 1.A.1, 1.B.1, 1.B.4) .
- Improved contents and format of existing information products so that they respond better to users' needs and have a greater impact on action for reducing food insecurity and poverty (Output 2.C.1).

- Easy access to an harmonized and coordinated database for the country on food and agriculture (Output 2.C.1).
- Increased understanding of the production, use and marketing of cassava leading to more informed policies and interventions aimed at improving food security and reducing poverty (Outputs 1.A.1 and 2.A.1).
- Key lessons learned for strengthening food security information systems. These will serve as a reference to Mozambique and other countries interested in building on Mozambique's experience (Output 2.B.2).

Results, Activities and Inputs

The activities envisaged in the present workplan are consistent with the overall logical framework defined in the EC-FAO Food Security Overall Programme Document. The five activities proposed for the Republic of Mozambique are listed below.

1. **Development and implementation of simple tools for monitoring food access/consumption at the household level for use in national and sub-national surveys and food security monitoring.** This project will involve the refinement and implementation of two simple tools to measure household food security and dietary intake. The tools being considered include the household food insecurity scale and a dietary diversity scale. This activity will take place in varied settings in Mozambique to assess the food security and dietary practices of poor households. These tools, which bridge food security and nutrition, will be adapted to cultural and linguistic contexts in Mozambique to identify what is actually consumed by households and individuals within households and how households behave in times of food shortage.

FAO will provide technical assistance to up to 4 field sites where the tools will be adapted and used in surveys. Different versions will be converged to develop country-specific scales that have a common interpretation for use in national and sub-national surveys or monitoring exercises. A total of four adaptations are foreseen, with the first round of adaptations taking place in two field sites in Manica and Sofala provinces, under the auspices of FAO and SETSAN in early 2006. An international workshop will be held in late 2006 for on adaptation, use and interpretation of the tools. Mozambican representatives of government, international organizations and NGOs will attend the workshop, and will contribute to the workshop through reporting their experience with the first round of adaptations done previously. After the second round of two adaptations in other areas of Mozambique, harmonized tools will be produced and introduced to users through a national workshop.

Inputs:

- (i) International and national expertise to adapt the tools and use them in surveys;
 - (ii) Financial resources to organise: (i) an international workshop for adapting using and interpreting the tools and (ii) a national workshop to introduce harmonized tools to users.
2. **Support to improve existing food security information products in order to optimize utility for food security planning.** This activity will provide training materials and course to improve both the content and the format of existing information products (bulletins, reports, website, maps, etc.). It will help trainees to rationalize their products based on users' needs and to better communicate food security information to maximize utility on policy-making and interventions. This activity will take place just after the user requirements analysis which will be undertaken at the beginning of 2006. Target groups are civil servants involved in the preparation of information products in SETSAN or other key national institutions at national and provincial levels. Progress in improving existing products will be regularly monitored until the end of the Programme. Training material will be made available in Portuguese.

Inputs:

- (iii) International expertise to develop the curriculum (costs shared between the countries where the training will be carried out) and deliver a one week training course in the country;
- (iv) Financial resources to organise the training course in the country.

3. **Support for the application of CountrySTAT for organizing, integrating and disseminating statistical data and metadata on food and agriculture.** The Programme will assist the Government of Mozambique in enhancing food security information by introducing CountrySTAT to organize and disseminate statistical data and metadata on food and agriculture. This activity raised a lot of interest among the participants of the African Commission for Agricultural Statistics (AFCAS) Meeting held in Maputo in October 2005. CountrySTAT is a statistical framework and applied system for organizing, integrating and disseminating statistical data and metadata on food and agriculture. CountrySTAT improves access to and quality of information by strengthening communication and data exchange among key national institutions. This activity involves the delivery of CountrySTAT as a system and training on the statistical framework including standardizing core datasets to enhance compatibility among information systems. Capacity of national staff to manage and maintain the system will be built and strengthened.

Inputs:

- (i) International expertise for training technicians of national institutions on the statistical framework, management and maintenance of the system;
- (ii) Financial resources for equipment, translation, travel and training.

4. **Sub-sector study on cassava: production, marketing and utilization of cassava in Mozambique.** The main objective of the study is to develop a detailed analysis of the total value chain for cassava in the country. The study will enable government to develop informed strategies and activities in support of this crop sub-sector which is key to the economy of the country and food security of small farmers. It will also supply useful elements for private sector investment and marketing decisions in the cassava and upstream sectors.

In spite of its importance for household food security and its predominant position in the food economy, statistics on cassava (e.g. area cultivated, yield levels, etc.) and information on its post-harvest handling and use (e.g. losses, marketing, consumption, etc.) are notoriously poor and unreliable and often conflicting. In addition to being of strategic importance for food security, cassava may have a large, untapped potential as a cash crop. Nigeria and Ghana have realised its potential with dramatic effects. There has been interest displayed by private investors in the possibilities for producing and/or processing cassava in Mozambique given its current underutilization as a result of inherent problems with scale and fragmented production.

The study will be coordinated with the work carried out by the Global Information and Early Warning System Unit (FIEWS - FAO headquarters) on "Improved Integration of Root and Tuber Crops in Food Balance Sheets" (project submitted to the Programme Consultancy Fund). There will be considerable synergy with the project on cassava development that will be implemented soon in Malawi and Zambia by FAO.

Inputs:

- (i) International and national expertise to carry out the analysis;
- (ii) Financial resources for travel, publication, translation and dissemination.

5. **Stock-taking/ lessons learned in countries which received much support from FAO to establish their food security information systems.**

It is proposed to carry out stock-taking/ lessons learned exercises on selected themes in countries with established food security information systems which will serve as a reference for the countries involved and would provide guidance to other countries interested in setting up or improving food security information systems. This work will selectively provide documentation of existing systems, identify problems encountered and resolved, and highlight good practices in collecting, analyzing and using food security information for improving food and nutrition security of the population. The common activity is envisioned to cover 3 countries that take part in the EC/FAO Programme (Kenya, Somalia, and Mozambique).

The work will be conducted within four perspectives: a) conceptual; b) analytical; c) institutional; and d) operational. Themes of common interest among the three countries will be identified (for example, institutional settings, information products, vulnerability analysis, use of information for action). This activity will produce a series of briefs on the three countries' experience and lessons learned, using concrete examples and illustrating the reality of setting up and making food security information systems functional. The results will be published, posted on a website and linked with the food security module for the distance learning programme.

Inputs:

- (i) International and national expertise to assist national institutions drawing lessons from the Mozambique experience;
- (ii) Financial resources to publish, translate and disseminate the results.

Table 1 below shows how the above areas of intervention relate to the Programme's logical framework:

Specific Global Objectives	Results	Outputs	Areas of Intervention
1 Improve availability and quality of relevant food security information	A - Collection of food insecurity and vulnerability data and information is improved or strengthened	1.A.1 - Food insecurity and vulnerability data and information collection are improved	1,4
		1.A.2 - Food insecurity and vulnerability data and information management are strengthened	3
	B - Analysis of food insecurity and vulnerability data and information is strengthened	1.B.1 - National and regional capacity to analyze food insecurity and vulnerability data is strengthened	1
		1.B.2 - Capacity of using environmental monitoring tools and data for food security assessment are strengthened	
		1.B.3 - GIEWS Workstation is established at global and national levels and capacity in its use is strengthened	
		1.B.4 - National and regional capacity for food security assessment is reinforced	1
2 – Reinforcing capacity in formulating food security policies, strategies and programming based on food insecurity and vulnerability information	A - National and local capacity to produce and use information for policy making are reviewed and updated	2.A.1 - Gaps in national and local capacity to produce and use information for policy making are identified	4
		2.B.1 - Response mechanisms to crises and food security policy formation are improved	
	B - National and local capacity to produce multi-sector food security information is strengthened	2.B.2 - National institutional structures and systems are reviewed	5
		2.C.1 - Integrated food insecurity and vulnerability data and information dissemination systems are strengthened	2,3
	D - Capacity to formulate appropriate food security policies in different contexts using adequate information is increased	2.D.1 - Methodological approaches for integrated use for household, food insecurity and vulnerability data are strengthened	
		2.D.2 - Guidelines to switch from rehabilitation to development using appropriate data and information are prepared	
		2.D.3 - Awareness to embody gender aspects in policies using gender disaggregated information is increased	
		2.D.4 - Capacity to formulate food security and rural development policies in countries with natural resources under pressure is increased	
		2.D.5 - Support to selected countries in preparing strategies and operational plans for food security agricultural and rural development is provided	
	3 - Raise awareness of governments, local actors and	A - Causes of food insecurity and vulnerability are better understood	3.A.1 - National context analysis of food insecurity and vulnerability are better understood

international community, on impact of food insecurity & poverty	B - Good practices in food security, poverty and rural development, institution building and networking are identified, analysed and disseminated	3.B.1 - Good practices in food security, vulnerability, institution building and networking are identified, analyzed and disseminated at national level	5
		3.B.2 - Good practices in food security, poverty and rural development are disseminated	5
	C - Dialogue and exchange of experience within the international community are improved	3.C.1 - Dialogue and exchange of experience among international community are facilitated	5
		3.C.2 - Improved information in qualitative and quantitative terms is provided to the GDPRD	

Provisional Timetable

EC/FAO Food Security Programme – Workplan for the Republic of Mozambique												
Year	Year 2005			Year 2006				Year 2007				Year 2008
Quarter	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1
<i>1. Sub-sector study on cassava: production, marketing and utilization of cassava in Mozambique.</i>												
<i>2. Development and implementation of simple tools for monitoring food access/consumption at the household level for use in national and sub-national surveys and in monitoring of food security.</i>												
<i>3. Stock-taking / lessons learned about food security information systems and development of methodological material.</i>												
<i>4. Training courses to improve information products on food security.</i>												
<i>5. Support for the application of CountrySTAT for organizing, integrating and disseminating statistical data and metadata on food and agriculture.</i>												