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Cooperation

**Special Evaluation Office of the Belgian Development Cooperation**

# **Evaluation of the Belgian Fund for Food Security (BFFS), the integration of food security and the multi-actor approach within the Belgian cooperation**



## **Mozambique Country Report**

**July 2019**

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The opinions expressed in this document represent the authors' points of view and do not necessarily reflect the position of the PFS Foreign Affairs, Foreign Trade and Development Cooperation.

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## Preface

During the parliamentary debates on the abrogation of the BFFS, the Deputy Prime Minister and Minister for Development Cooperation committed to "integrate the theme of food security into government cooperation programmes". Thus, the parliamentarians, members of the working group that managed the Fund, proposed to organise in 2018 an independent ex-post evaluation of the BFFS by the Special Evaluation Office of Belgian Development Cooperation (SEO) at the request of the Minister for Development Cooperation in 2018.

This country report is part of the Evaluation of the Belgian Fund for Food Security (BFFS), the integration of the theme of food security and the multi-stakeholder approach in the framework of Belgian development cooperation.

The objectives of this evaluation are as follows:

- Draw lessons learned from the implementation of the BFFS from the results observed in terms of food security with its 4 dimensions (summative evaluation);
- Appreciate the measures that have been taken to integrate the theme of agriculture and food security into Belgian cooperation;
- Assess the specificity and added value of the multi-stakeholder and multidimensional approach for Belgian Cooperation in the field of food security.

The Mozambique country mission report was prepared on the basis of a triangulation of data collected through an in-depth analysis of the available documentation; a series of interviews with the various stakeholders and a field mission that took place from 14 to 25 April 2019. It will mainly address the first and third objectives of the evaluation through the analysis of the implementation of the BFFS programme.

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## Abbreviations and acronyms

BFFS	Belgium Fund for Food Security
BSF	Belgium Survival Fund
BTC	Belgium Technical Cooperation
CBNRM	Community Based Natural Resource Committees
CCA	Climate Change Adaptation
CSM	Climate Smart Agriculture
DDC	District Development Committee
DDP	District Development Plan
DISOP	Belgium NGO
DRR	Disaster Risk Reduction
EPFR	Professional Rural Family School
Enabel	Belgium Agency for Development Cooperation
ESAN	Strategy for Food Security and Nutrition
FAO	Food and Agriculture Organization
FAW	Full Army Worm
FDI	Foreign Direct Investment
FFA	Food for Assets
FFS	Farmer Field Schools
FNS	Food and Nutrition Security
FOS	Fonds voor Ontwikkelingssamenwerking
FRELIMO	Front for the Liberation of Mozambique (main political party)
FSNP	Food Security and Nutrition Programme
GDP	Gross Domestic Product
HDI	Human Development Index
IFAD	International Fund for Agricultural Development
INGC	Institute for the Management of Natural Disasters
IPP	Indicative Partnership Programme
ISPG	Higher Polytechnic Institute of Gaza
LEC	Local Emergency Committee
M&E	Monitoring and Evaluation
MINAG	Ministry of Agriculture
MTR	Mid-Term Review

NGO	Non-Governmental Organization
PAMRDC	Multi-Sectoral Action Plan for the Reduction of Chronic Malnutrition
PBGS	Performance Based Grant System
PEDSA	National Programme for Agricultural Development
PFM	Public Financial Management
RENAMO	Mozambican Resistance Movement (main opposition party)
SDAE	District Economic Activity Services
SDEJT	District Education, Youth and Technology Services
SETSAN	Secretariat for Food Security and Nutrition
SINTAF	National Union of Agricultural and Forestry Workers
SWAp	Sector Wide Approach
UEM	Eduardo Mondlane University
UN	United Nations
UNCDF	United Nations Capital Development Fund
UNAC	National Farmers Union
UPCG	Gaza Provincial Farmer Union
WFP	World Food Programme
WHO	World Health Organization



## Executive Summary

Mozambique was an early 'pilot' and had little guidance on how to interpret the multi-actor approach. There were considerable challenges in terms of programme design (partially because of lack of guidance), and a very long design period (3 years – 2010 to 2012).

- An early decision was taken to choose partners (this was done by the Embassy in Maputo in a directive manner), even before priorities were defined. It then became difficult to make a different choice (i.e. the partners appear to have determined the activities, rather than letting the problem analysis determine what the responses should be and who should be involved).
- Even after approval, the start-up was challenging. Each partner started at a different time. Although part of the design, there was no joint baseline, and no joint inception period. Also lacking was a clear Theory of Change and a clear indicator framework (on the latter attempts made, but the framework was only finalized at the end of the project and very cumbersome. It was never implemented).
- In design and implementation, the 4-pillar framework was interpreted by each agency in line with its own mandate, rather than from the perspective of a joint vision on how to address the specific needs of the target area.
- Coordination of partners in implementation was very challenging in the initial period for various reasons: insufficient involvement of the State Secretariat for Food Security and Nutrition (SETSAN - government partner) in the start, insufficient budget for coordination, lack of guidelines from Brussels on monitoring and reporting (United Nations agencies using own formats), and BTC's fly-in-fly-out consultant could not ensure sufficient support in the start-up period.
- The programme activities were spread over a large geographical area and implemented in a poor and challenging agro-ecological zone. This created challenges in implementation. Different approaches and strategies created challenges at the level of beneficiary communities. This was aggravated by the fact that Government encouraged partners to work in different areas so as to spread the benefits of the programme, rather than concentration/layering activities to achieve results. This resulted in a thin spreading of the individual activities across a large region which meant that the envisioned overlapping of actions by different partners only occurred in very few locations.
- The programme was well embedded in the government, integrated in government planning and priority setting processes, and contributed to important capacity development and empowerment of government institutions. The Mozambique Food Security and Nutrition Programme (FSNP) appears to have played a role in generating a broader vision on Food Security and Nutrition (FSN), including within government. The FSNP also generated interesting experiences in gender and environmental awareness at the level of the interventions of individual partners, as well as at community and local government levels.
- Coordination improved from 2016 onwards, when a local coordinator was based in Gaza Province. From this moment on the multi-actor approach started to be more consistently pursued. However, overall, implementation appears to have been mainly in the form of individual projects by partner agencies, although multi-actor work improved towards the end, especially following the recommendations from the Mid-Term Review (MTR). The premature ending of the programme meant that the programme ended just as the multi-actor approach was beginning to become a reality and being truly appropriated.

- At the end of the project results of the programme are available for individual agencies, rather than for the whole programme. At the time of the evaluation, specific achievements of each project include:
  - The Food and Agriculture Organization (FAO) intervention has led to increased farmers' knowledge on agriculture and livestock techniques and practices that are suitable to the local agro-ecological conditions. These practices contributed to increased productivity, reduced losses to pests and diseases and an increase of the average household food stock reserves among BFFS beneficiaries from 3 to at least 5 months after harvest.
  - By providing short term food access, the World Food Programme (WFP) contributed to protect lives and livelihoods of households, and increased awareness and reinforced capacity of local communities to deal with FSN, Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA), through joint work with the National Institute for Disaster Management (INGC) and SETSAN.
  - The United Nations Capital Development Fund (UNCDF) contributed to improved infrastructures and productive equipment through financing a total of 43 projects in the six target districts, and at the same time contributed to more inclusive, transparent and effective public financial management (PFM) thereby (i) delivering training on best practices in financial management to provincial senior staff of the department of finance and economy and the district administration technical staff, (ii) provision of technical expertise in annual performance assessments and performance-based budget allocation, (iii) transferring capital grants through the Performance Based Grant System (PBGs).
  - The Belgium Non-Governmental Organization FOS contributed to empowerment of farmers (men and women) and an improved participation of local communities and farmer organizations in decision making at local, district and provincial level through, training of best farming practices, supporting farmers groups to become official associations, forming zonal, district and provincial unions and affiliating these with national umbrella of farmers' organizations, known as ANAC, through which they access trainings, technical support and participate in decision making forums.
  - A second Belgium NGO – DISOP - established two Rural Professional Family Schools (EPFR), and for each school supported the creation of school councils, an association comprising teachers, parents and other local actors, with the purpose of ensuring sound governance, good management and to ensure that the EPFR can represent its interest towards the government and other stakeholders. The students of the EPFR were also engaged in dissemination of messages on production and nutrition techniques within the communities surrounding their schools.
- External factors affected programme implementation, including the drought in three out of five years, and the effects of a sharp decline in government budget. The 'hidden debt crisis' which affected the country as a whole had an additional knock-on effect, in particular in the many areas of the programme where a government financial contribution was expected. Staff turn-over in the government sector has also been an issue.
- Areas of learning include the importance of: investing in developing a joint vision of the programme (joint ToC) and a joint approach; ensuring strong coordination from the start; putting in place joint monitoring; and planning and firmly committing to timelines that are aligned with the fact FNS needs a lot of time and that working with government can be time-intensive (the original 10-year vision made sense from this respect).

- Sustainability is not assured. With the announcement of ending the program in the fifth year (half of the assumed timeframe), the partners struggled and focussed on completing the activities that had started. While partners were offered an opportunity to extend by one year, this did not leave enough room for an effective exit strategy and the opportunity was only taken by two of the UN agencies. Some activities were still to be completed, such as construction and equipment of schools. Nevertheless, continuation of work by the key actors (UN agencies) in the same regions might provide basis for some of the work to continue. In addition, some donors are taking over elements of the work, as is the case of FAO activities towards sustainable and climate smart Agriculture, UNCDF activities with support from bilateral donors and the World Bank, and livestock activities which might continue with support from the Global Environment Funds.

# 1 Introduction

## 1.1 Country context

### Geographic and political context

After gaining its independence from Portugal in 1975, Mozambique went through a civil war. Since the peace deal in 1992, the country has seen visible progress in terms of post-conflict reconstruction, democratisation and decentralisation. The country transitioned from a one-party State to a multiparty democracy and has successfully held four rounds of peaceful elections. This process was accompanied by greater openness to the market and the gradual emergence of civil society actors.

Since then, Mozambique has seen relative political stability. FRELIMO<sup>1</sup> is the long-standing political party. In terms of administrative division, Mozambique is divided into 11 provinces (including the capital Maputo which has provincial status), that are subdivided into 154 districts. The country has three legislative bodies: national parliament, provincial assemblies (introduced in 2009) and municipal assemblies in the 53 municipalities, as part of the decentralisation process that has been rolled out in recent years.

The Mozambican government is headed by a President who is also the Head of Government, the Prime-Minister (currently Carlos Agostinho do Rosário) appointed by the President and 21 Ministries<sup>2</sup>. Municipal elections took place in October 2018 and were mostly peaceful although partially contested by the opposition party – RENAMO – in certain areas. Renewed presidential and provincial elections are scheduled for October 2019<sup>3</sup>. The official language is Portuguese, along with other 20 local languages

### Economy

Over the last decade and a half Mozambique achieved a significant economic growth, averaging 7.5 percent per annum between 2000 and 2015<sup>4</sup>. However, the country faced an economic downturn in 2015: the combination of declining prices for traditional export commodities, persistent drought effects from El Niño, internal military confrontations and instability, and large decreases in Foreign Direct Investment (FDI) which nearly halved the Gross Domestic Product (GDP) to 3.8 percent in 2016<sup>5</sup>. At present, Mozambique continues to suffer from this economic downturn, aggravated by the effects of the 2016 hidden debt crisis<sup>6</sup>. The fall-out from this, was an almost immediate drop in donor confidence, followed by a significant reduction of the external financing and donor support. In addition, the economy is expected to suffer considerably from the recent climate events (floods in the central and northern areas of the country) which have brought unprecedented destruction to infrastructure, in addition to the significant loss of life.

### Poverty and development

Mozambique has a population of 28.8 million<sup>7</sup> people (7 million more than in 2007). The vast majority of Mozambique's population lives in rural areas, accounting for almost 70 percent of the total population<sup>8</sup> and relies on agriculture for their livelihood. Recent country

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<sup>1</sup> FRELIMO - Frente de Libertação de Moçambique

<sup>2</sup> Portal do Governo de Moçambique (<http://www.portaldogoverno.gov.mz/por/Governo/Ministerios>)

<sup>3</sup> News by DW ([http://www.dw.com/pt-002/elei\\_percentC3\\_percentA7\\_percentC3\\_percentB5es-gerais-em-mo\\_percentC3\\_percentA7ambique-a-15-de-outubro-de-2019/a-43347597](http://www.dw.com/pt-002/elei_percentC3_percentA7_percentC3_percentB5es-gerais-em-mo_percentC3_percentA7ambique-a-15-de-outubro-de-2019/a-43347597))

<sup>4</sup> Deloitte (2016). "Mozambique's Economic Outlook 2016".

<sup>5</sup> African Economic Outlook 2018

<sup>6</sup> This incident saw USD 2.2 billion, equivalent to 15 percent of the country's GDP, being embezzled by senior persons in Government and in Mozambique's elite, although the exact culprits remain to be identified and persecuted.

<sup>7</sup> Data from 2018. See <https://www.populationdata.net/pays/mozambique/>

<sup>8</sup> World Bank DataBase (<data.worldbank.org>)

poverty analysis<sup>9</sup> using multidimensional criteria (education, housing, goods, sanitation, consumption, health care, etc.) shows important progress in poverty reduction with a drop in urban and rural poverty of 13 and 14 percent respectively with a national overall poverty rate of 55 percent<sup>10</sup>.

Despite this rate of improvement, it is worth noting that the absolute number of poor people remains relatively unchanged (or even increased), due to the rapid population growth. Furthermore, poverty reduction has not been homogenous across the country - in the urban areas poverty has declined faster, while in rural areas it is over 70 percent; poverty incidence across regions is 68 percent (North), 64 percent (Centre), 19 percent (South). Mozambique remains one of the poorest countries in the world occupying the 181th position in the Human Development Index (HDI) ranking, out of 188 countries. Life expectancy at birth has risen slightly in the last decade, and is now about 55 years, and the adult literacy rate slightly dropped from 64 percent in 2000 to 59 percent today. Inequality (particularly in income) is still a significant challenge and the Gini coefficient has increased from almost 40 in 2000 to 45,5 in 2016<sup>11</sup>.

## Agriculture

The agricultural sector produces nearly one-fifth of GDP<sup>12</sup> and is a main pillar of Mozambique's economy. The sector has considerable potential for growth and continues to employ the vast majority of the country's workforce (73 percent)<sup>13</sup>. Smallholder farmers account for 95 percent of agricultural production<sup>14</sup>, but are highly vulnerable to natural shocks and climatic events that Mozambique regularly experiences. Examples of this include recent floods in centre and north of the country, and in the Zambezi valley and the multi-year drought in Southern and Central provinces (including in Gaza province where the BFFS project is implemented).

Women play a crucial role in growing food crops and generating income for their families, yet they have little access to productive resources or control over them and have considerably less access to education than men and thus fewer skills<sup>15</sup>. In principle, Mozambique has favourable agricultural conditions, with high potential for food self-sufficiency and even food surplus. Nonetheless the country remains a net importer of food. There are a range of reasons for the country's low agricultural productivity, including: lack of appropriate technology and support; produce markets that are generally distant, unreliable, and uncompetitive for smallholder farmers, who depend on traditional farming methods; use of low-yield seed varieties; and manual cultivation techniques. Alternative sources of income outside agriculture are few. Poor rural people have few options to cope with shocks<sup>16</sup>.

Mozambique is extremely vulnerable to the impacts of climate change. Flood and drought events affect the ability of farmers and fishermen to grow crops and to fish, and this has an impact on food security, malnutrition, and sustainable incomes. Forecasts of climate vulnerability predict that the sea level rise and associated saltwater intrusion could affect the availability of aquaculture, the viability of the coastal mangrove systems, and contaminate already stressed water supplies. Droughts, flooding, and higher temperatures will negatively impact human health and forest ecosystems. Finally, extreme events—namely, tropical cyclones—are already starting to affect weak infrastructure and damage or destroy coastal ecosystems and livelihoods<sup>17</sup>.

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<sup>9</sup> Ricardo Santos e Vincenzo Salvucci. "Pobreza e bem-estar multidimensional em Moçambique", Policy Brief 2017

<sup>10</sup> Ricardo Santos e Vincenzo Salvucci. "Pobreza e bem-estar multidimensional em Moçambique", Policy Brief 2017

<sup>11</sup> HDR 2017 (<http://hdr.undp.org/en>)

<sup>12</sup> African Economic Outlook 2018

<sup>13</sup> ILO Database (<http://www.ilo.org/global/statistics-and-databases/lang--en/index.htm>)

<sup>14</sup> WFP (2016). Mozambique Trend Analysis: Key Food Security & Nutrition Indicators

<sup>15</sup> IFAD: Mozambique country profile (<https://www.ifad.org/web/operations/country/id/mozambique>)

<sup>16</sup> FEWS NET (2014). Mozambique Livelihood Zone Descriptions

<sup>17</sup> Mozambique: Climate Vulnerability Profile (available at <https://www.climatelinks.org/countries/mozambique>).

## Food insecurity and nutrition

Mozambique is a low-income food-deficit country<sup>18</sup>. Progress in terms of reducing food insecurity in Mozambique has been modest. Although the country is on track in terms of reducing malnutrition<sup>19</sup>, the absolute number of undernourished people has barely reduced:

Table 1 Undernourishment trends in Mozambique

	1990/92	2000/02	2004/06	2008/10	2014/16
Prevalence of undernourishment (percent)	57,8	40,1	37	31,8	26,6
Number of people undernourished (millions)	8,0	7,5	7,8	7,3	7,4

Source: FAOSTAT

Mozambique's progress against the global nutrition targets has been very modest. The country still has high levels of stunting that affect almost half of the children under 5 years old (43 percent) and progress in reducing stunting has slowed since 2008; the prevalence of wasting has been increasing and is currently at 6,1 percent; the underweight rate is 15,6 percent and the overweight rate is 7,9 percent<sup>20</sup>. Households are facing a shift towards markets dependency in terms of food consumption: figures show that since 2009 households across the country have become increasingly dependent on buying food from markets and less on their own production (in 2009, 57 percent mainly bought their food, and by 2013, this proportion had risen to 68 percent with the reliance on own production dropping to 40 percent). On the other hand, the vast majority of the population (80 percent) cannot afford the minimum costs for an adequate diet, and the situation is made worse by inflation and a rise in food prices, which in October 2016 recorded a five-year high<sup>21</sup>.

Poorly diversified diets contribute to persistently high malnutrition, along with high rates of infectious diseases like malaria and poor access to health, water and sanitation services<sup>22</sup>. Major underlying causes of chronic undernutrition are income poverty and food insecurity - which are directly linked to poor dietary diversity, low meal frequency, poor feeding practices, high levels of disease - 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>23</sup>. The economic costs of undernutrition include direct costs on the health system but also indirect costs of lost productivity. Mozambique loses 11 percent of its annual GDP due to chronic malnutrition, equivalent to a yearly loss of 62 billion MZN (1.6 billion USD)<sup>24</sup>.

## Gaza province

Gaza province is one of the country's three southern provinces and one of the most vulnerable provinces in the country. It covers an area of 59.000 km<sup>2</sup> which is equivalent to twice the size of Belgium. Twenty one percent of the population of the provinces is food insecure, and 39 percent are affected by chronic food insecurity.

<sup>18</sup> <http://www.fao.org/countryprofiles/lifdc/en>

<sup>19</sup> The prevalence of undernourishment is an estimate of the proportion of the population whose habitual food consumption is insufficient to provide the dietary energy levels that are required to maintain a normal active and healthy life (Source: <http://www.fao.org/sustainable-development-goals/indicators/211/en>).

<sup>20</sup> UNICEF/WHO/World Bank Joint Malnutrition estimates 2017

<sup>21</sup> WFP Country profile (<http://www1.wfp.org/countries/mozambique>)

<sup>22</sup> Op. cit.

<sup>23</sup> United Nations Mozambique (2015). The United Nations Agenda for the reduction of chronic undernutrition in Mozambique 2015-2019.

<sup>24</sup> According to a recent study "The Cost of Hunger in Africa" (2017)". News at <http://www.wfp.org/news/news-release/setsan-and-wfp-present-study-help-reduce-malnutrition-mozambique>

Various interlinked factors contribute to the situation of chronic malnutrition, and frequent periods of hunger. These include challenges in providing and accessing basic services (health, water and education) and accessing credit, as well as limited and precarious employment. In addition, the province – and in particular the intervention area in the north of the province – suffers from frequent and prolonged periods of drought alternated with floods, which have become increasingly frequent in recent times<sup>25</sup>. Specific characteristics of the province add to the complexity including a low population density which makes service provision expensive and difficult; low levels of community organization; gender inequality; low capacity for savings; and degradation of the natural environment<sup>26</sup>.

## Policy framework

ESAN II was, for the period of FSNP implementation, the national government Food and Nutrition Security framework<sup>27</sup> and encompassed the following priorities:

- The production and availability of sufficient food for consumption;
- Physical and economic access to food;
- The use and adequate utilization of food;
- Stability of food for consumption at all times.

The aim of the Mozambique Food and Nutrition Security Programme (FSNP) is to minimize the structural causes of food and nutrition insecurity. It focusses on the four dimensions that contribute to food security (known as the four pillars), and which are also reflected in Mozambique's National Strategy for Food Security and Nutrition (*Estratégia de Segurança Alimentar e Nutricional* - ESAN II).<sup>28</sup>

The FSNP as well as ESAN II focus on the most vulnerable families as their main target group.

## 1.2 Belgium cooperation

Mozambique became a partner country of Belgian Development Cooperation in 2001. Broadly, the portfolio of projects had evolved and focussed on:

- Rehabilitation of basic health care facilities (PRE-ISP: 2000 – 2005);
- Development Cooperation Programme (2006-2008) with a strong focus on improving financial management (support to a common fund for tax reform, and support to fiscal management in the health sector);
- ISP 2009-2012 with a focus on public health: support to the management of human resources in the ministry of Health, renewable energy, and rural water supply for food security in six districts in the province of Gaza (the programme that is under evaluation here).

Under the Belgian Survival Fund (BSF) - predecessor of the actual Belgian Fund for Food Security and implemented from 1999 until 2009 - several projects in Mozambique have already been financed by the Belgian government. Among them are projects of some implementing agencies which were involved in the FSNP, namely the United Nations (UN)

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<sup>25</sup> Enabel & Calipso (2018): Capitalização do Programa de Segurança Alimentar e Nutricional na Província de Gaza, Mozambique.

<sup>26</sup> Ibid.

<sup>27</sup> At the time of writing of this report (April 2019), a new Food and Nutrition Security Strategy (ESAN III) had been under preparation and was at the point of being submitted to the Mozambican Council of Ministers for final approval.

<sup>28</sup> The strategy is available at: [http://www.pccplp.org/uploads/5/6/8/7/5687387/esan\\_2007-2015\\_mozambique.pdf](http://www.pccplp.org/uploads/5/6/8/7/5687387/esan_2007-2015_mozambique.pdf). It was extended to 2019 while a new strategy (ESAN III) was under preparation.

Food and Agriculture Organization (FAO) and the Fonds voor Ontwikkelingssamenwerking (FOS). All these projects are related to food security in different provinces in Mozambique. A short overview is given below.

*Table 2 Projects funded by the Belgium Survival Fund in Mozambique (1999-2009)*

<b>Implementing Agency</b>	<b>Project / Programme Title</b>	<b>Disbursements (source: ODAMOZ)</b>	<b>Start Date</b>	<b>End Date</b>
FAO	Belgian Survival Fund - Food Security in Manica Province	5,340,948 EUR	2002-01-01	2009-12-31
FAO	Belgian Survival Fund - Resilient Livelihoods and healthy lifestyles in the context of HIV/AIDS (Manica and Sofala provinces)	3,143,018 EUR	2005-01-01	2009-12-31
FOS	Belgian Survival Fund - Food Security in secluded districts of Manica - province	804,750 EUR	2007-01-01	2010-12-31
FOS	Belgian Survival Fund - Food Security for smallholder farmers in Tete	552,640 EUR	2008-01-01	2012-12-31
International Fund for Agricultural Development (IFAD)	Belgian Survival Fund - Sofala Bank Artisanal Fishery Project - Community and Health Component	3,585,425 EUR	2002-01-01	2008-12-31
OXFAM	Belgian Survival Fund - Food Security in Northern Mozambique	1,320,308 EUR	2001-01-01	2009-12-31

*Source: Food and Nutrition Security Programme in Mozambique (2012-2017) – Project Document*

Also, at the time of the BFFS design in Mozambique two projects had obtained an additional subsidy for the consolidation phase of the programme:

- IFAD - Coastal HIV/AIDS prevention and nutrition improvement project (500.000 €, approved in February 2012)
- FAO - exit and consolidation phase of the project for Resilient Livelihoods in Manica and Sofala provinces (1.819.092 €, approved in July 2011)

In December 2012, a new Indicative Partnership Programme (IPP) was agreed for the 2013-2017 period amounting to 55 million euros, and an additional 11.3 million euros for the Belgian Fund for Food Security (BFFS). The IPP was an extension of the two prior IPPs. It includes support to two priority sectors:

- Agriculture, in particular cattle farming. The Belgium Development Cooperation supports the implementation of Mozambique’s agriculture strategy (Plano Estratégico de Desenvolvimento do Sector Agrário - PEDSA) in this area. The overall objective of the support is to contribute to increasing the production and productivity of cattle in the rural areas, through an increase in the number of cattle, small ruminants, and poultry with incentives for commercialization, in view of ensuring food security for the whole population, with specific attention to the effect on climate and gender.
- Support for rural renewable energy, which has the objective of contributing to the economic productivity and social services in rural Mozambique by providing access to sustainable, affordable and environmentally friendly energy for the social integration of all population groups.

The design of the 2013-2017 IPP was informed by a number of recommendations/ guidelines from the Belgium Technical Cooperation (BTC), as follows:<sup>29</sup>

<sup>29</sup> 2013. Indicatief Samenwerkingsprogramma Mozambique 2013-2017 (definitief).



- Working from a multi-actor approach (at the time with a focus on budget support and continuing to support joint funding to sectors).
- More attention to working through Sector Wide Approaches (SWAPs) in the formulation of project goals and approaches.
- More attention to policy dialogue and economic management in order to promote more favourable distribution of income.
- Re-orienting the participation in fiscal reform to the formulation of fiscal policy that ensures a higher contribution by the new extractive mega industries to the state budget.
- In light of the weak absorption capacity, ensure that the choice of implementation modalities takes into account the absorption capacity of partner institutions and organizations, and that programmes include sufficient attention to external technical support.
- The need to provide support to make fiduciary risk of projects manageable and a note that weak systems might affect timely delivery.
- The use of a portfolio approach was considered appropriate for the agricultural sector, but the weak institutional setting and the absence of concrete sector strategy were noted as requiring particular attention to the mix of interventions in the agricultural sector.
- The Belgium support to food security in marginal, semi-arid areas, should be re-focussed to emphasize seasonal migration, forest and natural resource management and cattle rather than the promotion of crops in these marginal agro-ecological zones.
- In the area of gender BTC recommended that there should be more attention to gender equality in priority sectors and more attention to capacity development of the Ministry of Women and Social Affairs, so that this institution can provide adequate support to partners in priority sectors. As a specific theme, where relevant, it was suggested that attention should be focussed on gender-based violence, and HIV/AIDS, and the related theme of sexual and reproductive health.

### 1.3 Overview of the FSNP intervention

<b>Title of the programme</b>	Food Security and Nutrition Programme (FSNP) in 6 Districts of Gaza Province
<b>Partners</b>	Three UN agencies (United Nations Capital Development Fun (UNCDF), FAO, the World Food Programme (WFP) and two Belgium NGOs (FOS, DISOP), as well as SETSAN as the local Government partner
<b>Sectors</b>	Agriculture, Food Security, Social Protection
<b>Total budget of the programme</b>	Total budget of 16.210.669, of which 11.298.822 euros is funded by the BFFS and 4.911.847 by partner agencies
<b>Duration of the programme</b>	2012-2018, two organizations were authorized to continue after the formal project closure in 2018 (UNCDF and FAO i.e. until September 2019)
<b>Number of beneficiaries</b>	278 000 inhabitants of Gaza province, not all of whom were direct beneficiaries <sup>30</sup>

<sup>30</sup> Somewhat curiously, none of the documents consulted by this evaluation provided a conclusive number of beneficiaries for the overall programme although the specific project documents in some cases did provide this detail.

<b>Target area</b>	Six districts in Gaza Province (Chigubo, Mabalane, Guijá, Massingir, Massangena, Chicualacuala) <sup>31</sup>
<b>Overall objective</b>	Improved food security for vulnerable households in the target areas.
<b>Specific objectives</b>	Three joint objectives: <ul style="list-style-type: none"> <li>Enhanced governance for sustainable food security and nutrition</li> <li>Improved rural livelihoods of vulnerable households</li> <li>Improved effective food security coordination</li> </ul>
<b>Main results</b>	<p>Joint Outcome 1: Enhanced governance for sustainable FSN through local governance (WFP, FAO, FOS, DISOP, UNCDF, SETSAN)</p> <p><b>At Provincial and District Level:</b></p> <ul style="list-style-type: none"> <li>Outcome 1 UNCDF: Local public expenditure management in 6 districts in the Gaza Province contributes to the increased sustainable food and nutritional security (FSN)</li> <li>Outcome 2 UNCDF: National policies are informed by the experiences of integrating sustainable food and nutritional security into local Public Expenditure Management.) Outcome 1 WFP: Risk and Food security and nutritional information available and used at provincial and district level (SETSAN)</li> </ul> <p><b>For CBO'S and farmer associations:</b></p> <ul style="list-style-type: none"> <li>Outcome 1 FOS: Improved participation of local communities and FO's in decision making at local, district and provincial level (DISOP, FAO)</li> <li>Outcome 2 WFP: Reinforced capacity of local communities to deal with FSN, DRR and CCA (FOS)</li> </ul> <p><b>For vulnerable households</b></p> <ul style="list-style-type: none"> <li>Outcome 1 DISOP: Families of ex-EPFR students' communities get organized and participate actively in farmer organizations and in district fora on agriculture and food and nutritional safety (FNS).</li> </ul> <p><b>Joint Outcome 2: Improved rural livelihoods of vulnerable households (WFP, FAO, FOS, DISOP, UNCDF, SETSAN)</b></p> <p><b>At Provincial and District Level:</b></p> <ul style="list-style-type: none"> <li>Outcome 2 FOS: UNAC is able to provide sustainable services that improve FS and enhance livelihoods of their members</li> </ul> <p><b>For CBO'S and farmer associations:</b></p> <ul style="list-style-type: none"> <li>Outcome 8 FAO: Increased production and productivity of agriculture and livestock (DISOP, FOS)</li> <li>Outcome 9 FAO: Improved Community based natural resources management (FOS, DISOP)</li> <li>Outcome 12 FAO: Nutrition education introduced (in FFS and other organizations)</li> </ul> <p><b>For Vulnerable Households:</b></p> <ul style="list-style-type: none"> <li>Outcome 10 WFP: Food consumption of targeted households improved</li> <li>Outcome 10 WFP: Improved risk reduction and disaster mitigation</li> </ul> <p><b>For primary schools:</b></p> <ul style="list-style-type: none"> <li>Outcome DISOP Specifieke doelstelling(en): de verandering die zal teweeggebracht worden door het project voor de stakeholders en/of begunstigen van het project. 11: Families and communities of EPFR ex-students apply the recommended production and nutrition techniques to improve their food and nutritional safety.</li> <li>Outcome 12 FAO: Nutrition education introduced in school curriculum</li> </ul> <p><b>Joint Outcome 3 – Improved effective FS coordination</b></p> <ul style="list-style-type: none"> <li>Outcome SETSAN/BTC: Effective coordination, planning, monitoring and evaluation mechanisms established</li> </ul>

## Notes on the programme design

- After Mali, Mozambique was the second country where a BFFS multi-actor pilot programme was formulated (2010).

<sup>31</sup> In 2016 the district of Chicualacuala was divided into two with the creation of a new district (Mapai) bringing the number of districts to seven from that moment.

- The Mozambican Secretariat for Food Security and Nutrition (SETSAN) is the local partner for the programme.
- SETSAN and a local consultancy company (Calypso) together carried out a study of food security in these areas to feed into the design of the programme.
- Various FSNP partners (FAO, UNCDF and WFP) indicated interest in being part of the endeavour through a letter of intent in collaborating, on the basis of the study.
- In October 2011, a multi-actor programme drafted by these three agencies was submitted to the Belgium Development Cooperation for approval. The proposal identified target areas in Gaza and Manica provinces for the implementation of initiative.
- The first draft was not accepted, among others the feedback from the Belgium Ministry was that the proposed programme lacked coherence. It was at this stage also that the intervention zone was brought back to one province (Gaza Province).
- The specific intervention areas (the six districts) were chosen by the Mozambican government together with the FSNP partners.
- Two external consultants were appointed to reformulate the programme, after the proposal was rejected a second time. A workshop held on the 23rd of April 2012 to share the draft prepared with the support of the consultants. The revised programme was handed in for approval on the 12th of July 2012.

A time-line for the Mozambique FSNP programme is presented in Annex 5.

### **Brief overview of the FSNP**

Funded by the BFFS<sup>32</sup>, the FSNP in Mozambique brings together different organisations with mandates and specific experiences (three UN organizations and two Non-Governmental Organizations (NGOs)). The FSNP aim is to establish of a solid basis for food and nutrition security in 6 districts of northern Gaza (Massangena, Chicualacuala<sup>33</sup>, Massingir, Mabalane, Guijá and Chigubo) by developing multisectoral and diversified programmes, which can tackle the structural causes of food insecurity and nutrition, in a broad and effective way. The programme's approach is based on 4 pillars, as follows:

- Production and availability of food for consumption;
- Physical and economic access to food;
- Adequate use and food consumption; and
- Food stability for consumption in all seasons.

The FSNP has three main joint outcomes which all five partners were expected to contribute to: i) enhanced governance for sustainable FSN through local governance; ii) improved rural livelihoods of vulnerable households; and iii) improved and effective food security coordination. Each joint outcome is achieved by specific outcomes associated with the work of different FSNP partners.

In line with the government's decentralization agenda, the programme seeks to work through district government planning and implementation processes and structures and to complement this with actions in capacity development, strengthening of farmer organizations, and directly delivery of inputs and services to the most vulnerable. The

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<sup>32</sup> The strategy of the BFFS is to develop multi-sectoral and diversified programmes that address the structural causes of food insecurity, with a focus on vulnerable populations.

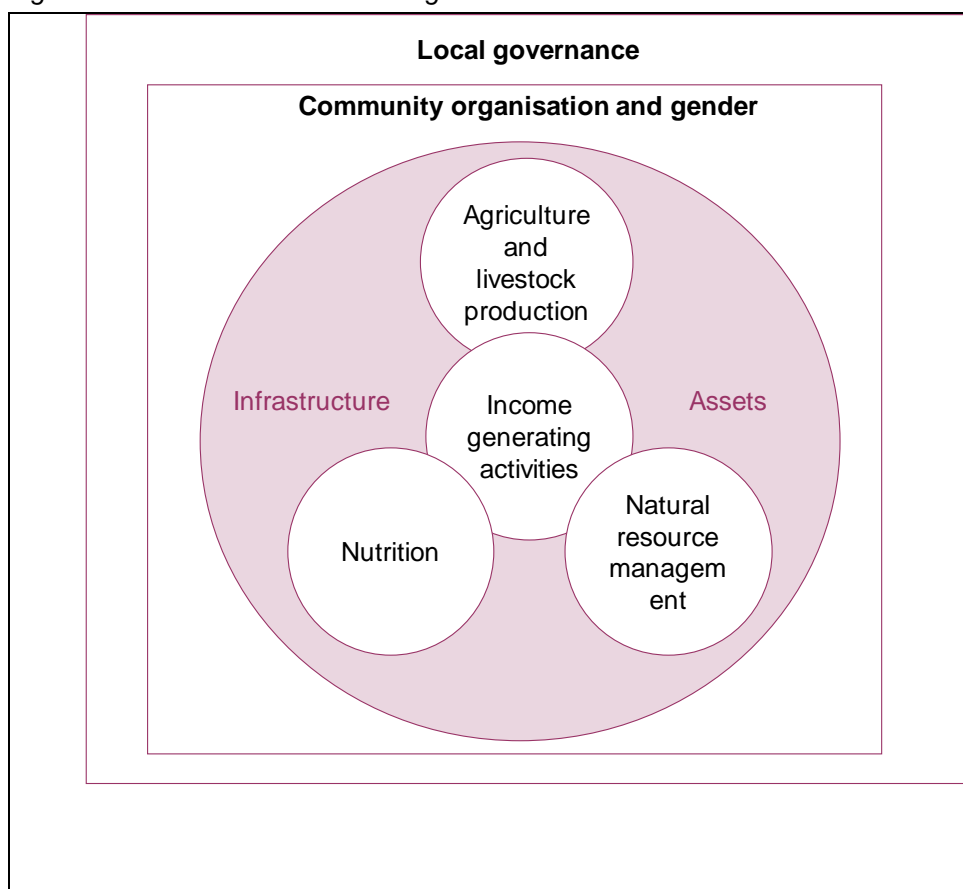
<sup>33</sup> Chicualacuala was later divided into two districts.

approach includes strengthening the capacity of local governance institutions (district government and district level community committees) to bring about stronger support to and prioritization food security initiatives in local plans (including those related to developing and maintaining key infrastructures) – an area of work where UNCDF has been active. It also includes strengthening of farmer organization where FOS plays a role, and promotion of agricultural family practices that are more adjusted to local conditions and good natural resource management (in particular the drought) through technical expertise by FAO and support to the establishment of two agricultural schools by DISOP. Finally, immediate food needs were the responsibility of WFP but with spin off effects on infrastructure through food for assets.

The programme was designed with a ten-year horizon, to be implemented in two phases, a first pilot phase of five years, followed by a second five-year phase. In 2014 (two and a half years into implementation) the Belgium government communicated that the BFFS funding would end after the pilot phase and that the second phase would therefore not happen.

The diagram below illustrates how the different areas of focus of the programme were expected to fit together to bring about the anticipated outcomes.

Figure 1 Overview of the logic of the FSNP<sup>34</sup>



### Synergies with other Belgium programmes

The Belgium Water Supply and Management Programme contributing to Food Security in Gaza Province was expected to complement the BFFS funded FSNP programme by focusing on improving the access to drinking water - an important factor contributing to food insecurity in the region targeted by the FSNP. The programme is implemented by BTC (also responsible for coordinating the FSNP programme) in close cooperation with the FSNP

<sup>34</sup> Enabel & Calipso (2018): Capitalização do Programa de Segurança Alimentar e Nutricional na Provincia de Gaza, Mozambique.

partners and the government Secretariat for Food Security and Nutrition (SETSAN). The programme has now ended but has been replaced by a follow-up programme.<sup>35</sup>

While not part of the initial design, synergies were also anticipated with the approval of the BFFS funded Gender Equality, Women Empowerment and Food Security project, which was implemented by UN Women. This programme ran from 2015 to the end of 2018.

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<sup>35</sup> The new project – Clismadev (Climate Smart Development) - started in the second half of 2019 and has drawn lessons from the preceding programme. It has a reduced scope, focusing on a smaller number of districts in Gaza, and is funded by Flemish climate funds. WFP has also negotiated funding from the Flemish climate funds.

## 2 Strategic framework

### 2.1 Coherence of the approach

This section of the report presents the main findings of the evaluation against the different criteria for assessment. It discusses the findings with respect to the coherence of the approach.

#### Relevance of the BFFS approach

**The 4-pillar approach has been very relevant to the country's priorities and to beneficiary needs** (interviews, documentary evidence). These pillars are aligned with priorities that were already being pursued by the partner organizations, in particular by FAO which has played a global role in the design of the framework and was doing work along these lines already in Mozambique (interview).

**However, the 4-pillar framework was interpreted by each agency in line with its own mandate, rather than from the perspective of a joint vision on how to address the specific needs of the target area.** Thus the 4 pillars provided an overall framework for action, but design and corresponding strategies was driven mainly by the experience and priorities of the different UN agencies and the two NGO partners, and the themes that were dominant in their development programmes in Mozambique (e.g. FAO with farmer field schools, WFP with food for assets, etc.).

**For the purpose of implementation, the four-pillar approach was translated into three outcome areas.** This led to a fragmented approach, especially in the first part of the programme period, where only selected aspects of the different pillars were being pursued and there was no explicit alignment with the full 4-pillar approach. An external consultancy in 2016 highlighted the challenges that this was creating from the perspective of aligning the programme with the pillars and having clarity on the approach and objectives<sup>36</sup>. However, at the time it was felt that it was too late to make the adjustments that this consultancy proposed.

Nonetheless, interviews and the field visit at the time of this evaluation highlighted that over time, the 4-pillar framework for FNS **contributed to a changed understanding of the underlying factors of food security and the approaches to take.** As one of the interviewees pointed out: "Gradually there was a stronger understanding that food security is not about food or just about agriculture". This was also evident in the field visit to the targeted districts in Gaza province where local authorities, farmers and other beneficiaries spoke at length about food security and nutrition challenges from a multi-dimensional perspective and reflecting a strong understanding of its complex nature.

#### Alignment with the country priorities and needs of beneficiaries

**At the time of design the 4-pillar approach was well aligned with Mozambique's priorities** as formulated in the country's National Development Plan, the country's multisectoral plan for the reduction of chronic malnutrition (Plano de Acção Multi-sectorial para a Reducção da Malnutrição Crónica - PAMRDC), Mozambique's second Strategy for Food and Nutrition Security (ESAN II), and with the priority sectors for investment identified by the government (of which agriculture is one).

In fact, as highlighted in interviews to the evaluation team, for the Government of Mozambique, and for the entity responsible for implementing the national food and nutrition security agenda (SETSAN), the FSNP was an important opportunity for putting in practice the national strategy for Food and Nutrition Security (FNS).

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<sup>36</sup> Elim serviços LDA (2016). Final report: Baseline data globalization and results framework revision of the food security and nutrition programme in Gaza Province (FSNP) in Gaza province.

**The programme was also highly relevant to the needs of the target populations in Gaza province.** The Mid-Term Review (MTR)<sup>37</sup> for the FSNP rated the relevance of the programme at the highest level) compared to other criteria reviewed (which all had a lower rating). Relevance was underscored during the field visit work by the evaluation team by beneficiaries and local officials, who consistently highlighted the important role that the techniques, skills and inputs had played in attention to the effects of climate change, building resilience, and improving food security in an area that has been consistently suffering from high levels of food insecurity (see also results section – 3.3).

### **Role of the multi-actor approach in better targeting actions**

In answering this question, the evaluation considered whether the multi-actor approach has had an added value to targeting actions, over and above separate partners doing the targeting through their own projects, without the benefit of an overarching framework, and finds that **there is very limited evidence that the multi-actor approach drove or even improved targeting.**

**Mozambique was an early BFFS country** (with Mali). Documentary evidence and interviews highlight that the design process was led by the Belgium Embassy in Maputo based mainly on a general steer about the importance to follow the 4-pillar approach and to focus on multi-actor implementation. However, the process lacked specific instructions/guidance on how to go about the design. It also lacked a common Theory of Change for the intervention, and corresponding approaches and strategies on how to achieve the envisioned changes.

**The Belgium Embassy initiated the design process by identifying key partners** (three UN agencies – FAO, WFP and UNCDF). Initial project design was done by these partners, without a specific prior situation analysis. The Embassy’s direct selection of partners meant that even when a situation analysis was finally done (two years into the design) there was no longer room to think of a different engineering of the choice of the actors.

**The UN partners initially presented a joint proposal under the auspices of the one-UN<sup>38</sup>.** A joint official proposal was submitted to the Belgium Government but rejected because of insufficient coherence of the proposal (documentary evidence and interviews). A second joint proposal suffered the same fate. This contributed to a very long design phase (2010-2013).

**After the initial joint submission, the UN partners were asked to submit separate proposals as individual UN agencies** because the One-UN was not a legal entity that could enter into an agreement with the Belgium Government. This resulted in separate project documents for all implementing partners, and separate agreements for each UN agency and for the two NGOs which were identified later. These separate proposals were all drafted against the backdrop of the 4-pillar approach but from the perspective of each individual agencies and therefore largely brought forward the individual agency priorities and experience from prior work in these geographical areas. The resulting set of projects lacked coherence for the aforementioned reasons and reflected different strategies, approaches, geographical targeting, and separate monitoring frameworks.

**An attempt was made to bring these different projects together in a single programme document<sup>39</sup>** with the help of two consultants who were recruited to support this process in 2012 (see Annex 5 - timeline). This overall programme document highlighted multiple agencies contributing to the same outcomes, but it never in practice became a guide for implementation as the individual BFFS partners continued to be

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<sup>37</sup> AFC Consultants International (2016). Mid Term Review Report – Food Security and Nutrition Programme in 6 districts in Gaza Province

<sup>38</sup> Mozambique had a strong commitment to the One-UN and Mozambique was one of the pilot countries for the One-UN at the time.

<sup>39</sup> DISOP, FOS, FAO, UNCDF, WFP. (2015). Food Security and Nutrition Programme in 6 districts in Gaza Province – 2013-2017. Calypso, Maputo.

accountable for the results that were anticipated in the separate project documents which they have signed agreements against, rather than those listed in the overall framework. It is relevant to note in this context that **at the design stage for the overall project document<sup>40</sup>, the risk of weak commitment to the multi-actor approach was rated 'low to medium'** in the risk matrix. The design operated under the assumption that the government counterpart institution - SETSAN - would provide strong coordination, and that there would be regular coordination meetings. As will be discussed later, neither of those assumptions held (in particular in the first half of the project) and the **low rating of this risk led to inadequate measures being put in place to address it**, while the challenges in programme design (which was lengthy and twice rejected), and the weakness of the government structures, should have raised a red flag in this respect<sup>41</sup>.

### Progress towards a multi-actor approach during implementation

**During the first three years of the programme, the multi-actor approach continued to be insufficiently visible** (interviews and documentation review). Each partner implemented their own activities and did so following the mandate and priorities of their own organization. This is reflected, among others, in the existence of separate reporting for each partner, although progress was eventually made towards similar formats for narrative reports. Financial reporting, however, was submitted separately and for the UN agencies was channelled through the UN delegation headquarters directly to Belgium (rather than to the programme coordination i.e. SETSAN and the Belgium Technical Cooperation (BTC)/ Enabel)<sup>42</sup>.

The lack of coherence in approach, created problems in terms of project implementation. As noted in the final capitalization report<sup>43</sup>, **the programme consisted simply of five individual projects with respective logical frameworks**. Interviews, documentation and field visits highlighted that this was also reflected in the manner in which the individual partners of the programme went about approaching the district authorities, and the communities. Each FNSP **partner approached the government and the community from the perspective of their own priorities**. This resulted in insufficient or no communication with the other FNSP partners, resulting in some cases in the same beneficiaries being targeted by two FNSP partners.

Similar problems occurred at the level of the **district government authorities** who were supposed to play a lead role in decision making and oversight of the development priorities in their areas of jurisdiction but **were not jointly approached and therefore received mixed – and at times contradictory – messages about the purpose of the programme**. This way of working had consequences for the visibility of the programme, both at the level of the government authorities and beneficiaries. It also resulted in district governments providing guidance and orientation about priorities which did not take into account the importance of having overlapping support to the same beneficiaries. Instead – in particular in the first three years – district governments tended to spread the available support from the different partners across as wide a geographical region as possible (to spread the benefits) which reduced overlap, rather than promoting it.

**There were also challenges in coordination which affected the programme, in particular in the first years, related to the fact that SETSAN (the government agency) did not have an operational budget in support of its coordination role**. Instead a budget was available for BTC (Enabel) to support coordination, but in a facilitating role. This was partially addressed when part of the BTC coordination budget was used to purchase vehicles to facilitate transportation<sup>44</sup>. However, to a degree these

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<sup>40</sup> Ibid, p. 40.

<sup>41</sup> It is interesting to note in this respect that SETSAN is not listed as one of the participating agencies on the joint programme document.

<sup>42</sup> The Belgium Technical Cooperation (BTC) became Enabel on the first of January 2018.

<sup>43</sup> Enabel & Calipso (2018): Capitalização do Programa de Segurança Alimentar e Nutricional na Província de Gaza, Mozambique.

<sup>44</sup> Enabel & Calipso (2018): Capitalização do Programa de Segurança Alimentar e Nutricional na Província de Gaza, Mozambique.



challenges continued throughout the programme implementation period and were ultimately also aggravated by the economic crisis in Mozambique which led to severe budget cuts to all government departments and further reduced the financial capacity of the government (also further discussed under the results section).

**Delays in the start-up of the programme also had consequences for the multi-actor approach.** It reduced the effective duration of the programme, which was then further affected by the decision in 2014 by the Belgium government not to follow the first pilot phase with a second phase for the programme. Interviews underscore that this decision effectively put the programme into a mode of focussing on delivering against the individual project plans.

**The lack of collaboration between partners emerged as a very clear finding of the MTR, and led to strong recommendations targeting more internal coherence,** closer coordination, identifying areas of synergy, reigning in the scope of the programme, further focussing on areas of comparative advantage, and leaving certain activities to other partners. Also, at this stage, the appropriateness of some activities had to be reconsidered and led to various changes.

**At endline, the evaluation found that some improvements had been made after the MTR towards a stronger multi-actor approach:**

- A joint office was established in Xai-Xai for the different organizations which reportedly brought them closer together and this brought about a step-change in the quality of the joint-actor approach.
- The recruitment of a locally based full-time coordinator brought a qualitative improvement in communication between partners and with government and brought continuity in the interventions and communication.
- Various exercises to bring coherence to the multi-actor implementation were done and were reported to be effective such as the mapping of interventions (to identify opportunities), the creation of a matrix of potential synergies (some of which the evaluation team was able to subsequently see during the field visit at the end of the programme period), joint monitoring visits, and shared planning processes.

However, despite these positive (if late) developments, **the programme never achieved a level of coherence in terms of multi-actor approach** and ran out of time to bring about the kinds of changes in attitudes of producers that are needed (more details under section 3.2). This is highlighted in the final Enabel and SETSAN (draft) report which states that: *"The Food Security and Nutrition Programme in Gaza (PSAN) was a not a traditional bilateral programme but rather a multiparty intervention, which was implemented by 3 UN - Agencies (FAO, WFP and UNCDF) and 2 Belgian NGOs (FOS and DISOP), whereby each of them was following its own vision, mandate and procedures. This making the programme very complex and difficult to manage and coordinate."*<sup>45</sup> (p.3).

## 2.2 Coherence of the expenditure and budgetary allocations

**Coherence of the budgetary allocations by intervention sector and coherence with BFFS strategic note**

The programme document<sup>46</sup> presented the following overall budget<sup>47</sup>.

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<sup>45</sup> Enabel & Setsan (2019). Final Report Food Security and Nutrition in Gaza Province.

<sup>46</sup> FAO, UNCDF, WFP, FOS, DISOP. Food security and nutrition programme in six districts of Gaza Province – 2012 to 2017.

<sup>47</sup> The final programme document noted that final adjustments were still to be made. However, the evaluation was unable to locate a final approved table.

Table 3 BFFS Mozambique overall budget

	<b>BFFS contribution</b>	<b>Own contribution</b>	<b>Others</b>	<b>%</b>	<b>Total</b>
UNCDF	4,200,000	2,800,000		40	7,000,000
FAO	2,187,344	386,002		15	2,573,346
WFP	2,226,313	1,493,407		40	3,719,720
FOS	1,215,529	214,505		15	1,430,034
DISOP	679,636	119,936	283,999	23	1,083,671
Subtotal	10,508,822	5,013,850	283,999		15,806,671
Coordination	790,000			5	
TOTAL	11,298,822				16,210,669

*N.B.: % refers to partner contribution against BFFS contribution, not of total (hence % excludes other contributions)*

*Coordination budget is 5% of BFFS contribution.*

*Source: BFFS technical and financial document*

As noted above the programme design saw various implementation partners contributing to the same objectives and sub-objectives. However, **neither at the level of individual projects nor in the overall programme document was there a more detailed breakdown of budget (and expenditure) against each of the four pillars.** In fact, each implementation partner presented its budget structure according to its own internal conventions.

**As a result, the evaluation is not able to present or analyse the coherence of allocated resources against each pillars of the food security framework.** This is different from the BFFS intervention in Tanzania, for example, where each of the partners were responsible for one of the components and which created clarity on what funds were assigned (and in subsequent follow-up reporting spent) for each of the four pillars.

### **Role of the multi-sector approach in improving coherence of expenditure**

The hand-picked selection of partners by the Embassy in Maputo put these three UN agencies in a 'privileged position', and in practice led to the three UN agencies becoming the main fund recipients (UNCDF 37 percent of the budget, FAO 19 percent, WFP 20 percent)<sup>48</sup>. The different levels of funding to different organizations meant that the **bigger recipients (FAO, UNCDF) could cover larger geographical areas** while the NGO partners (and to some extent WFP) - which had important complementary activities - could not extend their programmes to cover the same number of beneficiaries. This **affected the anticipated complementarity of actions between actors and the coherence of the approach.**

Each project did its own budget allocations. There was no single budget for the programme, and **no joint budgetary planning and review** (reviews focussed only on technical issues). Because some of the partners had a very tight budget – in particular the NGOs - this left insufficient budget to accommodate changes in approach (e.g. FOS brought on board the National Union of Agricultural and Forestry Workers (SINTAF) to support a more coherent approach to small holder farmer organization but then had very little funding to be able to implement this activity).

**Overall neither interviews nor documentation suggest that the multi-actor approach brought more coherence in terms of expenditure.** All the evidence suggests that each agency managed its own budget. An important issue appears to have been the **lack of a clear manual of operations which should have been put place in the design phase of the FSNP**<sup>49</sup>. In addition, the way in which the coordination was

<sup>48</sup> Percentages calculated on the basis of the overall budget made available by the BFFS (Euro 11,298,822). Calculations do not include the additional funds by implementing partners own contribution (4,627,848), and secured from other sources (total of Euro 283,999, DISOP only).

<sup>49</sup> The programme instructions in English were only made available in September 2014 and some of the instructions were not straightforward or contradictory to what was in the project approval letter.

done - on a part time basis by a consultant based outside of Mozambique provided support to the programme coordination in the first three years of implementation. This meant that **insufficient support was available for ensuring that the mechanisms of the multi-actor approach were understood by all** and that partners were held to their obligations in terms of planning and coordinating and working together with the other actors in the partnership.

## 2.3 Transversal issues

### Attention to gender, human rights and sustainable development in the strategy and programmatic documents of the BFFS

The evaluation finds that **across different partners the project documentation integrated cross-cutting issues in the design**. This was the case in particular for gender and environment, as human rights are not mentioned in the programme documents. However, **there were some gaps in the design, namely with respect to the joint monitoring framework** (when it was finally designed) which included only two specific mentions of gender (for activities by FOS and DISOP).

**There was also no discussion in the overall FSNP programme document on how the different actors would bring their respective expertise and experience to bear, and in particular how they will work together to address transversal themes**. There was also no discussion on what particular strategies will be used to address some of the deep-rooted causes of gender disparities.

**In terms of implementation**, the progress reporting by the different partners has consistently reported on progress against each of the transversal issues. Annual reporting by partners has included a section on transversal issues (divided in sub-sections by theme i.e. gender, climate change, etc.). This was further streamlined when a common reporting format was adopted.

**Collectively the reporting shows that all projects included attention to transversal issues**. Reports and the field work conducted by the evaluation highlight examples of interesting work. For example, UNCDF worked actively on the establishment of gender platforms, and FOS used Gender Action Learning to challenge traditional gender roles, DISOP integrated environmental awareness in work with schools on reforestation, etc., and also focused on gender by ensuring that students in the agricultural school had equal responsibilities for all the tasks that needed to be done (including cleaning, water management, etc.)

**In the context of Mozambique where women are the main actors in family agriculture, the participation of women in the projects was strong from the perspective of numbers of women reached<sup>50</sup>**. The evaluation notes that the implementation of actions on gender has been quite visible as more than 60 percent of the members of the Farmer Field Schools (FFS) and the committees for the management of natural resources of FAO, WFP, FOS and DISOP have been women. The programme also advocated for and secured a minimum quota of 30 percent women in the Local Consultation Committees (Comités de Consulta Local – CCL). Interviews by the evaluation team, as well as documentation, underscore that there has been a shift in mentality at community level which informants attribute to the work the programme did in strengthening gender dimensions, including clear differences between associations that were part of the programme, and those that were not, and improved gender relations in families.

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<sup>50</sup> In addition, an important characteristic of Gaza province is that young men, and adult men will frequently go to South Africa to work leaving many female-headed households.

**While the programme clearly challenged traditional gender roles<sup>51</sup> it has nonetheless been difficult to make substantial progress in deep-seated cultural and societal factors** that reduce the participation of women in decision making, as this clearly would require much more time.

**Attention to environmental issues has consisted of strengthening the management of natural resources and mitigation of risks and disasters.** The work with producers through the FFS is visible in areas along the flood zones of rivers, on issues such as conservation agriculture, mechanisms of adaptation to drought conditions as using irrigation and some plants with drought resistance (sweet potato). In addition, and following recommendations by the MTR, the evaluation noted further efforts were made to address environmental issues for farmers in dryland areas by promoting dryland farming, attention to soil moisture management, and introduction of drought-tolerant crops. Attention to environmental issues has also been an important part of the decision-making process of the projects funded at district level through the UNCDF funds.

### **Role of the multi-actor approach in transversal issues**

**The separate planning and reporting processes** which were in place for the duration of the programme meant that in practice the multi-sectoral approach did not play a significant role in developing a common framework for attention to transversal issues.

The evaluation concurs with the findings of the MTR that the consideration of cross-cutting issues depended on each intervening agency interpretation and integration of transversal activities into the areas or activities in question in its proposed intervention. There was no evidence at endline that this had substantially changed after the MTR.

Thus, **attention to transversal issues was not enhanced by the multi-actor approach.** Also, the technical support by the UN Women project appears to have materialized quite late into programme implementation, in part because that project started late. While interviews in the programme areas brought up various examples of the work of UN Women there was little evidence that this had substantively changed the approach to gender issues.

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<sup>51</sup> FOS successfully used a Gender Action learning method which included several workshops at community level, these were successful in challenging traditional gender roles (interviews).

## 3 Implementation of the projects and programmes

### 3.1 Costs/efficiency

#### Planned versus actual Implementation rate of the BFFS

All projects got off on a slow start, with low disbursements in the beginning. This applied to the three UN agencies, the two NGOs, and the coordinating agency BTC<sup>52</sup>. At MTR it was noted that the FSNP had a delay of at least one year given that bilateral agreements with partners had set the ending date as 2017.

**In spite of a delayed start-up of activities, by the time the WFP, DISOP and FOS projects closed in late 2018, all three these partners had reached an execution rate of 100 percent** of the allocated, and in the case of DISOP of 118 percent because of a contribution of 150.344 EUR from its own funds<sup>53</sup>. For the remaining to partners disbursement rates in 2018 were at the required levels (over 70 percent) to request the final tranche. At the time of the evaluation UNCDF and FAO were still implementing the programme as both organizations had been granted a one-year extension (up to 31 August 2019).

#### Expenditure compared with initial budgetary allocations

**Expenditure reporting presents the same limitations as mentioned above for the programme document** i.e. each partner used its own budget structure to present expenditure and contributed across multiple common objectives and sub-objectives, with the common reporting format for the projects separating the narrative part from the financial part of the reporting.

**A review of the documentation across the different organizations reveals inconsistent financial reporting.** Some reports do not include financial reporting, other reports present incomplete figures, preliminary numbers, or have reports in draft form.

**For the UN agencies financial reporting is managed out of their headquarters which provide such reporting directly to the Belgium development cooperation office in Brussels.** These reports were not made available to the evaluation team, and therefore the financial picture to accompany the narrative report was not available.

As a result, **it is not possible to comment on the coherence of expenditure for the overall programme, nor is it possible to comment on coherence for each of the individual partners.** It may be noted that this was a problem not only for this evaluation but also for the process of monitoring the programme as was noted in interviews with the coordinating agency (BTC/Enabel), with individual partners, and for SETSAN as the government partner. It also created lack of clarity for the recipient local governments (district governments). The exception to this was the UNCDF project which provided the district governments with figures on allocated budgets per year and also included in its financial reporting an overview of funds spent on infrastructure for each district<sup>54</sup>.

#### Efficiency of the programmes and the BFFS instrument (human, financial, time)

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<sup>52</sup> BTC, for example spent only 20 percent of its Y1 budget of 183.000 euros in 2014, reportedly due to late arrival of the BTC coordinator and lack of field activities as a result of instability from 2014 elections).

<sup>53</sup> Enabel & Setsan (2019). Final Report Food Security and Nutrition in Gaza Province.

<sup>54</sup> See for example: UNCDF (2018). Food Security and Nutrition Programme - UNCDF component within the BFFS partnership framework, Narrative Progress Report -September 2017 - August 2018 4th BFFS disbursement period.

**The existence of separate projects, and inadequate coordination mechanisms, and different starting dates<sup>55</sup>, led to different and sometimes contradictory ways of working by the different actors.** This reduced the efficiency (activities that were supposed to be complementary were not in the end complementary) and also appears to have been challenging for the communities who were unclear on who was doing what.

**Different implementers identified different target groups within the beneficiary province.** As a result, assumptions that food and nutrition security would be strengthened through coordinated/layered inputs from different agencies to the same beneficiaries (allowing them to benefit from water, agricultural inputs, training etc.) appears to frequently have not held. In some cases, activities have high transaction costs for beneficiaries and communities which were targeted twice with activities that were only marginally (or not at all) different.

**As noted earlier there were also limitations imposed by the lack of sufficient funding for the NGO partners in the programme** who could not extend their actions over as large a geographical area as the UN partners which had a much more significant budget.

**A variety of internal challenges for implementing partners related to procedures and administration also affected efficiency of the individual projects and of the programme as a whole.** For example:

- There is evidence from interviews and documentation of challenges in coordination and management within DISOP (Mozambique and Belgium) which affected the transfer of funds. As a result, there were very considerable delays in terms of implementation of activities. Among others, this affected the construction of the second agricultural school (which should have been ready in 2015, but only started functioning in 2017 when the project was ending). This had knock-on effect that the anticipated support to the first years of management and functioning of that school could not be provided.
- Similar challenges were also reported for WFP, with long administrative delays which WFP sought to address by advancing its own funding for the implementation of activities.
- For UNCDF, local procurement was reportedly a major issue, as the interventions focused on supporting local government in procuring infrastructure, services and equipment, through grants that were made available at local level, and there were considerable challenges as a result of local procurement laws.

With respect to the human resources, the evaluation finds that **for most of the implementation much of the technical expertise remained concentrated at the national (Maputo) level**, rather than in the field where the initial assessments had indicated that technical capacity was a serious constraint. This meant that technical staff was not available on the ground where and when needed, which – as highlighted in interviews with district teams, and with the BFFS partners – had various consequences in terms of the technical quality of the interventions (i.e. some interventions needed technical expertise that was not available when decisions were being made). It also meant that the anticipated support to local capacity strengthening was not always of the scale and nature that was needed. External challenges in terms of efficiency, from the human perspective, relate to the turn-over of staff at district and sub-district level leading the capitalization report to conclude that the rotation of staff was a key factor affecting the uptake of the innovations that were developed by the programme<sup>56</sup>, and that because of this reality

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<sup>55</sup> Even after signature, actual implementation in Gaza started at different speeds and different moments. For example, FOS started implementation in mid-2013 while UNCDF only started late in 2014. The delay for UNCDF was reportedly the result of long lead times for working through government systems, in particular for matters related to using government procedures for procurement (interviews).

<sup>56</sup> Enabel & Calipso (2018): Capitalização do Programa de Segurança Alimentar e Nutricional na Provincia de Gaza, Mozambique, p. 23.

programmes of this kind should anticipate this reality by training three times the number of actual staff needed<sup>57</sup>.

## **Synergies and complementarity between the different components of the BFFS programme**

**The beginning years witnessed limited collaboration between the different partners.** As partially already noted earlier, there were various reasons for the lack of synergies. Interviews and documentation highlight that the coordination took a long time to be set up and that the coordination modality (once in place) was not adequate i.e. BTC made the choice to have a remotely based consultant who coordinated the project on a part time basis and came to Mozambique periodically. "The coordinating agency should be in place from day one. We were a year and half into implementation when they started, and that was not helpful. Also, the coordinator was not always in the country, that weakened the coordination of development partners and the government." (Interview). Even when the coordination became fully functional, there were staff changes which affected the way of working and towards the end of the programme strained relations, in particular between SETSAN and Enabel. When there was the decision to replace the remotely based coordinator with a local coordinator (who started in 2016), there was a gap of several months which also meant there was little oversight of the programme as a whole and no joint meetings. In the absence of strong coordination in the first period, much of the assumed synergies also ended up depending on the personal relationships of the different organizations.

**Collaboration among the actors saw some improvement in the second part of the program, after the MTR,** which stressed the importance of the collaboration. The other improvement came when the remotely based part time coordinator was replaced by a full-time local coordinator who was placed in Gaza province. While the local coordinator created a new dynamic and brought the partners closer together, this coincided with the decision shortly afterwards to that the FSNP would not be continued beyond the initial five years. This put the programme in a mode of finalizing what had been started rather than concentrating on effectively consolidating the emerging synergies and complementarities.

**Towards the end of the programme multi-actor coordination had improved, and was being translated into joint approaches and actions in a small number of specific locations** (see box below), as had been originally intended by the programme although it was never explicitly planned because of the separate approaches and lack of explicit guidance on how to design for a multi-actor approach. For example, FOS final reporting mentions: "*increased collaboration between UNAC/UPCG and FAO, contributing to important synergies within the programme. FAO values the work of UNAC in setting up farmer association structures, which improves overall sustainability of the programme, as well as savings groups, which enhance financial sustainability of the associations and their farmers.*"<sup>58</sup> Other reporting is less positive e.g. from WFP's last report: "*Each partner seems to be doing their own project as the FSNP comes to an end*" (WFP, 2018, p. 15). The same report also notes persistent problems of joint training and joint monitoring, even at the end of the project implementation period.

### *Box 1 Examples of synergies which emerged towards the end of the FSNP in Gaza*

The district of Guijá had been identified by the programme as a site where all actors could converge to support the same community. The evaluation was able to observe that this strategy did indeed have an added value, however this happened only towards the end of the programme period. Examples of synergies that were in place in Chicacanine include:

- Collaboration between UNCDF's water activities, and the BTC Water programme (also funded by the BFFS). Joint work became a reality after the

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<sup>57</sup> Ibid, p. 24.

<sup>58</sup> FOS 2018.

MTR and resulted in a qualitative improvement, with most water projects passing over to the BTC water project. Before that UNCDF had lacked expertise and mistakes were made in the identification and implementation of water projects.

- DISOP had an FFS project. Following the MTR, FAO started supporting this activity with its expertise on animal production and seeds and improved crops. This enhanced the relevance of the work done and contributed to uptake by farmers.
- The work by FOS with UNAC on establishing farmer associations was linked to the support provided by DISOP to the two agricultural schools, enhancing integration and uptake of practice in the community and among association members.
- As a result of the search for synergies the agricultural school in Combomune, in district of Massingir, benefitted from electrification through a UNCDF district grant. The priority for the school was identified and approved by the district council, highlighting that for this community the school was seen as an important priority.
- UN Women financed a poultry project owned by women group designed and lead by two female students from Chicanhanine School, in district of Guijá.

*Source: Interviews by the evaluation team during the field visit to Gaza Province in April 2019*

It is the view of this evaluation that had a second phase of the programme been put in place, then the progress towards complementarity and synergy which was made in the final period could have been sustained and begun to pay off. However, taken as a whole, the level of complementarity and synergy remained weak between the different actors and components.

### **Coordination with other interventions of the Belgium cooperation and other donors**

At mid-point when the MTR took place it was found that little progress had been made to work together with the two 'satellite' projects which were assumed to be complementary to the BFFS on gender (UN Women) and Water<sup>59</sup>. In part, this was related to the later start of the UN women project (2015).

#### **The two 'satellite' projects were for a considerable part of the period implemented without significant collaboration with the existing FSNP partners.**

It was the MTR that pointed out that FSNP partners were engaging in areas where they lacked technical expertise (e.g. drilling bore holes in multiple locations where prior technical tests could have revealed that the water was not fit for consumption (too salty)). This was a missed opportunity that those two projects which were potentially of significant value to a joint approach and could have brought in critically important technical expertise, were not brought in as part of the initial programming. It is also a lost opportunity from the perspective that the joint programme document had highlighted the challenges of sufficient technical expertise for this remote and difficult area. The FSNP programme document noted that "Given the significant investment needs, the logistical constraints and cost implications of working in remote and very resource poor locations, it is important to note the balance between process support and direct investment, as considerable staff resource will be needed for implementation of the proposed actions." (p.45).

**At final evaluation, the evaluation found that there had been modest improvement in collaboration with other interventions of the Belgium cooperation.** Interviewees spoke of important lesson learning from the UN Women project, reflecting stronger coordination with the work of UN Women after the MTR, both through the overall steering committee and joint monitoring of the project, but also

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<sup>59</sup> MTR report



through bilateral work between individual projects and the work of UN Women (e.g. between FAO and UN Women in Massingir). **Interviewees also highlighted the division of tasks with the Water project after the MTR** when a decision was taken to much more explicitly ensure that technical water issues should be dealt with by BTC water.

### **Cost/Efficiency of the multi-actor approach**

In the overarching programme design document: "all BFFS partners agreed - in signing a collaboration agreement - to the importance of not having separate or individual projects implemented within a joint program. But instead it seeks to develop a set of complementary components which will be implemented in a coherent, coordinated and joint manner and in close consultation with national authorities and local actors"<sup>60</sup>.

The majority of interviewees express **a clear perception that there had not been enough taking advantage of the preparatory period**. This meant that at implementation there was too little understanding of what each partner would be doing, and in particular of how the different activities would fit together: "In the first three years we were duplicating activities because we did not know one another" (interviewee). This only improved in the last two years when targeted efforts were made to improve coordination. At the time of the MTR there was not yet a comprehensive mapping of who does what in which district and the MTR highlighted instances of duplication in the same community. A mapping of districts also showed that only two districts (Chigubo and Chicualacuala) out of the six were being covered by all actors<sup>61</sup>.

**The fact that components of the programme that expected to work together did not do so had important negative implications for the efficiency of the multi-actor approach:** "There were a lot of problems with the coordination. There was someone who was appointed, and he left, and then there was a huge vacuum. And that did not help the programme. Later on, we wanted to have some of our farmers connected to other parts of the programme, and this did not happen".

Across the multi-actor partnership, **there was a lack of synergy and challenges related to practical (administrative) issues**, with organizations having different practices in terms of per-diems which affected the planning and implementation of joint actions.

## **3.2 Learning**

### **Quality of the mechanisms for learning**

This section of the report considers various dimensions of learning. It looks at how lesson learning might have informed design, and how learning was achieved during implementation through quality of monitoring and evaluation.

The joint programme document (2012) states in the introduction that: "*The new Fund and its strategy take into consideration the lessons learned from the previous implementation period of Food and Nutrition Security projects and programmes*"<sup>62</sup>. However, there is no specification of what these lessons are and how they were used to inform the strategies of this overarching programme document.

**At the level of individual project design, there is some evidence that lessons from previous interventions were taken on board.** FOS – as the only partner with direct experience of the previous Belgium fund (through the BFS which predated the BFFS) used its prior learning to inform project design, in the following manner:

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<sup>60</sup> Food and Nutrition Security Programme in Mozambique (2012-2017) – Project Document, p. 3.

<sup>61</sup> MTR, 2016, annexes.

<sup>62</sup> Food and Nutrition Security Programme in Mozambique (2012-2017) – Project Document, p. 1

- FOS built on its experience of working on the strengthening of provincial farmer union in Manica and Tete provinces and used this experience in prioritizing various actions that directly targeted strengthening of the Union in Gaza (these earlier experiences had also been evaluated).
- The FOS involvement in the earlier BFS programmes had also brought out the importance of working very closely with the Ministry of Agriculture (MINAG) and the importance of defining that relationship very well, including the roles of MINAG vis-a-vis provincial units. FOS reported using this an important lesson in its early approach to the FSNP programme.
- The introduction of the health component (which did not exist in the previous BFS programmes) with a focus on good nutrition to help health conditions of the peoples, also arose out of the previous programmes.

**In terms of programme design by the UN partners, the project documents suggest that all three partners built heavily on experience from their own earlier programmes in Gaza province,** and replicated experiences that they had already been implementing in this province. This is reflected in approaches such as Farmer Field Schools (FAO), Food for Assets (WFP), and working through district government (UNCDF), etc.

However, other realities about the programme affected the degree of lesson learning:

- Weak coordination in the first years of the programme reduced the utility of the steering committee meetings and joint visits to Gaza province. While these took place, they appear not to have substantially strengthened lesson learning. The final report notes in this respect that: *"because this intervention was a piloting one, they were no references from which it could learn experiences and get synergies. Enabel had therefore to be creative and flexible in order to ensure reasonable achievement of the foreseen results"*.<sup>63</sup> This improved with the coming of the new, locally based, coordination in 2016 as opposed to the remote part time coordination that had been in place prior to this and which had not been effective.
- As noted earlier the **programme was approved without a common baseline,** manual of procedures (which would have included procedures/processes for learning) and as five separate projects each with its own monitoring framework. DGD was to develop a M&E format to go along with the approved projects. In 2016, at the time of the MTR and in spite of various efforts and the involvement of an external company there was still **no approved monitoring framework**<sup>64</sup>. There were also **challenges in having a complete overview of expenditure** because of use of different formats and UN agencies reporting in dollars<sup>65</sup>.
- An external consultancy hired in 2016 reviewed the indicators and developed a joint monitoring framework. However, the framework was never put into practice and until the end of the programme period, each agency continued to use its individual monitoring framework.
- In addition, **at the mid-point there were also still very clear challenges in terms of learning from the other programmes** which at design phase had been identified as potentially providing complementarity (with UN Women and BTC Water). Thus the 2016 Enabel report on coordination noted that: *"Given the geological situation of Gaza province, UNCDF/PDEF Gaza needs to strengthen more their collaboration with BTC Water project to benefit from the technical knowledge of the water experts, to avoid problems linked to water quality and drinkability. Exchange of information on implemented projects*

<sup>63</sup> Enabel & Setsan (2019). Final Report Food Security and Nutrition in Gaza Province., p. 3.

<sup>64</sup> MTR, 2016.

<sup>65</sup> BTC (2014). BTC Coordinatie FSNP-Gaza Mozambique : Verslag Missie 2014 September-October.

*between different implementing agencies is important to exploit complementarity and synergy, e.g. WFP and UN Woman both are implementing poultry projects but they have not yet exchanged any kind of information and as result they are using different approaches and different methodologies while they are operating in the same districts.” (p. 13)<sup>66</sup>.*

- **At the time of the final evaluation, learning appeared to have seen some improvement.** Driven by the findings of the MTR the last part of the programme period, there was a concerted effort at improving coordination and synergies and a stronger focus on sharing. Also, each partner has a section on learning in their annual reporting which brings out lessons. Processes had also been set in place to make the steering committee meetings, and joint monitoring more meaningful. However, **the benefit of these improvements appears not to have been substantially felt as by this time the projects were closing down.**

### Learning about the multi-sectoral and multi-actor approach of the BFFS

- For Mozambique, the combined effect of a late and irregular start (i.e. different partners starting at different times), poor coordination among partners, and a premature closing of the programme has led to a loss of lesson learning (interviews).
- Because the reporting was done individually by organization it is very difficult from the documentary evidence to get a view of how the multi-actor approach added value. However, one aspect that emerges across interviews is a sense that **the multi-institutional framework, in spite of all the challenges, brought about a stronger understanding that FS is not about food or just about agriculture:** *“One of the biggest achievements was to bring FSN very strongly into all the aspects of programmes. Created greater understanding in the government at district level, and beneficiaries in the communities. ”*
- In addition, the disappearance of the service in the Belgium ministry dedicated to the BFFS in 2015, reduced the coordination of the partner organizations in Brussels and also contributed to a loss of lessons learned during the implementation of the BFFS.

### Global: level of capitalization of the BFFS experience

- No examples of learning from other global BFFS programmes were noted in interviews and documentation reviewed.
- **Potentially learning could have happened between Mali and Mozambique which started at the same time.** The various FSNP partners were unable to cite examples of how the implementation of BFFS programmes in other countries might have informed implementation in Mozambique, or vice versa. None of the reports referred to lessons from the other countries.

## 3.3 Specific institutional arrangements

### Added value and lessons related to the functioning of the parliamentary group

- No specific findings were identified with respect to the added value and lessons learned from the functioning of the parliamentary working group.

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<sup>66</sup> BTC/SETSAN Coordination Results Report – September 2015 to August 2016.

- According to interviews there was little specific interest or attention from the parliamentary working group for Mozambique as a country and also no visit to this country.

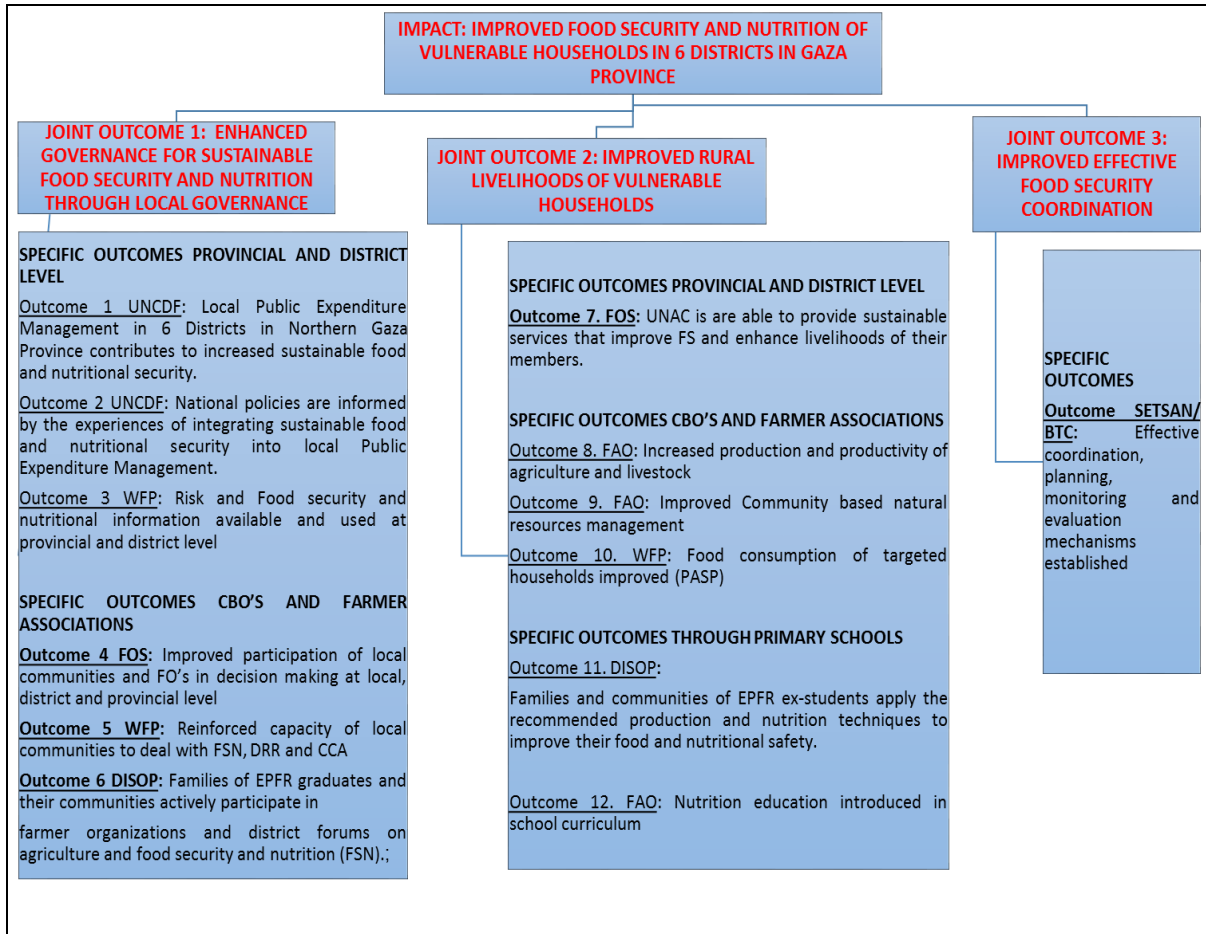
#### **Specific modalities that were put in place for implementation of the BFFS:**

- Joint field visits to Gaza province by all partners three times a year were planned. However, feedback from organizations operating in the field, and from reporting , suggests that these field visits did not always take place with the anticipated frequency and were therefore not frequent enough, although national level implementing partners stated that the visits were ultimately useful: "Over time this helped put the accent on the challenges of coordination and eventually resulted in some improvements, for example in ensuring better overlap of beneficiaries." (interview).
- Monthly meetings in Maputo were supposed to be hosted by SETSAN and to bring together all the partners. In practice, especially in the earlier part of the implementation period these meetings were far less frequent than planned (i.e. in 2014, only four such meetings took place).
- A national yearly steering group meeting took place.

## 4 Effects of the support

### 4.1 Results achieved and main success factors

Figure 2 Intervention logic of BFFS Mozambique



Source: Technical and Financial Document of FBSA Mozambique

This section presents and discusses the effects of the support, following the structure of the programme, based on information and data available in reports of individual partners (see bibliography) and feedback from stakeholders who were interviewed in Maputo and Gaza during field mission. The diagram below illustrates the results framework, establishing relationship between intended impact, the outcomes and outputs.

According to the design, the programme impact should be achieved through three joint outcomes and different implementing partners were to contribute to this with specific outcomes. Each partner designed and implemented its individual project, with specific outputs towards achievement of the assigned outcomes.

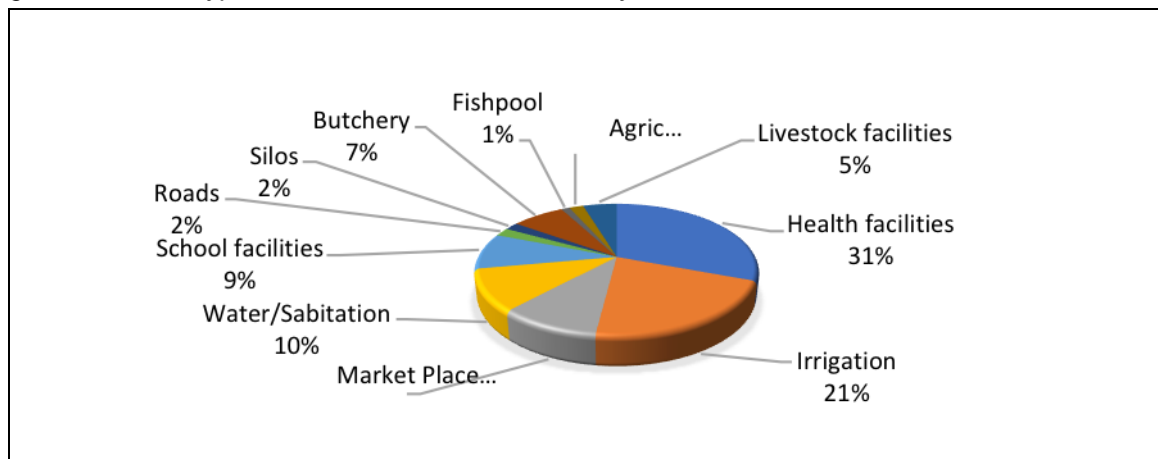
Given the structure of the programme and the above explained implementation context, the results will be presented and discussed following the joint outcomes and more specifically the outcomes assigned to each partner.

#### Joint Outcome 1: Enhanced governance for sustainable food security and nutrition through local governance

*Outcome 1 UNCDF: Local public expenditure management in 6 districts in northern Gaza Province contributes to increased sustainable food and nutritional security*

Under the FSNP, **UNCDF financed a range of investments in food security infrastructure and capacity and at the same time contributed to more inclusive, transparent and effective public financial management (PFM).** The UNCDF Narrative Progress Report, of September 2017 - August 2018, reports that over the FSNP period, UNCDF funded 43 projects in the six target districts, distributed over different priorities and this was also confirmed by the senior staff of Gaza Province Department of Planning and Finance. Of these just under one third represented health facilities (31 percent), 25 percent agriculture facilities (21 percent irrigation, 2 percent silos, 2 percent agriculture centres), 13 percent livestock facilities (7 percent butchery, 5 percent livestock centres/fish pools), 10 percent market place, 10 percent water and sanitation, 9 percent school facilities, 2 percent roads, as shown in figure 1 bellow (UNCDF, 2018).

Figure 3 Types of infrastructure established by UNCDF with FSNP Funds



Source: UNCDF Narrative Progress Report, September 2017 - August 2018

The process by which the infrastructures were identified as priorities has been important. **UNCDF has worked through existing planning and budgeting frameworks at district and provincial levels.** The district administrations use the District Development Plans (DDP) to prioritise investments and activities. District Consultative Councils play a key role in priority setting and are supported in this process by District Government Technical teams. Evidence reviewed by the evaluation team clearly showed that the **selection of works took into account criteria related to food security and nutrition as well as criteria reflecting environmental and climate resilience concerns.** A big challenge, however, over time, was the size of the programme compared to capacity for supervision and support of the works. Local informants suggested that the programme/UNCDF underestimated the complexity of managing 45 investment projects, all of which required specific expertise. At the time of the evaluation visit to Gaza province, with the programme almost wrapping up, work was still being conducted to finalize these projects before the closure of the UNCDF FSNP grant in September 2019.

**The support of UNCDF has reportedly strengthened the process that is used for developing District Development Plans (DDP).** According to the report and feedback from different stakeholders, including UNCDF senior staff, Government officials at provincial and district levels the activities have focussed on promoting and facilitating policy dialogue at different levels, training, and providing technical support to the District Governments Technical teams, and the District Consultative Councils to make food and nutrition security sensitive choices in terms of planning and investments. The development of the plans follows a structured process with consecutive steps including diagnosis, drafting of strategic framework, work planning, and drafting of a monitoring and evaluation (M&E) framework. Until the time of this evaluation, all six districts had accomplished the phases of diagnosis and strategic framework, however, only four had completed action plans (two were incomplete) and none had completed the M&E framework.

Table 4 Progress towards the development of District Development Plans

Districts	Diagnostic	Strategic Framework	Action Plan	M&E Framework
Guijá	X	X	X	
Mabalane	X	X	X	
Massangena	X	X		
Massingir	X	X	X	
Chigubo	X	X	X	
Chicualacuala	X	X		

Source: UNCDF, 2018. Narrative Progress Report, September 2017 - August 2018

The feedback from district administrators and technicians of district government departments indicate that they fully own the project, they are satisfied with the capacity building and indeed they claim to be models amongst other districts and provinces concerning public resources administration and integration of FSN, CCA, and DRR in the planning and budgeting. **Interviewed government representatives at all levels consistently expressed their commitment to continue implementing the DDP based on knowledge, skills and experience gained through the work** which was supported by UNCDF, and during the implementation of the FSNP.

The documentary evidence and field interviews highlight key support by UNCDF to the six districts, which has led to an **improved planning and expenditure of public resources at the district levels**. This included: (1) delivery of training on international best practices in financial management to provincial senior staff of the department of finance and economy and the district administration technical staff; and (2) provision of technical expertise in annual performance assessments and performance-based budget allocation. UNCDF also transferred capital grants through the Performance Based Grant System (PBGs) which has become an important source of funding for local government to promote food security development.

**UNCDF contributed to an inclusive and more accountable planning process** by training local government technical teams, supporting the creation and training of District Development Councils (DDC) to represent local communities. **In the field, the evaluation team was able to observe that DDC's are actively participating in the process of planning, budgeting and monitoring investments.** In fact, results of interviews conducted at the district levels confirm that every district has a DDC in place which is active in meeting to discuss priorities, identify investments, approve projects, and to hold the local administration accountable for the expenditures. Interviews with the district technical team in Massingir district underscored the importance of this technical involvement by representatives of different sectors (e.g. health, education, agriculture, public works, etc.) in the decisions around priorities, to ensure that the projects that are retained are technically and financially viable and correspond to needs.

**The PBGS appears to be providing a very significant financial incentive to the local governments and has created a strong local dynamic.** In fact, UNCDF reporting suggests that this played an instrumental role in improving local-district government performance and has galvanised more systematic accountability assessments. The system is considered innovative and UNCDF informed the evaluation team that a number of donors are taking this approach to other areas of the country.

At the final evaluation stage, **concerns were voiced, however, about the degree to which this dynamic will continue in the absence of further grant funding by UNCDF** (or another donor) to the same geographical areas.

*Outcome 2 UNCDF: National policies are informed by the experiences of integrating sustainable food and nutritional security into local Public Expenditure Management.*

**There is evidence of learning from the programme and uptake by government and other partners.** The experience of participatory planning and finance for food security and nutrition through the local development plans has been documented in regular reporting that has been shared with local government and presented in the district consultative board, technical meetings, and district development committees. Interviews suggest that the experience in Gaza is seen as a best practice in terms of integrating food security and nutrition into the planning process, and also in terms of the participatory process of planning, monitoring and evaluation. The approach also promoted an alternative model for procurement and managing contractors which has reduced risk for the grantee by requiring up front funding from the contractor and introducing payment against results. This is reported to have reduced risk of default by contractors and improved the completion rates of works. The evaluation team was told that the Provincial governor of Gaza has asked to replicate the model of budget planning, procurement and performance-based budget allocation in the other districts which are not directly assisted by the programme, and the approach has also been shared with other provinces. As a result, performance-based budget allocations are now being considered as a model for the management of the upcoming funds from World Bank and also on the EU funds to be allocated to Nampula and Zambezia provinces.

*Outcome 3 WFP: Risk and Food security and nutritional information available and used at provincial and district level*

**WFP has worked jointly with the National Institute for Disaster Management (INGC) and SETSAN to conduct a risk assessment and update the food security profiles** of the districts of Guijá, Massingir, and Chicualacuala. Workshops were used to disseminate the risk profiles, maps and food security information and to share a nutrition manual. The workshops also focused on the importance of gathering, analysing and reporting information on the status of food security in risk zones, and to use this to strengthen resilience of vulnerable people and reduce food insecurity through better informed and evidence-based decision-making processes. The dissemination workshops reached a total of 249 people, among which, district authorities, community leaders and members as illustrated in Table 5 below.

WFP Project documents, including reports and feedback from interviews show that out of the 6 districts of the program, WFP targeted 3 districts and because of that only these three benefitted from the development of risk assessment and food security profiles and the dissemination of manuals.

*Outcome 4 FOS: Improved participation of local communities and farmer organizations in decision making at local, district and provincial level*

**The focus of FOS has been on food security through stronger participation of local communities and farmer organizations.** FOS provided support to farmers groups to become official associations, by forming zonal, district and provincial unions and affiliating these with national umbrella of farmers' organizations, known as UNAC. By the end of year 5 of the Project, FOS had managed to affiliate to UNAC a total of 62 associations from 5 of the 7 target districts, comprising a total of 2660 members of which 73 percent were women. About 27 percent of these associations are have a female president. Four officially recognized farmers' unions was established in Guijá district, Chicualacuala, Chóckwe. Lastly, the provincial farmers' union (União Provincial de Camponeses de Gaza – UPCG) was officially recognized by the Government of Gaza province at the end of the fifth year. FOS - jointly with UNAC - trained farmers on organizational governance, leadership and relevant technical skills to write project proposals, mobilize resources and manage projects. They also advocate for these groups to attend DCC, where district level plans, priorities and investments are discussed (see also under outcome 1 above).



Table 5 Number of farmers and associations assisted by FOS

District	No. of Members	Percentage of female members	No. of associations	Percentage of female led associations	No. of Zonal Unions	District Union
Chicualacuala& Mapai	842	69 percent	24	6 (25 percent)	4	Formed
Guijá	1116	67 percent	18	5 (28 percent)	5	Formed
Mabalane	321	83 percent	12	4 (33 percent)	3	Formed
Massingir	381	88 percent	8	2 (25 percent)		Formed

Source: FOS, 2018. Narrative progress report on year 5 of the BFFS project

Throughout the years of project implementation, it was learnt that drought might lead to low attendance or a drop in participation of an entire association, because they get busy with other coping mechanisms. For example, in the 2016/2017 agricultural season when there was good rainfall, there were 68 active associations at the end of year 4, followed by very low rainfall in the 2017/2018 season and a total of four associations were inactive dropping to a total of 62 functional association. This was seen mainly in Chicualacuala district (decrease from 29 associations in August 2017 down to 24 in August 2018), and also in Massingir, with 11 associations in August 2017 down to 8 associations in August 2018. These might lead to discontinuity of groups and might backtrack the cohesion of the groups and their functionality.

**FOS also supported SINTAF in building capacity to defend the interests of its members** (farm workers and their communities in the programme districts). By the end of the programme a total of nine worker's committees had been formed and 8 remained functional defending interests of 994 workers (274 women, 29 percent women). A total of 23 out of the 45 leaders of the 8 working committees are women (51 percent). Additionally, in 5 out of the 8 companies, womens' committees were active discussing and defending the specific rights of a total number of 264 women workers. **The workers committees have been able to engage in negotiations with the owners of the agrarian enterprises on provisions regarding working conditions, including aspects of health, hygiene and nutrition at the workplace.** As of 2018, a total of four collective agreements had been reached and another four were under preparation by the workers committees in Guijá, Massingir and Chigubo districts and by the workers of Karangani/Twin City and awaiting signature by the owner. The agreements included provisions about minimum wage (also for seasonal workers) and payment in national currency, aspects of health and safety at the work place.

*Outcome 5 WFP: Reinforced capacity of local communities to deal with FSN, Disaster Risk Reduction (DRR) and Climate Change Adaptation (CCA)*

**WFP in collaboration with INGC and SETSAN has worked on strengthening knowledge, developing skills, capacity and awareness of local communities on FSN, DRR and CCA.** Workshops were held in Xai-Xai (provincial capital) and in the districts of Chicualacuala, Massingir and Guijá, with an estimated attendance of about 759 people including senior provincial and district government representatives, SETSAN local staff, technical staff of district administration services, and community leaders.

Through the INGC, WFP delivered 21 the emergency kits to Local Emergency Committees (LECs) in Guijá, Massingir and Chicualacuala districts. The purpose of the Emergency Kits is to equip the INGC and the LECs to be better prepared to respond to both slow and rapid onset emergencies. In addition, a total of 5,500 copies of the manual on FSN, DRR and CCA were printed and disseminated among community leaders and members, district government technicians, and other relevant target groups. The manuals were also officially shared with the provincial government of Gaza, SETSAN, INGC and other BTC/ BFFS

implementing partners during a provincial workshop held on 23 January 2018. WFP in collaboration with District Economic Activity Services (SDAE) also worked with Community Local Radios in Chicualacuala, Guijá and Xai-Xai to design a programme to broadcast messages about FSN, DRR, CCA and gender using local languages, which according to WFP reporting reached 202,567 persons in the districts of Massingir, Chicualacuala, Guijá and Mabalane.

According to documentation reviewed, and to selected interviews during the evaluation data collection, **dissemination activities contributed to an increased awareness about risk zones, DRR and CCA, FSN information and techniques. The evaluation was able to observe that this has begun to contribute to changes in attitudes and practices** in favour of stronger community resilience. During a focus group discussion with members of a LECs in Guijá, community of Chinhacanine, community members able explained the content and purpose of the emergency kit, and how the LEC was organized in different functions to deal with emergencies. They shared experiences of recent storms that hit their village and how they used the knowledge and kits in alerting people and advising them how to protect themselves (from falling zinc sheets, trees, walls) and to seek rescue in safer places. During the visit, however, it was noticed that the megaphones and torches were out of batteries, that some of the material (e.g. the coloured flags which provide indications of levels of alert) had not been returned to the kit after its recent use. At the close of the meeting participants in the focus group commented that the questions raised by the evaluation team and the conversation had been an important reminder of what they were trained on. These suggests actions that should be taken in order to keep the DRR committees active and effective, including regular short refresher sessions, checks of the items in the kits and updating the inventory of the village relevant resources for emergency response.

*Outcome 6 DISOP: Families of Rural Professional Family School (EPFR), graduates, and their communities actively participate in farmer organizations and district forums on agriculture and FNS.*

Under outcome 6, the **support by DISOP focused on two Rural Professional Family Schools. The support has included the construction of two schools, along with equipment and hiring teachers. In addition, DISOP supported the two EPFR in establishing school councils and creating an association for each school.** These associations bring together teachers, parents and other local actors, with the purpose of ensuring sound governance, good management and to ensure that the EPFR can represent its interest to government and other stakeholders. The school associations have two seats at the Consulting Councils of Districts, a forum where priorities of FSN are discussed. The evaluation was told that members of the school association have been attending sessions at the Consulting Councils of Districts and are actively advocating for the needs of their school by raising their concerns, submitting requests to government and partners (WFP, FAO, UNCDF, and UN Women) to provide the schools with means to be able to properly deliver the training.

Table 6 Requests/projects submitted by DCC

Years	Number of requested interventions/supports	Approved
2	1 project	1
3	4 (water point, electricity, food for work to clean school farms, plant fruit trees)	3 approved and 2 implemented
4	4 (farming plot by the river, authorization to cut woods for building rustic houses, latrines, potable water)	4 approved
5	10 (support for poultry project, 2 for inputs, 2 schools' materials, 2 fruit trees plants, authorization to cut woods for building rustic houses, request for land for fruit tree plantation, electricity)	10 Approved
Total	19	17

Source: DISOP, 2018. Final narrative report of the FSNP in Gaza Province, Mozambique

Most of the 19 requests listed in the table were prepared by the school councils and presented at the District Consulting Councils as part of the process of establishing the school. Their requests included water infrastructure, electricity, hygiene facilities, farming plots and inputs for practical training session. Out of the 19 requests one was an actual poultry project developed by graduated female students of Chinhacanine, which was financed by UN Women.

The last two years of the FSNP saw projects that combined interventions of different FSNP partners with that of other external partners. The evaluation was told that this reflected the efforts made by the locally based FSNP coordinator who came on board at this stage (in 2016) as well as the recommendations of the Mid Term Review. All interviewed people state that at this stage more dialogue, exchange visits among the partners took place and that this played a significant role in promoting complementarity and synergy. Table 7 provides an overview of the how different BFFS partners (excluding DISOP which was already mentioned above) provided support to the EPFRs:

Table 7 Collaboration of DISOP and other partners in the Chinhacanine/Combomune EPFR Schools

	Interventions in Chinhacanine/Combomune EPFR Schools
UN Women	Financed poultry production project Delivered training of women's groups on gender, entrepreneurship;
FAO in collaboration	Demonstration field established in the schools and in the plots of farmers associations, showing CCA farming techniques and practices are shown to students and community members, in the two districts Animal vaccination campaigns in the two districts
UNCDF	Connection of electricity to the Combomune School
BTC Water	Provision of conventional potable water supply to Combomune School;
FOS	Support in paperwork for registry of the associations
WFP	Fence of fruits plantation of Chinhacanine school using Food for Work approach
UEM	Partnership with Eduardo Mondlane University (UEM), which established a resource centre for research and distance learning close to Combomune EPFR nursery for forestry trees and an improved oven to produce charcoal.

Source: DISOP, 2018. Final narrative report of the FSNP in Gaza Province, Mozambique

During visit to the school it was observed and also it was confirmed by the principal and his deputy, that the program closed and left components incomplete, such as: dormitory construction which is not finished, farming tools that were not supplied, and the agro-processing room which was not equipped, According to the school management, the DISOP coordinator did not formally communicate the termination of the project and no specific exit strategy was discussed and/or put in place.

## Joint Outcome 2: Improved rural livelihoods of vulnerable households

*Outcome 7. FOS: UNAC provides sustainable services that improve FS and enhance livelihoods of its members*

FOS and UNAC trained a total of 156 local farmers facilitators (57 percent are female). **Local farmers have been provided technical assistance and advice to their fellow farmers in their agro-ecological setting, with a specific focus on nutrition and food security.** Table 8 provides an overview of the type of training and how this was expected to be subsequently used.

Table 8 *Facilitators trained and their activities*

No. of facilitators	Area Training	Post-training activities
73	Promoters on rural extension	Support to members of the associations through the introduction of sustainable agricultural techniques (especially agro-ecological techniques like compost, natural pesticides, conservation agriculture and the promotion of drought-tolerant crops like cassava, sweet potato and cowpeas)
31	Focal points on nutrition	Training and advice to farmers in FSN, with a particular focus on human nutrition for vulnerable groups through food processing (e.g. drying of leafy vegetables).
20	District trainers	Responsible for support to the functioning of associations and the organization farmers
15	Promoters on savings	Support to the creation of saving groups, with a focus on training and advising on the management of saving schemes
17	Agents on advocacy	Assisting in the resolution of land conflicts and actively supporting the district planning processes

Source: FOS, 2018. Narrative progress report on year 5 of the BFFS project

**FOS sought to coordinate the work of UNAC with that of other FSNP partners, to bring to the same groups of farmers a set of coordinated interventions,** and this was confirmed by feedback from interviews of the partners and government officials, both at provincial and district levels (see Table 9 below).

Table 9 *UN Agencies' collaboration with FOS*

	Interventions of FSNP partners in coordination with DISOP/UNAC
UN Women	Organization of an agricultural fair in Guijá district on International Women's Day on March 8, 2018, together with UNAC
FAO in collaboration with UNAC	UNAC delivered trainings on general aspects of farmers associations, agro-ecological techniques to farmers who were already members of established farmers' field school groups established by FAO. FAO established Farmers Field Schools in 11 farmer associations which were affiliated and supported by UNAC in the target area (5 in Mabalane district and 6 in Guijá district)
UNCDF	Training provided to district technicians (trained with UNCDF funds) to be representatives in the district councils.

Source: FOS, 2018. Narrative progress report on year 5 of the BFFS project

*Outcome 8. FAO: Increased production and productivity of agriculture and livestock*

FAO support under this outcome area has focussed on **promoting production and productivity by increasing farmers' knowledge of agriculture and livestock techniques and best practices.** In its 2018 report, and after five years of programme implementation, FAO reports the following main outcomes of its interventions:

- Maize productivity increased among FFS beneficiaries from 0.8 ton/ha to as much as 1 ton/ha, corresponding to a 20 percent increase.
- Mortality rates among chickens was reduced from 90 percent to under 10 percent.
- On average, household food stock reserves among FFS beneficiaries increased from 3 months to at least 5 months after harvest.

FAO also focussed on **improving access to advisory services** through a combination of actions, including:

- Training of 132 FFS facilitators (two technicians per district and one farmer facilitator per FFS group) on improved agricultural skills and practices, and training and equipping 153 community vaccinators (of which 58 percent are women). Each trainee was equipped with an essential kit for the control of Newcastle disease. Following the training, the vaccinators rolled out vaccination campaigns against Newcastle, goats and cattle diseases. According to FAO's 2018 report, vaccination campaigns in 2018 covered almost 20.000 chickens in 26 villages (more than double of the number of the villages and animals covered in 2015) and there were no reports of outbreaks occurring in the villages covered by vaccination.
- Establishment of 75 FFS, integrating agriculture and livestock, with participation of about 994 farmers (68 percent of whom are women).
- Establishment of 89 demonstration/experiments on crop management. Training sessions were conducted in the field for 630 farmers (80 percent women) on topics such as control of the field mice, Fall Army Worm (FAW) control in corn, common bean production (fertilization, seed selection) use of natural insecticides (production, storage, use).
- Establishing 137 demonstrations of livestock health management techniques and practices. About 1000 farmers were trained on improved storage, post-harvest and processing technologies.
- A focus on strengthening the capacity of government and local NGOs to implement and scale up the FFS by: a) provision of technical support; b) training technical staff in agriculture and livestock relevant topics; and, c) facilitating FFS technical meetings with stakeholders. **A provincial FFS forum has been established which is led by the Provincial Directorate for Agriculture and Food Safety. The FFS forum will document and share lessons learned** of the interventions so that all stakeholders have access to information on how to implement the methodology.

The evaluation was told that the capacity and empowerment of community members, and in particular women, has been enhanced through FAO's intervention. We were told that in the early stages of the program only male voices were heard in meetings with communities, then **gradually women representation in different groups increased** and became more vocal. Women have taken leadership in groups of farmers associations, session of trainings, farmer field schools, community based natural resources management, amongst others. As one of the beneficiaries stated 'we learned how to think and make our own decisions'.

FAO's approach in every project has focussed on working with and training government technicians at all levels, especially at the level of relevant district departments for agriculture and livestock (SAEDs) and also education on nutrition education (under the responsibility of the District Services for Education, Youth and Technology - SDEJT), which is an effective way to ensure continuation, scale-up and create sustainability. Feedback by government, including SETSAN, as well as from district technicians of agriculture, livestock and education also confirmed that they benefitted from trainings and that they are to some extent technically prepared to implement and follow-up on the knowledge and skills they

gained. However, respondents were concerned that in the climate of current serious financial constraints it will be challenging for the technical staff to travel to and work with communities where the interventions were conducted. In addition, the **turn-over of staff in government departments was also cited by various sources as representing a significant challenge.**

*Outcome 9. FAO: Improved community-based natural resources management*

This outcome has focussed on improving natural resources management by assisting local government and communities in drafting and implementing natural resource management plans. **FAO has worked with SDAEs in consultation with local communities to identify people and support the process of official registration of the community-based natural resources management committees (CBNRM).** As result, there are a total of 21 officially recognized and active committees in four districts.<sup>67</sup> These committees have regular meetings with the respective community members to address issues related to use of natural resources with emphasis on forest resources, the delimitation process, and improvement of the statutes of the management committees, user rights and land use. These committees have also been responsible for managing the use of the 20 percent fees from logging (coal mining, firewood and wood), and participating in the surveillance of forest operators to ensure compliance with their licenses and control of fires. Out of the 21 communities with a CBNRM committee, 19 have accessed the 20 percent fees to the benefit of the communities.

A local university, Instituto Superior Politecnico de Gaza - ISPG (Higher Polytechnic Institute of Gaza) was hired by FAO to conduct an integrated and participatory forest inventory, community consultations and produce four **district natural resource management plans.** These management plans were completed in early 2019. **Capacity strengthening of government and NGO staff to support activities in the province CBNRM has been promoted** by working closely with the SDAE's, and by training members of the Natural Resource Management Committees, rangers and other community members.

*Outcome 10. WFP: Food consumption of targeted households improved (PASP)*

**The work of WFP has been mostly focused on relief in light of the prolonged drought that has affected the programme area.** Food for Assets (FFA) was used as an approach for delivering food aid to 1,532 households, benefiting approximately 7,660 people (54 percent women). A total 219.80 MT of maize and 33.9 MT of beans were distributed to the beneficiary households.

Table 10 Total Number of households and people assisted by WFP

Districts	Households assisted	People assisted		
		Women	Men	Total
Guijá	350	1,100	650	1,750
Massingir	650	1,920	1,330	3,250
Chicualacuala	532	1,135	1,525	2,660
Total	1,532	4,155	3,505	7,660

Source: WFP, 2018. Annual Progress Report of the BFFS Project, Year 5 (2017-2018)

**The food assistance provided by WFP provided short term food access, yet it has been insufficient to overcome longer-term food insecurity caused by the impact of repeated severe droughts.** Assessments conducted by WFP in 2018, show that, there was a reduction of households with poor food consumption score from 25.8 percent in 2017 to 10.6 percent in 2018. In the latter period of the programme WFP used the FFA

<sup>67</sup> The number of committees per district is: Chigubo 5, Chicualacuala 4, Mabalane 6 and Guijá 6.

approach in joint work with FAO and the SDAE's on demonstration and multiplication plots, building warehouses, and building farmers centres.

*Outcome 11. DISOP: Families and communities of EPFR ex-students apply the recommended production and nutrition techniques to improve their food and nutritional safety*

Under outcome 11, the support of DISOP was targeted at ensuring that families and communities of EPFR ex-students would apply the production and nutrition techniques that they learned through intermediary of the students.

In June of 2018 an assessment examined how many students have applied the proposed technologies and practices of production and nutrition to improve their food and nutritional needs. The assessment (see Table below) shows that overall the **adoption by students of the technologies has been successful.**

Table 11 Percentage of students of grade 2 that applied at least one of the proposed technologies

<b>Percent of students of grade 2 that applies at least one of proposed technologies per EPFRS</b>	<b>%</b>
percent of students of grade 2 that applies at least one of proposed technologies (at least one or combination of them) of Combomune EPFRs	84.1 %
percent of students of grade 2 that applies at least one of proposed technologies (at least one or combination of them) of Chinhacanine EPFRs	79.2 %
percent of students of grade 3 that applies at least one of proposed technologies (at least one or combination of them) of Combomune EPFRs	100 %
percent of students of grade 3 that applies at least one of proposed technologies (at least one or combination of them) of Chinhacanine EPFRs	100 %

Source: DISOP, 2018. Final narrative report of the FSNP in Gaza Province, Mozambique

The same assessment measured the number of households that adopted the proposed technologies and practices of production and nutrition to improve their food and nutritional needs.<sup>68</sup> Table 12 shows that **approximately two thirds of households of students and ex-students adopted at least one of the proposed technologies.**

In an interview with the local extension worker, the evaluation team was informed that **there continues to be a high level of community interest in the techniques that the schools have in place, and that families from nearby communities regularly visit the school demonstration site** which continues to receive support from FAO as part of the collaboration efforts.

Table 12 Number of households of students and ex-students having adopted proposed technologies

<b>Indicators of Adoption of production and nutrition techniques</b>	<b>Target</b>	<b>Actual</b>	<b>percent</b>
Number of households of students and ex-students having adopted proposed technologies (at least one or combination of them)	180	111	62 percent
Evaluation scores by EPFRs stakeholders 1-4 (EPN, SDEJT, teachers, students, association)	3/4	2.72/4	68 percent

Source: DISOP final narrative report of the FSNP in Gaza Province, Mozambique

In addition, under this outcome DISOP completed the infrastructural and equipment components that were foreseen as part of the project (see Table 13), as well as the

<sup>68</sup> Two main indicators were used, namely: a) number of production and nutrition techniques to improve their food and nutritional safety (at least one or combination of them) and the result was 62 percent; and b) evaluation scores by EPFRs stakeholders (EPN, SDEJT, teachers, students, association) and the score was 2.72/4, equivalent to 68 percent.

recruitment of 21 teachers, although as noted earlier some of the works were not completed. Two teachers were integrated into the staff roster of the Ministry of Education and Human Development (MINEDH). Integration of other staff was still on-going at the time of the evaluation.

Table 13 Infrastructure and equipment available at EFPR schools

Item	Chinhacanine	Combomune
Administrative block & conference room	1	1
Classrooms	4	4
Multiuse rooms	2	2
Kitchen	1	1
Refectory	1	0
Dormitories (M/F)	2	2
Teachers residences	2	3
Electricity	Solar panel	Conventional electricity connection
Water	Water pump	Conventional potable water supply
Fence	Partially done	Done 100 percent

Source: DISOP, 2018. Final narrative report of the FSNP in Gaza Province, Mozambique

As part of the DISOP support, **FSN, CSA and DRR were mainstreamed in the curriculum** taking advantage of the fact that the basic standard curriculum for technical and vocational training has space for including locally relevant content.

**At the end of the programme, both EPFRs of Guijá and Mabalane had reached their targeted number of students and were offering courses to the full set of first, second and third year students** (Table 14). Due to higher demand the EPFR of Combomune (Mabalane) enrolled 2 classes per grade, **surpassing the target**. The higher demand is result of relatively good access of Combomune by train for students from Mabalane, Mapai and even from Chicualacuala.

Table 14 Progress against indicators of adoption of production & nutrition techniques

Indicators of Adoption of production & nutrition techniques	Sex	Target	Actual	Percentage
Number of students in Mabalane	Total	90	109	121%
	Male	45	70	156%
	Female	45	39	87%
Number of students in Guijá	Total	90	86	96%
	Male	45	40	89%
	Female	45	46	102%

Source: DISOP, 2018. Final narrative report of the FSNP in Gaza Province, Mozambique

Of the enrolled students, 62 percent of pupils of Combomune and 63 percent from Chinhacanine come from female-headed households, significantly higher than the expected percentage of 35 percent. This is not surprising for this area where there is high male migration to South Africa.

The school established as part of the curriculum that students should reach out to about five households with FSN relevant messages and techniques. As shown in the Table 15 below, **the average level of adoption of practices by households is 2.84 (71 percent)<sup>69</sup>. This indicates that the approach is effective and there is likelihood that with continued interactions between the students with the same households scores would go higher.**

<sup>69</sup> This is based on a system of score cards (with a grid from 1 to 4) which was used to make an assessment of the level of adoption of different techniques and practices.



Table 15 Scores on household adoption of practices that are disseminated by EFPR students

	Hygiene	Dietary Intake	Env. Cons	Gender Equity	Agriculture	Participation	Livestock	Average
Year 2 Combomune	3.19	2.92	2.90	2.52	2.23	2.21	1.82	2.66
Year 3 Combomune	3.19	2.86	2.61	2.82	2.66	2.51	2.21	2.78
Year 2 Chinhacanine	3.24	3.17	3.19	2.74	3.21	2.54	2.90	3.02
Year 3 Chinhacanine	3.26	3.33	3.14	3.26	3.06	3.06	2.86	3.19
Average adoption score	3.22	3.07	2.96	2.84	2.79	2.58	2.45	2.91

Source: DISOP, 2018 Final narrative report of the FSNP in Gaza Province, Mozambique

**The challenge that emerged towards the end of the programme is that in 2017 the Government approved a decree which requires all technical and professional schools to offer courses equivalent to grades 11 and 12 from 2019 onward** (rather than the grade 8 and 10 level that is currently offered at the EFPR schools).

The implication of this political decision is that these schools must comply with minimum standards for grades 11 and 12, which includes: updating the official registration of the school; ensuring appropriate physical infrastructure (a processing room, a computer room, a library, a laboratory and additional furniture); and having equipment (a tractor and a range of other farming equipment). In addition, the schools will likely need to upgrade their residential facilities for teachers.<sup>70</sup> **At the time of the evaluation team visit, both schools had stopped intakes of new students and were unsure about how they would mobilize resources to comply with the required standards.** This situation is aggravated by the fact that the school is a community school and therefore does not get a government budget which means that even for recurrent expenses the schools face an important and debilitating shortfall in funds which meant that at the time of the evaluation visit the schools were not in a position to provide adequate food and conditions for its boarding students.<sup>71</sup> A further challenge is that **the schools no longer have an official sponsor since DISOP had to abruptly cease its activities in Mozambique** after it failed to comply with the standards that were instituted through a global Belgium NGO screening and which it needed to qualify for funding from the BFFS. This also meant that some of the complementary activities which were planned such as the payment of staff salaries were not completed. These factors have left the schools in a precarious situation – one which is much lamented by different interviewees, in particular as the other partners of the FSNP programme and the government stakeholders who were unanimous in highlighting the innovative nature of the school, and the important results that were achieved with limited resources by DISOP.

#### Outcome 12. FAO: Improved nutrition and dietary intake as a result of nutrition education

Document review indicate that under this outcome, **FAO worked with District Services of Education, Youth and Technology (SDEJT) to promote improved nutrition and dietary intake through introducing nutrition education in primary schools and FFS's.** FAO produced and disseminated nutrition education manuals for use in primary schools and FFS groups, and reportedly will continue to carry out this activity even after the project ends. A reflection meeting on the implementation of nutritional education in the Primary Schools grades 1 to 7, took place in 2018 and brought together 74 people including Provincial Focal Points for Nutrition Education in the Provincial Directorate of

<sup>70</sup> Residential facilities are a critical factor to attract qualified staff to live in remote areas. Without this it is unlikely that the staff contingent will be complete.

<sup>71</sup> The parents pay annual school fees of as much as 15.000 Mts per student, According to 2018 DISOP report the total amount of fees collected by the school corresponds to approximately 57 percent of the actual school operational costs. Mobilizing resources for the gap is a challenge for sustainability of the EFPRs.

Education and Human Development of Gaza, representatives and technical staff of government education departments from five districts, representing 71 schools. The meeting concluded with a commitment Directors of the District Services of Education, Youth and Technology to continue with the efforts towards the inclusion of nutrition education in the local curriculum. However, interviewees were measured in their views of how realistic this is, given the very limited government resources for any form of non-essential work in schools and communities.

Senior staff told the evaluation team that the **integration of agriculture and nutrition education was still at its early stage**. If the program had continued, more school gardens would have been established. To bring about changes in nutrition behaviour it is necessary to address availability of nutritious food through agriculture and livestock and to tackle attitudes and practices towards adequate dietary intake. Nutrition education should target children at school through integration of nutrition contents in their curriculum, school gardens and at the same time target men and women in the FFS, demonstration fields, women’s groups, and other forums. While conscious of the importance of these activities, **district and local officials were doubtful about the extent to which these activities will continue without external support or resources**.

### Joint Outcome 3: Improved effective food security coordination

*Outcome SETSAN/BTC: Effective coordination, planning, monitoring and evaluation mechanisms established*

#### Design and Programme Start Up

With regards to the design and implementation, it was reported that the programme design was triggered by assessments conducted by SETSAN but then in separate processes each implementing agency defined its own project. The programme impact foresaw three joint outcomes and different implementing partners were expected to contribute with specific outcomes (as described in the preceding section). **Each partner designed and implemented its individual project, with specific outputs towards achievement of the assigned outcomes.**

**Each implementing agency signed its contract with Enabel separately, but implementation started at very different rates.** Due to delays in disbursement, some partners managed to start with their own funds (e.g. WFP) while others (such as FAO, UNCDF) had to wait almost a year and these resulted in starting activities in different dates.

**The process of geographical allocation was also not informed by an assessment of complementarity of expertise and a vision of exploring synergies.** The partners were allocated to different districts and therefore communities, groups or individuals who participated and benefitted were not necessarily the same. **No joint targeting process and no comprehensive baseline was conducted.**

Table 16 Geographical distribution of FSNP partner’s interventions

Partners/ district	Guijá	Chigubo	Massingir	Mabalane	Chicualacuala	Massangena
DISOP	X			X		
FAO	X	X		X	X	
FOS (UNAC, SINTAF)	X		X	X	X	
WFP	X		X		X	
UNCDF	X	X	X	X	X	X

Source: Enabel, 2016. Midterm Review Report of FSNP

## Implementation Coordination

As specified in the programme document the purpose of the coordination component was to build the human, technical and institutional capacities of SETSAN for a stronger coordination role and better integration of FSN priorities in planning, budgeting, implementing and M&E at national, provincial and district level. The FSNP was expected to reinforce the already existing Government structures, especially at the decentralized level. Enabel was expected to provide technical assistance to SETSAN, supporting the latter in taking a gradually stronger day-to-day practical coordination role of the programme.

Feedback from representatives of the implementing agencies and from SETSAN suggest that **there was limited clarity with regards to how Enabel and SETSAN should share the roles and responsibilities and resources for the coordination of the program**, with both partners (Enabel and SETSAN) adjusting the coordination approach during implementation. This means that in practice SETSAN had the mandate to coordinate but limited capacity and resources to do so. Its capacity to monitor the programme was limited due to the financial crisis that affected most of government departments, which resulted in a general reduction of government budget and the suspension of new recruitment of personnel. In addition, the expectation created at the start of the programme that Enabel would allocate 7 percent of the programme budget to SETSAN did not materialize and was actually a misunderstanding. Only in the later years of implementation did SETSAN received some support to carry out monitoring visits, through the purchasing and allocation by Enabel of two vehicles (one for the central level and one at provincial level). However, fuel, accommodation and per diems for SETSAN have continued to be a problem and affected the supervision of the programme. Frequent changes in SETSAN's top management (three times during the programme period) as well as changes of Enabel senior staff also affected relations.

**Interviewees concurred that the initial set up for the coordination support by BTC had been insufficient.** During the first years (2014-2015) of the programme implementation the technical assistance was done through a consultancy company based in Europe, with periodic visits to Maputo. This arrangement was far from satisfactory and in fact was totally inadequate for an innovative programme of this kind where the design phase had identified the need for strong technical inputs on the ground, and for a strong coordination role by SETSAN. The **inadequate coordination support resulted in many challenges** which are documented in different sections of this report, including overlapping beneficiaries, inadequate communication, and missed opportunities.

As result of the findings and recommendations of the midterm review, Enabel recruited a full-time local coordinator in 2016 who was initially based in Maputo for one year and then from the third year was placed in Xai-Xai until the end of the program. His role was to assist the local SETSAN in Gaza as well as the central office in fulfilling its coordinating role. **As from 2016, joint monitoring field missions and meetings were regularly conducted and significantly improved the sharing of information and the dialogue** amongst the implementing agencies, and with the local authorities at the provincial and district levels.

## Monitoring and Reporting

There was an attempt align the M&E system by creating a joint Monitoring Matrix, with the assistance of an independent consultant, however **the monitoring tools were never been implemented as each agency was implementing its activities independently** and following its own procedures and regulations. At the end there was an attempt to write a consolidated report, but this report remained incomplete and its analysis of the results is very limited.

At the beginning of the programme each partner used its own monitoring and reporting formats. This improved with the introduction by Enabel of a common template for reporting. However, at the end of the programme **reports continued to be presented**

**separately by each agency and therefore did not provide a view of the programme as a whole.**

A capitalization exercise was commissioned by Enabel at the end of the programme and carried out to document lessons learned and experience of complementarity and synergies from the FSNP program. The assignment was done by an external consultant hired by Enabel, and the preliminary results were presented to the partners at SETSAN. In addition, as part of the capitalization exercise a number of short films were produced.<sup>72</sup> However, at the time of this evaluation the report had not yet reached SETSAN and therefore it has not been officially validated yet. Allegedly there were some disagreement amongst partners on some of the content of the report and no more progress was made since the presentation of the findings at a workshop in Maputo in November 2018.

Only DISOP had at the time of the writing of this report produced a final overall report of activities (as noted earlier FAO and UNCDF were still continuing implementation as their grants had been extended to August 2019). As result **at the time of this final evaluation the main source of information on the programme continued to be the individual partner annual reports** and the capitalization report which has not been validated by the government.

## **4.2 Expected potential achievement of impact and main success factors**

**Potential achievement of expected impact, sustainability and key success factors**

### **Joint Outcome 1: Enhanced governance for sustainable food security and nutrition through local governance**

**The BFFS programme contributed to an inclusive and more accountable planning process by training local government technical teams, and by supporting creation and training of District Development Councils to represent local communities towards the government and other actors.** These structures are now actively participating in the process of planning, budgeting and monitoring investments, and in addressing food security and nutrition, climate change adaptation and disaster management, among other needs and priorities. Capacity has clearly been created for analysis, planning, monitoring and implementation at district level. This capacity may, however, gradually be eroded as staff move on, and can only be sustained if it is integrated in regular government training courses or is taken up by other partners in their support to the province (see next paragraph).

**The district government and the local community owns the district development plans that were developed with support of the FSNP and are likely to continue implementing these.** The practices of participatory planning, budgeting and performance-based budget allocation are **very likely to be expanded to other districts and provinces and are getting full support of the government** because they contribute to the decentralization process which is one of the core government agendas. The evaluation team was told that various donors have expressed keen interest in this model and are taking concrete steps to provide support to local planning and grants.

**The FSNP programme built and equipped social infrastructures such as roads, boreholes, schools and health units. This contributed to improved access and mobility of people and goods within and among villages, an improved quality of health care and access to school** by communities. The infrastructures will remain and be used by the communities and the local governments have included in their plans to continue providing assistance for the adequate use and maintenance.

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<sup>72</sup> The films are available on social media.

However, **there are likely to be challenges in terms of the maintenance of some of the buildings because of budgetary constraints**, although in other cases it is likely that local organizations (e.g. farmer groups) will use member contributions for the upkeep of the infrastructures (e.g. water systems, silos, etc.).

**The continuation of the EPFR schools is at the moment compromised because of the challenges posed by the government policy changes.** There are also likely to be challenges in terms of the economic situation of the country which means that districts will not be able to continue funding development projects unless external resources are made available. And as one of the interviewees noted: "The (external) resources made an enormous difference, and made a big difference to each district, and really resulted in ownership. Without them this might all just become a memory."

## **Joint Outcome 2: Improved rural livelihoods of vulnerable households**

**There is conclusive evidence that the FSNP programme contributed to improving the livelihoods of the assisted communities by increasing their production capacity and resilience to shocks.** Irrigation schemes, training on improved and climate smart farming and animal husbandry techniques and practices, introduction of new crops (cassava, fruits) all contributed to increase agriculture and livestock production and productivity of participant farmers, leading to an increased income for farmers' households and an increased availability of food in the assisted districts. In addition, during the acute drought period, the FSNP provided food aid that contributed to meeting short term food access needs and therefore preventing from losses of lives and livelihoods of 1,532 household, approximately 7,660 people, of which 54 percent were female (WFP, 2018)<sup>73</sup>.

**There is also strong evidence that FSNP intervention led to increased access to quality advisory extensions services which enhanced farmer knowledge and skills of production, storage, processing and consumption.** However, some of these activities were **found to be quite expensive** and a scaling up phase would have allowed the programme to experiment with options for reducing the costs.<sup>74</sup> The establishment of Farmer Field Schools and the linkages between such school and the EPFRs, farmer associations and other activities have all been important in increasing knowledge and practices among communities and farmers. **Important progress has also been made in terms of providing services to farmers** (for example through livestock vaccination). **Had the programme continued then these linkages would certainly have become stronger and more sustainable over time.** As it is, the continuation of some of these activities will be subject to FAO and other partners accessing funding for continued support in these areas. It is difficult to assess to what extent these activities will continue in the absence of funding, but it is clear that many of the activities will run into difficulties if there is no government and no external funding.

**The evaluation found strong evidence that the FSNP programme enabled communities to become more aware of the food security and nutrition practices, sustainable use of natural resources, climate risks and coping mechanisms.** Because farmers were trained and organized in associations, linked to UNAC and these activities were carried out in collaboration with government district services and these are part of the District Development Plans **there is high likelihood that farmers will continue to work in an organized manner and will seek out assistance from government or other stakeholders** for their priorities and programmes. However, it is **unclear to what extent they will be successful** in securing support in a cash strapped environment. The degree to which intervention messages about food security, climate

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<sup>73</sup> Source: WFP, 2018. Annual Progress Report of the BFFS Project, Year 5 (2017-2018)

<sup>74</sup> The MTR raised issues with respect to sustainability of some of the WFP and FAO activities because of high costs that communities (who are severely stressed) were expected to pay to some of the activities functional. The MTR drew attention to challenges that stressed communities will face in sustaining the operating expenses of the irrigation system, such as fuel, maintenance, spare parts, etc.

change adaptation farming and animal husbandry are likely to continue to be disseminated to farmers by public extension agents and nutrition education will depend on the continued strength of the government commitment, on the extent to which government funding picks up in the years to come as at present government funds are extremely scarce,<sup>75</sup> and as well as the willingness of external actors - such as FAO - to continue to support these programmes.

The district governments with support of community based natural resources management committees formed and trained through the FSNP will likely continue to implement the natural resources management plans and also to claim the 20 percent of the fees from logging (coal mining, firewood and wood) and use it for the identified needs and priorities.

### Joint outcome 3: Improved effective food security coordination

At national level, **the FSN programme created a platform for dialogue between UN agencies and with SETSAN.** This exposed SETSAN to a demanding level of coordinating programs involving various implementing organizations including UN agencies, and with the key government sectorial departments, namely agriculture, economy and finances, public works, emergency management and education and well as the provincial and district administration and the sectorial departments. Despite the challenges with limited resources, SETSAN at central and provincial level has learned from the experience of coordination of this program, and will be relatively better prepared for future initiatives, compared to 5 years back, when the programme started. There is also evidence that the FSNP programme, in spite of its untimely end, contributed to a different and much broader view of FSN. **The challenge that might undermine the coordination capacity is changes in SETSAN leadership or key personnel,** as happened during implementation.

At district level, the FSNP programme clearly contributed to **a much stronger FSN agenda and coordination** as is evidenced by the priority that has been given in district plans to use an FSN lens in decisions on the local grants. **The extent to which this dynamic remains in place will depend on two important factors:** a) the continuation of some form of funding that drives the local priority setting process; and b) the capacity to continue to build capacity of district level staff in government offices which is essential given that challenges with government staff rotation.

#### Factors affecting results and outcomes

- The model of intervention built on work that was already being done by the government, and on **existing structures and processes** in the context of decentralization. The FSNP brought thematic focus on FNS and CC. No new structures were created which augers well for continuation.
- **The capital grants** – participatory approach to planning, and procurement processes of government authorities created a strong local dynamic.
- **The intervention area chosen is one with extremely challenging conditions** due to its climatic conditions, geographical spread (FAO, 2014)<sup>76</sup>, low population density, agro-geological characteristics (e.g. high salinity of water) etc. All these factors made the achievement of results especially difficult and increased the cost of operating.

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<sup>75</sup> The MTR (a year before the end of the programme) concluded that: "The financial and economic viability is questionable with the donor support ending. The FSNP is part of the priorities and policies of the Government of Mozambique, which currently faces a rectification of the budget with priority to ensure the salaries of the officials. An improvement in the budgetary situation cannot be foreseen. From 2019 onward, it may no longer be possible to sustain travel expenses for extension and the provision of input, the construction of public infrastructure or the support to vulnerable households. The State will face difficulties, i.e. financing the initial transfer of MZM16.500 for each FFS, motorised pumps or food for work, without external funding." At endline the situation had not substantially changed.

<sup>76</sup> FAO (2014). Food Security and Nutrition Programme in Gaza Province – Annual Project Report.

- External factors, particularly **the prolonged drought in Mozambique** (3 years out of the five-year implementation period) (see below) created additional challenges for project implementation. This shifted the focus to emergency, provoked the drop out of participants of FFS activities and farmers groups, and resulted in movement of livestock to different areas in search of water and grass. For the agricultural activities these factors also necessitated additional adjustments in terms of targeting and approaches because of the effects of the drought on capacity to produce crops (FAO, 2018). For WFP, this reinforced their focus on relief operations which are by nature not sustainable. The drought also made the application of new techniques very difficult as the techniques had been identified for areas with more favourable conditions (DISOP, 2018).
- **The armed conflict that took place in central provinces of Mozambique raised fear and uncertainty** in all the country and there were rumours that armed people were seen around Chigubo which created uncertainty and panic and affected the implementation of some activities.
- **The abrupt termination of the financial contribution to DISOP** (see page 48), had immediate consequences for DISOP which suddenly found itself without financial means to ensure coordination and monitoring in the field. **The early end of the programme created a very big challenge for the achievement of results**, because it was combined with a slow and laborious start, but also because the design was based on the assumption of 10 years of support, which at the end of the first five years would have seen a systematic exercise of lesson learning, enrichment and scaling up, which never took place.
- **Poor coordination, especially in the first 2 years, affected anticipated results and synergies, and affected efficiency and cost-effectiveness.** This continued to be an issue up to the end. For a substantial part of the implementation period there was no physical coordination presence in Gaza province and there was little guidance to the implementing organizations. This was compounded by the fact that the government oriented the project in different directions, further dispersing funds and reducing the synergies.
- **Limited government staff, limited technical expertise on the ground by the implementing partners, and limited resources of the government** to continue technical assistance and monitor the activities all affected the implementation and the quality of the interventions of the programme. In some cases, this resulted in resources being directed at initiatives that were not viable (e.g. water points in areas with high salinity and which could not be used). In other cases, it resulted in delays, and may in the future compromise the capacity to continue to support and maintain infrastructure.
- The financial crises resulted in a **drastic reduction of funding for government institutions** i.e. when the programme started in 2013 there was capacity for the (local) government to invest. This did not continue throughout - In 2015 and 2016 the fiscal budget was significantly reduced. This has affected the capacity of the government to assume responsibility for supporting development interventions and also affects capacity to continue activities beyond the duration of the programme. The national hidden-debt crisis (2017) had an additional negative effect, which manifested itself mostly by the government gradually making basic services such as electricity and water more expensive, as well as the government having troubles in paying the wages of the civil servants, affecting motivation of staff.
- **Rotation of government staff especially extension workers** has resulted in loss of valuable human resources, additional expenses for training and is a threat to sustainability) (FAO, 2018).

## List of annexes

Annex A: Fiche of BFFS programme and components

Annex B: List of persons consulted

Annex C: List of documents consulted

Annex D: Timeline BFFS Mozambique



## Annex A. Fiche of BFFS programme and components

<b>Title of the programme</b>	Food Security and Nutrition Programme in 6 Districts of Gaza Province
<b>Partners</b>	Three UN agencies (UNCDF, FAO, WFP) and two Belgium NGOs (FOS, DISOP), as well as SETSAN as the local Government partner
<b>Sectors</b>	Agriculture, Food Security, Social Protection
<b>Total budget</b>	Total budget of 16.210.669, of which 11.298.822 euros is funded by DGD and 4.911.847 by partner agencies
<b>Zone of intervention</b>	Six districts in Gaza Province (Chigubo, Mabalane, Guijá, Massingir, Massangena, Chicualacuala)
<b>Overall objective</b>	Improved food security for vulnerable households in the target areas.
<b>Specific objective</b>	Three joint objectives: a) enhanced governance for sustainable food security and nutrition, b) improved rural livelihoods of vulnerable households, and c) improved effective food security coordination

### Notes:

- After Mali, Mozambique was the second country where a BFVZ multi-actor pilot programme was formulated (2010).
- SETSAN is the local partner for the project.
- In early 2010, Mozambique was selected by the BFFS for a food and nutrition security programme formulation.
- BFFS commissioned the National Technical Secretariat for Food Security and Nutrition (SETSAN) and a local consulting agency (CALYPSO) to carry out a study on "food insecurity in the selected districts of Gaza and Manica provinces".
- Mozambican government initially identified a number of areas in Gaza and Manica province.
- Various BFVZ partners indicated interest through a letter of intent in collaborating on the basis of the study. FAO, WFP and UNCDF submitted a joint letter of intent on behalf of the "One UN" in Mozambique. However, the "One UN" not being recognized as a legal entity could not enter into the required cooperation agreement with the BFFS. The UN organisations each signed a cooperation agreement with BFFS, committing themselves to jointly formulate with two Belgian NGOs - FOS and DISOP, who showed interest in participating in the new program. The BFFS accepted all those agencies as partners in the new pilot program. The BTC, on the other hand, obtained parallel funding from the bilateral cooperation and will work in parallel and ensure coherence with this programme.
- In October 2011, a multi-actor programme was handed in but not accepted because of lack of coherence. The intervention zone was brought back to 1 province.
- Mozambican government chose together with the BFVZ partners six districts.
- The proposal was reformulated. But the second submission was also rejected
- In 2012, two external consultants were appointed to reformulate the programme, with a workshop held on the 23<sup>rd</sup> of April 2012.

- The revised programme was handed in on the 12<sup>th</sup> of July 2012.

## Enabel (former BTC) (Coordination)

<b>Partner</b>	Enabel
<b>Project title</b>	Technical expertise to support the coordination of the food security and nutrition programme (FSNP) in Gaza province, Mozambique
<b>Sector</b>	Multi-actor coordination
<b>Budget</b>	790.000
<b>Implementation period</b>	5 years
<b>Programme result targeted</b>	Enhance the capacity of SETSAN to effectively coordinate and monitor food security and nutrition in Gaza Province
<b>Programme sub-result targeted</b>	<p>Sub-results include: a) design and implementation of the M&amp;E framework of the programme; b) ensure that the different partners plan and implement their interventions in a coordinated manner and that lessons are shared between the partners and with other interested stakeholders.</p> <ul style="list-style-type: none"> <li>• Effective BSSF coordination mechanism established.</li> <li>• Effective coordination mechanism established with provincial and district authorities</li> <li>• Effective coordination and communication mechanism established with other external stakeholders in FNS at national and provincial levels.</li> </ul>

Note: In parallel and in synergy with the FNS programme, BTC is also implementing a project for « Water supply and management contributing to food security in Gaza Province »

## UNCDF

<b>Partner</b>	UNCDF
<b>Project title</b>	Food and Security Nutrition Programme (UNCDF Component)
<b>Sector</b>	Governance
<b>Budget</b>	7.000.000, of which 4.200.000 from BFVZ, and 2.800.000 as own contribution
<b>Implementation period</b>	Started October 2014 – until 2019 (on-going)
<b>Programme result targeted</b>	Governance: Institutional strengthening of the local (provincial, but in particular district) governance, with particular attention to integrating food and nutrition security in the local development plans (budgets, investments and infrastructure)
<b>Programme sub-result targeted</b>	<ul style="list-style-type: none"> <li>• Enhanced governance for sustainable food security and nutrition</li> <li>• Improved livelihoods of vulnerable households</li> <li>• Improved effective food security coordination</li> </ul>

## FAO

<b>Partner</b>	FAO
<b>Project title</b>	Food Security and Nutrition Programme (FSNP) In Gaza Province
<b>Sector</b>	Agriculture and nutrition knowledge
<b>Budget</b>	Total 2.573.346, or which 2.187.344 by BFVZ, and 386.002 from FAO
<b>Implementation period</b>	5 years
<b>Programme result targeted</b>	<p>Increased agriculture and livestock production and productivity          Improve the management of natural resources by revitalising or reacting natural resource management committees          Improve practice and knowledge on nutrition in particular in primary schools</p>

<b>Programme sub-result targeted</b>	<p>Small holders in target areas have access to effective and empowering advisory services</p> <p>Farmer knowledge and skills on production, storage, processing and consumption is enhanced</p> <p>Strengthened capacity of Government and NGOs to implement FFS</p> <p>CBRM committees established, legalized and engaged in natural resource management</p> <p>Community forestry inventories conducted and management plans developed</p> <p>Strengthened technical capacity of Government and NGOs to implement CBRM activities in the province</p> <p>Nutrition education manuals produced and disseminated for use in primary schools and FFS groups</p> <p>Enhanced capacity of primary school teachers, FFS facilitators, and government staff to implement nutrition education interventions</p>
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## WFP

<b>Partner</b>	WFP
<b>Project title</b>	Food Security and Nutrition Programme in 6 Districts of Gaza Province
<b>Sector</b>	Safety nets and social protection
<b>Budget</b>	Total of 3.719.720, of which 2.226.313 by BFVZ, and 1.493.407 from WFP
<b>Implementation period</b>	1st July 2014 – August 2018
<b>Programme result targeted</b>	<p>Overall focus: (under governance) Capacity strengthening of government and government institutions (collection and analysis of data, disaster risk management, climate adaptation) and of local communities (in the areas of disaster prevention and mitigation). Under livelihoods: Direct social and financial support to the most vulnerable families</p> <p>Targeted results:</p> <ul style="list-style-type: none"> <li>• Food productive capacity and coping mechanisms enhanced</li> <li>• Food consumption of targeted households improved.</li> <li>• Build or restore disaster mitigation assets for communities</li> <li>• Risk and food security and nutritional information available and used at district and provincial levels</li> <li>• Reinforced capacity of local communities to deal with FSN, DRR, and CCA</li> </ul>
<b>Programme sub-result targeted</b>	<ul style="list-style-type: none"> <li>• Capacity building local INAS and local authorities</li> <li>• WFP FFA support in FSNP districts (regular and extended drought assistance)</li> <li>• Risk and food security and nutritional information available and used</li> <li>• Food security profiles updated</li> <li>• Training material on FSN, DRR, and CCA developed</li> <li>• Knowledge, skills, capacity, and awareness of local communities on FSN, DRR and CCA developed</li> <li>• Training material on FSN, DRR and CCA developed</li> </ul>

## FOS

<b>Partner</b>	FOS
<b>Project title</b>	Improved Food Security and Nutrition of Vulnerable Households in 6 Districts of Gaza Province
<b>Sector</b>	Farmer cooperatives and governance
<b>Budget</b>	1.430.034, of which 1.215.529 by BFVZ, and 214.505 from FOS

<b>Implementation period</b>	01/09/2012 until 01/08/2018
<b>Programme result targeted</b>	Under Governance: Strengthened capacity of local communities and farmer organizations to participate in decision-making at grassroots level. Under Livelihoods: strengthen technical and organizational capacities (at the institutional level) of local farmer organizations Expected results: Outcome 4: Improved participation of local communities and farmer organizations in decision making at local, district and provincial level Outcome 7: UNAC is able to provide sustainable services that improve food security and enhance livelihoods of their members.
<b>Programme sub-result targeted</b>	Output 4.1: UNAC is more successful in defending the interests of their members (small-scale farmers) Output 7.1: SINTAF is more successful in defending the interests of their members (farm workers and their communities). Output 7.2.: UNAC provides effective and sustainable services to their members (small-scale farmers)

## DISOP

<b>Partner</b>	DISOP
<b>Project title</b>	Establishment of two Rural Professional schools in the context of the FBSA programme in six districts of the Province of Gaza.
<b>Sector</b>	Professional Education
<b>Budget</b>	Total 1.083,571, of which 679.636 from BFVZ, 119.936 from DISOP, and 283.999 from additional funds mobilized by DISOP
<b>Implementation period</b>	Marco 2014 - 31 Agosto, 2018 (closed)
<b>Programme result targeted</b>	Under Governance: Strengthen the organisational capacity of households and communities of ex-students of its professional rural family schools, so they can take an active role in farmers' organizations and district fora. Under Livelihoods: Establish 2 professional agricultural schools where young people from poor agricultural households can acquire technical and other skills which they will subsequently apply in the context of their own families and communities. Outcome 6.1 – EPFR graduates and their communities actively participate in farmer organizations and district. Outcome 11 – Families and communities of EPFR students apply the recommended production and nutrition techniques and improve their food and nutritional safety.
<b>Programme sub-result targeted</b>	Output 6.1. Establishment of the EFR Association of Parents and Stakeholders Output 6.2 DISOP: Participation of communities representing their interests at local level enhanced. Output 11.1. School infrastructure, curriculum and staff are in place to provide education Output 11.2. The youth of target areas of the project have access to a recognized, professional and comprehensive education Output 11.3. Families and communities of students EPFR actively adhere to the formative process Output 11.4. Food Security and Nutrition Relevant technologies disseminated and adopted by target families in the community

## Annex B. List of persons consulted

<i>Surname</i>	<i>First Name</i>	<i>Position</i>	<i>Organisation</i>
Acheampong	Kwaku	Head of the South Department	FOS
Agy	Mamunune	Senior Programme Officer	ENABEL
de Araujo	Figueedo	Provincial Advisor for Economy and Finance	Provincial Directorate for Economy and Finance, Gaza Province
Boane	Etelvina	Deputy principal	EPFR Guija-Chinhacanine
Cervera	Ramon	Local Development Finance Officer	UNCDF
Chambote	Raul	Programme Policy Officer	WFP
Chilaule	Castelo Jonas	Technician of District Department of Education	District Government
Chirrute	Clemencia	SETSAN focal point Gaza	SETSAN
Dezyn	Thibaud	Collaborator	FOS
Diana		Head of Gaza Field Office	WFP
da Graca	Simoes Cardoso	Technician of District Department of Education	District government
Hamido	Luis	Responsible for Gaza Field Office	WFP
Janssens	Laurence	Enabel Director for Mozambique and South Africa	Enabel
Jose	Tony	SETSAN Programme Officer	SETSAN
Laite	Santos Jaime	Technician of District Department of Agriculture	District Government
Laquieque	Agostinho	Technical Coordinator	DISOP
Lopez	Claudia	Acting Head of SETSAN	SETSAN
Mabunda	Pinto Jorge	Technician of District Department of Agriculture	District Government
Macucule	Baltazar	Gaza FAO Livestock specialist	FAO
Machava	Aurelio	Principal	EPFR Guija-Chinhacanine
Maluleque	Carlos	Safety officer	Community committee
Mapilele	Eugeio Lucas	Technician of District Department of Infrastructure	District government
Massingue	Adelino Jose	District Administration Technician	District government
Matavele	Jaime Salvador	Technician of District Department of Infrastructure	District government
Matavele	Rosário	Programme coordinator (former)	SETSAN/Enabel
Matusse	Eufrasia Manuel	Technician of District Department of Women and Social Action	District government
Meulders	Caroline	Dienst Centraal- en Zuidelijk Afrika, Desk RDC-Mozambique	Belgium MoFA
Mucavele	Arminda Silvestre	Technician of District Department of Agriculture	District government
Muncuca	Bernardo	Guija District Administrator	Government of Mozambique
Muhate	Octávio	Gaza FAO Program Coordinator	FAO
Munguambe	Carlos	Coordinator of the UNCDF project, Planning and Finance Advisor	UNCDF

<b><i>Surname</i></b>	<b><i>First Name</i></b>	<b><i>Position</i></b>	<b><i>Organisation</i></b>
Nhalungo	Crimildo	SDAE Technician (acting Head of SDAE)	SDAE (Provincial District Administration Service)
Ngombo	Toma	Monitoring and Evaluation Focal Point at the Regional Office in Johannesburg	WFP
Nyirarukundo	Marie-Goretti	Attaché for Development cooperation	Belgium Embassy Maputo
Patrocinio	Luisa	Programme Officer	FAO
Pereira	Claudia	Assistant of FAO representative	FAO
Patricio	Luisa	Programme manager	FAO
do Rosario	Loudimildo	Technician of District Department of Infrastructure	District government
Sitoe	Sara	Emergency Committee - Evacuation	Community committee
VanderVelde	Jan	Monitoring and Evaluation Office	WFP
Van Malderghem	Anne	Desk géographique Guinée-Bénin (formerly responsible for Mozambique)	Belgium MoFA
Van Waeyenberge	Sofie	Manager EST a.i	Enabel
Vaz	Alipe	Monitoring and Evaluation Assistant	
Vuma	Arão	Responsible for emergency KIT	Community committee

## **Annex C. List of documents consulted**

### **Strategic documents**

SPF AE DGD (2010) : Note stratégique pour le secteur de l'agriculture et de la sécurité alimentaire.

SPF AE DGD (2014) : Manuel des procédures FBSA.

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### **Country documents**

Deloitte (2016) : "Mozambique's Economic Outlook 2016".

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WFP (2016) : Mozambique Trend Analysis: Key Food Security & Nutrition Indicators.

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BTC (2012): Technical and Financial File – Technical expertise to support the coordination of the Food Security and Nutrition Programme in Gaza Province, Mozambique.

DISOP (2012): Technical and Financial File – Creation of 2 Professional Rural Family Schools in the framework of the Food Security Programme in Gaza.

FAO (2012) : Technical and Financial File - Food Security and Nutrition Programme in Gaza Province.

FOS (2012) : Technical and Financial File - Improving the livelihoods of peasant farmers, farm labourers and their families in Gaza Province, Mozambique.

UNCDF (2012) : Technical and Financial File - Local Development Financing for Food Security in the Gaza Province.

WFP (2012): Technical and Financial File - WFP project proposal for Food Security and Nutrition Programme in 6 Districts in Gaza Province.

## **M&E documents of the BFFS programme**

AFC (2016) : Mid-Term review report – Food security and Nutrition Programme in 6 districts of Gaza Province, Mozambique.

BTC (2014) : BTC Coordinatie FSNP–Gaza Mozambique : Verslag Missie 2014 September-October.

BTC (2014) : BTC Coordinatie FSNP –Gaza Mozambique Verslag Missie II 2014.

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DISOP (2014) : Rapport intermédiaire du projet du Fonds Belge de sécurité alimentaire à Gaza.

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DISOP (2018) : Rapport final Rapport narratif final du programme du Fonds Belge de Sécurité Alimentaire pour les 6 districts du nord de la province de Gaza au Mozambique.

Enabel & Calipso (2018): Capitalização do Programa de Segurança Alimentar e Nutricional na Provincia de Gaza, Mozambique.

FAO (2014, 2015, 2016, 2017, 2018) : Food Security and Nutrition Programme in Gaza Province – Annual Progress Report.

FOS (2009): Mid-Term Evaluation of the Improvement of food security of smallholder farmers in the Districts of Mossurize and Machaze (Manica Province), Mozambique”.

FOS (2018) : Narrative progress report on year 5 of the BFFS project - Improving the livelihoods of peasant farmers, farm workers and their families in Gaza Province, Mozambique.

UNCDF (2015, 2016, 2017) : Narrative and financial progress report - Local Development Financing for Food Security in the Gaza Province.

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UNCDF (2017) : Annual Performance Assessment, Food Security and LoCAL Programme, Provincial Directorate of Economy and Finances, Provincial Directorate of Land, Rural Development and Environment



WFP (2016, 2017) : Annual Progress Report of the BFFS project, Improving food security and nutrition of vulnerable households in 6 districts in Gaza Province, Mozambique

WFP (2019): Evaluability Assessment Report, Food Security and Nutrition Joint Programme in 6 Districts of Gaza Province (2014-2018): WFP Component

## Annex D. Timeline BFFS Mozambique

<i>Year</i>	<i>Month</i>	<i>Key events</i>
2010	Tbc	First discussion on the BFFS start
2011	Tbc	SETSAN and Calpyso baseline
2011	October	In oktober 2011 werd bij het BFVZ een multi-actoren-programma voor de vermindering van voedselonzekeerheid in de provincies van Gaza en Manica ingediend dat door het Beoordelingscomité werd afgekeurd, o.a. door een gebrek aan samenhang en coördinatie van de verschillende interventies.
2012	First few months	Consultancy to define the joint programme
2012	April	Op 23 april 2012 vond in Maputo een afsluitende workshop plaats waarbij de partners gezamenlijk de krijtlijnen van een gezamenlijk programma uittekenden
2012	July	"Food Security and Nutrition Programme in 6 Districts of Gaza Province" werd op 12 juli 2012 via het Bureau van Ontwikkelingssamenwerking van Maputo bij het BFVZ ingediend.
2013	July	Official start of the project (national level) – commitment letters to partners sent out around this date.
2013	August	FOS project start (approximate)but with temporary coordinator
2014	January	International Coordinator for BTC in place
		International Coordinator for BTC ends his assignment
2014	March	Official launch of the BFFS programme in Gaza Province
	March	Start of the DISOP component of the programme
2014	October	Formal start of the UNCDF component of the Programme
2016	January	National BFFS coordinator appointed and starts work
2016	February	DGD agrees to one-year extension for FAO and UNCDF provided that it is clear that the interventions continue as separate projects, but insists the full programme ends for all the other partners on the 31 August 2018
2016	August	Mid-Term Review of BFFS programme
2018	September	Contracts for WFP, DISOP and FOS and Enabel end
2018	November	Capitalization exercise takes place in Maputo to capture learning from the Mozambique NFSP
2019	September	Contract for FAO and UNCDF to end