

EXECUTIVE SUMMARY

MTR MOZ1202511 FSNP

The mid-term evaluation (MTE) aims to assess the relevance of the activities and strategies put in place, identify the positive and negative factors throughout the process of planning, coordination and implementation for the success of the programme in regard to learn from the experiences. A special focus is to assess whether the monitoring and evaluation instruments meet the needs for the management of the Food Security and Nutrition Programme (FSNP) and the complementarity of the joint implementation of the programme. The MTE provides recommendations to ensure the sustainability of the programme for the remaining period.

On the basis of an international tender, AFC Consultants International was contracted, a German consulting firm, based in Bonn. To this end, the contractor has provided three consultants, one international, who acted as team leader, and two nationals.

The MTE used a mixture of tools for triangulation of data, crossing and verification of the information obtained through: the study and analysis of documents regarding the FSNP and its context; semi-structured interviews with key persons guided by a questionnaire; the field visits with focus group discussions and visit of activities as well as the established infrastructures so far. The field visit was realised in three selected districts of the six districts covered by the programme. In two feedback workshops, preliminary results were presented and discussed with representatives of the DGD, BTC, SETSAN, MEF, the partners and provincial counterparts in Xai-Xai as well as in Maputo.

Criteria	Evaluation				Comments
	A	B	C	D	
Relevance					
Efficiency					Lack of more detailed and recent financial data
Effectiveness					Missing common baseline
Impact					It is yet too early to evaluate the impact
Sustainability					The FSNP is well integrated into governmental programmes, however, taking into account the late start of the effective programme implementation and the time remaining to its completion, most of the activities are at risk of not reaching the stage of consolidation and therefore not being sustainable

Relevance

The MTE notes that the intervention of FSNP is highly relevant, corresponds to the needs and priorities of the target group and the counterpart. The analysis showed that the programme is consistent with the policies of the Government of Mozambique and relevant policies of the Government of the Kingdom of Belgium.

Efficiency

For a cost / benefit analysis, access to more detailed financial reports would be necessary. For the period of July 2013 until June 2018, the FSNP, including own contributions of the partner organisations, is making available

- EUR 16 million / 5 years / 6 partners / 6 districts = an average of **EUR 89.000/partner/district/year**

The districts are highly vulnerable to climate change, with poor infrastructure, brackish water and long distances. The costs for any investment / activity are comparatively expensive. Therefore, in the coordination workshop in May 2015, the programme partners decided to focus their interventions for more results. FAO concentrates on four districts, the WFP on the income-generating activities (IGA) operates in three Districts, DISOP in two districts and FOS through UNAC in four districts. Only UNCDF in the planning component and the WFP, in the component of kits delivery through the INGC, continue to cover all six districts.

According to obtained reports and summarized financial information, the partners run the third tranche. If the financial implementation of this tranche corresponds to 70% at the time of preparation of the annual report, the partner organizations could receive the fourth tranche in January 2017. According to the bilateral agreements with each partner, the disbursement of the fifth (last) tranche was expected in January 2017. This means that the programme has a delay of at least one year.

Effectiveness

In the frame of the MTE it was not possible to measure the effectiveness of the FSNP in relation to the initial logical framework and indicators defined in the ProDoc, due to a lack of SMART indicators, defined goals and a common baseline. The initial logical framework indicates 193 indicators, which makes effective monitoring unrealistic. In 2013, SETSAN developed a national baseline disaggregated by province, but not by district. The document was made available in 2015, which means, there is in fact a lack of a common baseline of the programme.

The FSNP took action. The logical framework has been reworked according to the food security and nutrition chain and revised indicators in May 2016 - still to be approved by the steering committee scheduled for September. In the revision process, a programme baseline was defined with 96 indicators based on 2014 data, yet to be completed.

However, the MTE analysed the achievements and results in terms of outcomes. For the different programme components and the different partners, an analysis was done of the reports as well as the information obtained during the field work. The result is presented by each of the three joint outcome in

the form of tables (table 8,9,10, pp. 39ff.). The implementation of the FSNP is being affected by prolonged drought.

At the beginning of the programme, the coordination role of SETSAN, although the MoU defined it as technical assistance, was facilitated partly by the counsellor of international cooperation of DGD and, from the beginning of 2014 on, by an international consultant hired by BTC. The international consultant was based in Maputo. He supported the coordination done by SETSAN in a selective manner, payed in form of daily rates. This approach did not respond adequately to the needs of such a complex programme. In a process involving SETSAN and partners, the actual requirements were defined and a full-time national facilitator based in Xai-Xai, was hired for the coordination of the FSNP. He started with his duties in October 2015. Two years and three months after starting, the programme has found the coordination support that responds to its magnitude. The coordination of the FSNP has advanced considerably since the signing of the full-time facilitator. Since 2016, activities are carried out jointly, taking advantage of complementarities and resulting in synergies.

Impacts

The effective implementation is delayed for at least one year, which is also reflected in the delay of the financial implementation. So, the effective performance of the programme is two years, a period which is too short to assess the impacts, that are rather long-term effects.

Nevertheless, some positive effects were observed. The long discussions during the process of coordination of the FSNP created an opening for different approaches between the partners. The knowledge transmitted by the programme is appreciated by the beneficiaries. Moreover, food security was guaranteed for the vulnerable population in a prolonged drought and throughout high food shortages. In this period of crisis, with the state budget amended in July 2016, the FSNP contributes in the continuity of service delivery of extension services, provides support to vulnerable households and allows the realization of public infrastructure to promote the food security and nutrition.

Aspects of programme activities that may involve unwanted risks or effects are the transfer of important materials (pump, water tanks) without sufficient clarification prior who owns and ensures maintenance of the property. Without a proper contribution, the risk of a lack of ownership is higher. The approach of food /cash for work is justified in situations of emergency. The risk is to create expectations for example that each kind of community work has to be paid by an organization or the State. This perception can reduce the self-organization and may create an attitude of dependence, expecting help from outside.

The three years of activity of the programme coincided with natural disasters, as external factors that derailed the efforts of the FSNP. The inundation in 2013 and the drought in 2014/2015 created an emergency situation, not conducive to the development goals. The current political and economic crisis poses a risk to achieve the objective of the programme. The actual inflation reduces purchasing power especially for vulnerable groups. The purchasing power has fallen dramatically in the last 12 months as well as the shortage of funds in the state budget that may demotivate officials in their performance. In case of continuation of the armed conflict between the government and the opposition party, will increase the political and economic instability of the country. A positive outcome of the ongoing negotiations is hoped for.

Sustainability

Taking into account the late start of the effective implementation of the programme and the time remaining to its completion, most of the activities are at risk of not reaching the consolidation stage and therefore not being sustainable, i.e. for saving groups a technical assistance is recommended of at least 5 years; for professional rural family school, a counselling is recommended of at least 8 to 10 years.

UN agencies will continue to work in the country and take advantage of the experiences of the FSNP in one way or another. Mozambique is a pilot country, which brings together 21 UN agencies in a single initiative "Delivering as one", fully aligned with the priorities expressed in the PQG. The document "2017-2020 UNDAF" defines four areas of results, each with 10 defined outcomes. Beside the "2017-2020 UNDAF"¹, the UN agencies are working with their "Country Programmes". The Country Programme of FAO expired in 2015. At the time of the MTE, the new "2016-2020 Country Programme" was in preparation. The WFP Country Programme will end in 2016. UNCDF with the LoCAL-fund, complementary to FSNP, will end in 2019.

To ensure the sustainability of professional rural family schools, the partner DISOP committed to continue support with own means, more moderately, to consolidate the schools in Guijá and Mabalane.

The financial and economic viability is questionable with the end of donor support:

The FSNP is in the priorities and policies of the Government of Mozambique (GOM), but the GOM is currently facing a rectification of the State budget, with priority to ensure the transfer of salaries to State officials. An improvement of the situation till 2019 is currently not in sight, to the point where State budget could sustain extension services, delivering of inputs, the construction of infrastructure or support to vulnerable households.

The approaches of some activities should be reconsidered in regard of their economic and financial viability: The use of an irrigation system for subsistence production cannot sustain the irrigation system's costs such as fuel, maintenance, spare parts, etc. The production of bricks and chickens could generate income for the group if directed to the market, e.g. in higher number of distributed poultry per person/group, with an assistance and training directed to the market.

The relations of ownership and power should be viewed with caution in the choice of beneficiary groups. The average age of the encountered group members is 48.25 years, which is quite high when one considers that the average age of the total population in Mozambique is 17.14 years. To introduce change in production, eating habits, as well as the socio-cultural structures, opportunities for young people should be created within the groups or Farmer Field Schools (FFS).

The nutrition programme in primary schools and professional schools assisted by DISOP / APEPFRUM fills this gap and plays a very important role. The concept of professional rural family schools is well elaborated to detail, in order to provide tools for the improvement of the life situation in the immediate, medium and long term.

Cross Cutting Issues

The consideration of cross-cutting issues depended on the extent to which each intervening agency had integrated the areas or activities in question in its proposed intervention. The implementation of actions on gender is visible: more than 60% of the members of the FFS and the committees for the management of natural resources of FAO, WFP, FOS and DISOP are women. But despite the efforts and work to strengthen women and the gender balance, only 15% of the FFS leaders are women. Statistical data of the involved agencies are gender disaggregated.

The constraints and environmental opportunities were partly considered on the intervention strategy through 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

¹ United Nations Development Assistance Framework 2017-2020, Maputo, 01/2016

drought resistance (sweet potato). Besides the promotion of irrigation agriculture in FFS with access to water, dryland farming should be systematically developed and trained with soil moisture management, drought-tolerant crops for those groups of farmers/beneficiaries with land where irrigation does not reach. Such techniques could include for example permeable rock dams/*stone lines* (used in sub-Sahel²) and crops such as millet, cassava, sorghum, varieties of beans in collaboration with research institutions.

After the start of FSNP, complementary projects were established focusing on cross-cutting issues such as gender in the project of UN-Women and environment/climate change adaptation in the LoCAL-fund of UNCDF.

The topic that received less specific attention was HIV/AIDS. There is no specific mention of issues of HIV/AIDS, despite the programme document mentioning, that the province is one of the most affected by the pandemic with an incidence of 19.9%.

Horizontal Issues

The steering committee met in 2014 and 2015. Parallel to the presentation and approval of the FSNP reports, the steering committee is used for the dissemination of information such as the results of the national baseline study of food security and nutrition, the presentation of IPSAN as well as the proposal of a monitoring instrument for FSNP elaborated by UNCDF. The steering committee does not make decisions about the interventions of partners and the programme. The steering committee provided 13 recommendations in 2014, of these four were followed. Three of the four recommendations in 2015 were realised. In terms of contractual relationships (Figure 1, p.18), the steering committee has no decision-making power. A modification in the implementation affects the budget and requires an approval of the donor, the Belgian Ministry of Foreign Affairs, Foreign Commerce and Cooperation for Development (BMFACCD).

For joint monitoring, 193 indicators were established in the common logical framework with no indication of aimed numeric data for the indicators and no common baseline. Such a quantity of indicators prevents an efficient monitoring. In 2016, an effort was made to revise the logical framework and the monitoring matrix, during which the indicators were revised and reduced to 96.

According to partner reports, each partner agency established an own baseline and monitoring system at the beginning of the programme. The UNCDF developed a common matrix for the common monitoring, approved by the steering committee of 2015, but has not been applied in practice due to overlap with the systems of each partner agency.

Currently in practice are:

- Quarterly meetings at the provincial level for the balance sheet presentation of activities and the plan for the next quarter. Initially one meeting a month was planned which, in practice, was a too short interval to show and discuss results;
- Joint monitoring visits 1-2 times / year with all partners, SETSAN and BTC;
- Each partner sends its narrative and financial annual report to its headquarter which in turn forwards it to the BMFACCD;

² <http://www.terra-verde.de/en/frameset00.htm>

- Each year in September, the steering committee at the national level (planned for 2/ year), considers and approves the joint annual report of the programme, which is sent to the Ministry of Foreign Affairs and Cooperation for forwarding to the BMFACCD, which means reporting twice.

Conclusion and Recommendations

The FSNP in Mozambique is a pilot in the integrated and multi-sectoral approach to address the multiple dimensions that contribute to food security and nutrition. The holistic approach in the long run, is justified and it is good practice to address the complex causes of food security and nutrition.

In practice, the installation of the set-up of FSNP took too long – due to its pilot nature, the time required for the preparations of each of the partner agencies and its complexity. Currently, the set-up is installed and synergies begin to take effect. Nevertheless, the financial performance reflects a delay of at least one year.

For these reasons, the MTE recommends an extension of the FSNP for at least one year, in order to ensure the consolidation of the results and sustainability. At this point, the FSNP should focus on:

- a) the consolidation of activities in the geographical areas as defined in the May 2015 workshop (Table 3, p.30). Instead of extending to completely new groups, the assistance to already initiated groups should be strengthened, as well as the further collaboration and synergies in groups/schools so far assisted by the programme;
- b) the improvement of the common monitoring system (complete data of the baseline, monitoring matrix oriented to outcomes and introduce a form for the main data on financial execution) as well as of the approaches (in terms of beneficiaries, rethinking in view of economic feasibility and reinforcing techniques and crops adapted to arid and semi-arid areas), in order that it will be possible to continue without donor funding;
- c) finding solutions for the issue of water, together with the BTC water programme and the National Directorate of Water (DNA).