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COUNTRY STRATEGY OUTLINES

Agenda item 4

For consideration

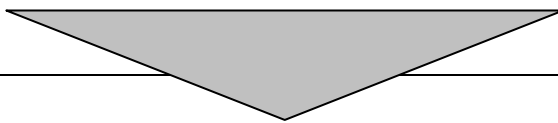


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COUNTRY STRATEGY OUTLINE— MOZAMBIQUE

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Note to the Executive Board



This document is submitted for consideration to the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary

Mozambique is one of the world's poorest countries, with a per capita gross domestic product (GDP) of US\$240 in 1999. It has a low population density (about 20/km²), a mainly rural population (80 percent) and a predominantly agricultural economy (30 percent of the GDP and 80 percent of exports) that is particularly vulnerable to the recurring natural disasters (cyclones, floods and drought) to which the country is prone. Sixty-four percent of all Mozambicans live in food-insecure households. The level of food insecurity is somewhat higher in urban (67 percent) than in rural areas (63 percent). The current concentration of WFP's efforts in the central and southern regions is justified by the fact that these are areas of chronic short-term hunger, where food assistance has a strong comparative advantage; they also happen to be the areas having the greatest vulnerability to floods and drought and the highest rates of HIV/AIDS.

The main thrust of the strategic long-term goals will remain largely unaltered from the current Country Programme (CP), but with a change of emphasis in CP activities towards greater support to the education sector (with emphasis on girls and HIV/AIDS orphans and on adult functional literacy) and to programmes aimed at helping communities and households reconstitute their asset base and regain sustainable livelihoods that are resilient to natural disasters.

WFP's mission in Mozambique will be to help poor food-insecure communities reduce their chronic short-term hunger and thereby contribute to the national goal of eliminating poverty. Within the framework of the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF), WFP will contribute to the fulfilment of the right to a sustainable livelihood; personal security; full participation, protection and equality; knowledge; and a long and healthy life by focusing on four strategic areas: investment in human capital; the creation, maintenance and rehabilitation of sustainable assets; improvement of the nutritional status of the HIV/AIDS-affected hungry poor; and disaster preparedness, mitigation and management. In this context, high priority will be given to reducing the gender, rural-urban and regional imbalances within these areas of intervention. Thus, in accordance with WFP's Enabling Development policy (decision 1999/EB.A/2), WFP resources will be used to pursue the following strategic objectives:

- Enable poor households to invest in human capital through education and training;
- Make it possible for poor families to gain and preserve assets; and
- Mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

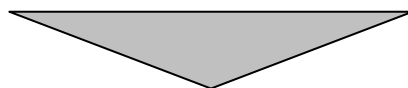
Future activities will focus exclusively on the poorest districts characterized by chronic food insecurity, high female illiteracy, urban poverty and HIV/AIDS infection. The activities will be channelled increasingly through schools and the Food Fund (renamed the Food for Development Fund). In addition, WFP will provide support, through its vulnerability analysis and mapping (VAM) unit, to the Ministry of Agriculture and Rural Development.

This Country Strategy Outline (CSO), based on the CCA, will provide the basis for the preparation of the Mozambique CP for 2002–2006. It has been developed through a



consultative process involving a large number of representatives from government institutions, United Nations agencies, non-governmental organizations (NGOs) and donors. The process has been synchronized and harmonized with that of the forthcoming UNDAF for Mozambique and with the plans of other development partners. Joint programming opportunities are still at the design stage. Internal planning and budgeting exercises by partners interested in education and rural development are not yet finalized. It will thus be necessary to develop a flexible approach to programming WFP's assistance in order to be ready to take advantage of emerging opportunities.

Draft Decision



The Board endorses the Country Strategy Outline for Mozambique (WFP/EB.2/2001/4/1) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



FOOD SECURITY AND THE HUNGRY POOR

Economic and Social Context

1. The signing of the Peace Agreement in 1992 ended the nearly 20 years of civil war, exacerbated by severe drought, that destroyed much of the country's infrastructure and made millions destitute. Mozambique's human development indicators are among the worst in the world. The infant mortality rate was estimated at 129 per 1,000 live births in 1998, down from 163 deaths per 1,000 live births in 1970. The under-5 mortality rate was also high, at 206 per 1,000 in 1998. For both sexes, life expectancy at birth for the period 1995–2000 was estimated at 45 years.
2. Mozambique is one of the world's poorest countries. It ranks 168th among the 174 countries on the UNDP's Human Development Index (HDI), with an HDI value lower than the average for the least-developed countries.¹ Although its per capita GDP rose from US\$145 in 1995 to US\$240 in 1999,² it is still only half the average of US\$480 for sub-Saharan Africa. It has a low population density (about 20/km²), a mainly rural population (80 percent) and a predominantly agricultural economy (30 percent of GDP and 80 percent of exports) that is particularly vulnerable to the recurring natural disasters (cyclones, floods and drought) to which the country is prone. Although agriculture is the backbone of the national economy, in effect the largesse of donor countries and agencies is arguably one of the principal determinants of the level of the country's gross national income. Moreover, about one third of the people living in its central and southern regions are ultra poor, with consumption expenditure at 60 percent or less of the poverty line.
3. A substantial part of the urban population is also actively involved in agriculture; just over half of all urban households have at least one plot of land (*machamba*). Despite its important role in Mozambique's economy, agriculture there is in general characterized by low technology, low input use and thus low productivity, especially in the family sector. Its principal objective is subsistence, with little focus on the market. Since it is mainly rainfed (dryland) agriculture, it is entirely subject to the vagaries of the weather (irregular rains, recurrent floods and drought). Crop yields are almost entirely determined by soil fertility and water availability. Maize yields, for instance, range from 200 kg/ha in the south to 900 kg/ha in the north, a very low level compared with the sub-Saharan average of 1,200 kg/ha. Cassava yields range from 600 to 3,000 kg/ha, with an average of 1,800 kg/ha, only one fourth of the sub-Saharan average of 7 tons/ha. Further yield increases will depend on improvements in input and credit availability and greater use of production-enhancing technologies. On the whole, land is not considered a limiting factor. However, widespread land tenure insecurity has led indirectly to reduced investment and lower agricultural productivity.³

¹ UNDP Human Development Report 2000.

² Economic Development and Poverty Reduction, Government of Mozambique, June 2000.

³ Mozambique Common Country Assessment 2000.



4. Rural households in Mozambique are largely self-reliant, obtaining 70 percent of their food from their own land or from some other source and purchasing only 30 percent. Urban dwellers purchase 83 percent of their food, the balance being grown, gathered or obtained through public or private transfers.
5. There are serious gender imbalances in education. At the national level, the current enrolment rate at the first level of primary education (EP1; children 6–10 years) is 74.4 percent. For EP2 (enrolment at the second level of primary education; children 10-14 years), there are significant regional discrepancies in the national participation rate of 40 percent girls, with the northern regions having a maximum of 30 percent girls, compared with 50 percent in the south. Female illiteracy, at 73 percent (84 percent in rural areas), is substantially higher than the general illiteracy rate of 58 percent.⁴

Characteristics of Food Insecurity

6. Sixty-four percent of all Mozambicans live in food-insecure and thus hungry households.⁵ The level of food insecurity is somewhat higher in urban (67 percent) than in rural areas (63 percent). It is estimated that, on average, households suffer 3.7 months of food insecurity per year. Households without access to land reported almost six months of insecurity. The problem of food insecurity is particularly severe for children, with 25 percent of those under-5 suffering from chronic malnutrition.
7. Poverty in Mozambique is multi-dimensional and affects both rural and urban populations. It is reinforced by the fact that the majority of the population, which is rural, is not yet benefiting on a sustainable basis from the country's agricultural wealth. This situation gives rise to recurrent malnutrition, especially among children. The effects of natural disasters also have directly contributed to the severity of malnutrition, as has the rapidly increasing prevalence of HIV/AIDS. Other contributory factors include frequent infections, low energy intake, poor dietary habits and traditions such as early weaning and close birth-spacing.
8. Many families do not produce or acquire enough food as a result of lack of cash for purchasing inputs such as improved seed, fertilizers, pesticides, improved livestock breeds and livestock drugs. The presence of land-mines and the absence of infrastructure inhibit the development of much-needed markets, rural trade and access to basic services. The return of displaced and refugee farmers and their families has aggravated the burden on already limited infrastructures and resources. Moreover, as AIDS decimates the labour supply, household food production may fall significantly. The loss of even a few workers at crucial planting and harvesting times can greatly reduce the size of a harvest, potentially exacerbating malnutrition. Poverty places a household at greater risk of becoming even more food insecure if that household suffers a shock such as a natural disaster or the death or illness of a family member.
9. The largest numbers of food-insecure people are to be found in rural areas (78 percent of all food-insecure households in Mozambique). Forty percent of this group live in the central region, with 20 percent and 19 percent found in the northern and southern regions, respectively. Access to food continues to be constrained by the lack of diversity in income and employment opportunities. Seventy-four percent of rural dwellers do not have access

⁴ UNDP Human Development Report 2000.

⁵ *Understanding Poverty and Well-being in Mozambique: The First National Assessment* (1996–97). Ministry of Planning and Finance/Government of Mozambique, University of Eduardo Mondlane (UEM), Maputo, Mozambique, and International Food Policy Research Institute (IFPRI). December 1998.



to daily or weekly markets. The median distance to a market is 15 km (21 km in the north). Only 61 percent of roads in communities of the central region, 72 percent in the northern region and 81 percent in the southern region are passable all year round.⁶ In addition, this lack of good roads and commercial networks in the central region has negative effects for the entire country by weakening links between food-surplus regions in the north and food-deficit areas in the south.⁷

Malnutrition and Vulnerability

10. Malnutrition results from a combination of factors that affect food availability, food access and food utilization. Immediate causes of malnutrition are inadequate food intake (both quantity and quality) and diseases such as diarrhoea. Proper food utilization is constrained by lack of access to effective health services in the rural areas (including mother-and-child-care and nutrition education programmes), an absence of safe water and sanitation, poor dietary and feeding practices, micronutrient deficiencies and lack of understanding of proper nutrition and balanced diets. On average, only 22 percent of rural communities have access to a health centre. There are considerably more centres in the south (39 percent) than in the north (23 percent) or central regions (14 percent).⁸
11. Household-level food security does not guarantee a child's good nutritional status: maternal education, environmental conditions and access to health centres are more important factors. In rural areas, the incidence of malnutrition appears to be unrelated to the level of poverty. Thus, 43 percent of better-off rural households and 47 percent of poor households have a malnourished child. In urban areas, the association is stronger (18 and 30 percent, respectively)⁹ and is highly correlated with female illiteracy, which is twice as high as that for males.
12. Forty-one percent of all Mozambican children (over one quarter of urban and almost one half of all rural children) are stunted, with a greater prevalence in the central region (55 percent) than in the northern and southern regions (38 percent and 36 percent, respectively).¹⁰
13. Mozambique has the seventh highest HIV infection rate in the world, with infection levels highest in those 20-29 years old. Unlike as in most other sub-Saharan countries, the epidemic is not concentrated in the capital, but in the rural areas in the central region, lying along the refugee, migration and trade routes between Mozambique and highly infected neighbouring areas in Malawi, South Africa and Zimbabwe. Current estimates of HIV infection rates are almost 25 percent in the central region for adults 20-45 and around 15 percent for the other regions.
14. Over 80 percent of the national workforce is involved in subsistence agriculture and cash crop production, thus HIV/AIDS (and in particular the increasingly high infection rates among young women) will have a substantial impact on rural livelihoods, particularly in terms of labour availability, food security and direct costs to households. Evidence from

⁶ Ibid.

⁷ Mozambique CCA 2000.

⁸ Ibid.

⁹ *Understanding Poverty and Well-being in Mozambique: The First National Assessment (1996-97)*. Ministry of Planning and Finance/Government of Mozambique, University of Eduardo Mondlane (UEM), Maputo, Mozambique, and International Food Policy Research Institute (IFPRI). December 1998.

¹⁰ CCA 2000.



other countries has shown that as household labour resources are affected, people change to less-labour-intensive crops. They also often sell assets to pay for health care and funeral costs.

15. The number of maternal orphans under age 15 is now estimated at about 504,000 and is expected to reach 1.12 million by 2006,¹¹ with the increase resulting almost entirely from the effects of AIDS, and therefore having a greater impact in the central region. Most orphans are absorbed into extended family networks. However, since the advent of AIDS, the extended family has become overextended. This increases the risk of higher levels of child labour, loss of schooling, increased illness and malnutrition, loss of access to health services, loss of inheritance and greater risk of exposure to HIV.¹²
16. Cyclones, floods and drought are recurring phenomena in Mozambique; indeed, large parts of the south of the country are drought affected up to four years out of five. All households are vulnerable to shocks, but the capacity to cope with and recover from them, particularly among the very poor, is generally limited. In recent years, Mozambique has experienced a number of shocks that have seriously affected the progress made during the late 1990s. Besides creating crop and livestock losses and other immediate effects, these calamities have a long-term impact when assets such as livestock and housing are lost or the productive base (land and water) is damaged.

Target Population

17. Given the depth and the wide distribution of poverty, food insecurity and hunger in Mozambique, the poorest of the poor households must be targeted. The current concentration of WFP's efforts in the central and southern regions is justified by the fact that these are areas of chronic short-term hunger, where food assistance has a strong comparative advantage. They also happen to be the areas of greatest vulnerability to natural disasters and having the highest rates of HIV/AIDS infection. Additional target groups should be children, in particular girls and orphans, of poor households, with the objective of improving their access to education.

GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

Overall Policies

18. In 1995, the Government approved the Poverty Alleviation Strategy, the National Nutrition Action Plan and the Agricultural Policy and Implementation Strategy, all of which acknowledge the fundamental importance of food security and of the agricultural sector in reducing poverty and promoting economic growth.
19. The National Plan of Action for the Reduction of Absolute Poverty (PARPA), approved in December 1999, is aimed at reducing the incidence of absolute poverty from the current level of 70 percent to 60 percent by 2004. It lays out the framework for the harmonization of a number of policy instruments (e.g. the Population Policy; the National Food Security and Nutrition Strategy [NFSNS]; the National Strategic Plan to Combat Sexually Transmitted Diseases [STDs]/HIV/AIDS; the Post-Beijing Plan of Action; the National

¹¹*Impacto Demografico do HIV/SIDA em Mozambique*, MISAUDE, INE, MPF, CEP-UEM.

¹²CCA 2000.



Integrated Programme for Social Action, Employment and Youth; and the Education Strategy and Sector Plan). This harmonization will be achieved through the preparation of Provincial Poverty Reduction Plans (PPRPs).

20. The Agrarian Policy is aimed at ensuring that the agriculture sector plays a leading role in the achievement of the national strategic objectives. These are (i) food security; (ii) sustainable economic growth; (iii) employment creation; and (iv) poverty reduction. The agricultural sector is to contribute to these objectives through a family sector that is self-sufficient in food and produces a marketable surplus, and an efficient commercial sector that contributes to rural development.
21. The policy of reducing poverty and guaranteeing food security was formulated to raise the production and incomes of rural farm families who suffer from food insecurity resulting from lack of production technology, irregular rainfall and the generalized poverty that characterizes this group. The Government's objective is to produce sufficient food to provide a daily intake of at least 2,200 calories per person. In addition to this production objective, the policy identifies the need to provide a social safety net to guarantee food security to the most vulnerable families and others affected by natural disasters.
22. During 1999, the Government presented its National Strategic Plan for Combating HIV/AIDS. The plan includes two main categories: activities for prevention/information; and impact-reducing activities, such as assistance to organizations for people with HIV/AIDS, the development of home-based care and assistance, and skills training for orphans.

Food Aid Policy

23. A debate on a food aid policy has been under way since 1997, and the Government's draft food aid policy was prepared at the end of 1999. In the recent emergency situation, that policy was put on hold. However, the process for its consideration and approval by the Government is now under way and should be concluded by the end of the first quarter of 2001. WFP will advocate the inclusion in that policy of measures for addressing HIV/AIDS and for increasing beneficiaries' access to education.
24. The draft policy meets four objectives: (i) it defines food aid's uses, and its appropriate response to, and overall contribution to fighting food insecurity in the context of the National Food Security and Nutrition Strategy; (ii) it identifies measures for satisfying the food needs of the hungry poor without creating dependency; (iii) it sets out rules and procedures for ensuring that the use of food aid in Mozambique does not result in production disincentives or market displacement (free food distribution is permitted for only a short period in the immediate aftermath of a disaster); and (iv) it defines the institutional framework for the coordination of food aid.
25. In the context of the National Food Security and Nutrition Strategy, the draft policy identifies five priority areas for food aid: emergency relief; rehabilitation of physical infrastructure; health and education; market development; and balance of payments. Several types of programme modalities are identified. Of these, food for assets, supplementary feeding for vulnerable groups and food as an incentive for education and/or training programmes are consistent with WFP's mission.



ASSESSMENT OF WFP'S PERFORMANCE TO DATE

26. Mozambique is a pilot country for the UNDAF and United Nations agencies' agreement to harmonize and synchronize their respective programme cycles effective 1 January 1998. Thus, the Country Programme was approved for a four-year period (1998-2001) and a CP agreement was signed in November 1998. That agreement provides for WFP assistance of US\$63,018,910 (including direct and indirect costs) for four community-based activities and three supplementary activities, which target 1,189,000 beneficiaries with 129,310 tons of food. The CP sets aside 32 percent of its resources for emergency operations and 68 percent for development activities.

The Current Country Programme and Its Components

27. The current CP has two long-term development goals and four related, lower-level principal objectives. The goals are:
- to contribute to the capacity of targeted food-insecure communities to carry out development activities that reduce their vulnerability, specifically in the areas of infrastructure and rehabilitation; health and education; and disaster policy, management and preparedness; and
 - to respond to national disaster emergency food requirements.
28. It is assumed that these goals will be attained by actions designed to:
- enhance the role of women in the food aid and food management decision-making process, in order to enable them to contribute to opportunities for improved household food security;
 - increase national and local institutional capacity through counterpart training;
 - manage a consolidated and comprehensive VAM database, in order to identify and target better the most vulnerable food-insecure communities; and
 - promote the coordination of a government food security committee representing the Government, United Nations agencies, donors, NGOs and the private sector in order to address food-related issues, policies and programmes.
29. Four core activities (utilizing just over two thirds of total CP resources) and four supplementary activities are identified in the CP as the means by which WFP food aid may contribute to the attainment of the CP objectives. These are:
- project No. 5160.01—Feeding of students at boarding schools (US\$13,066,090; 20.7 percent of the CP);
 - project No. 4720.00—Assistance to feeder roads reconstruction programme (US\$1,702,520; 2.7 percent of the CP);
 - project No. 5331.00—Reconstruction and rehabilitation of primary schools in rural areas (US\$10,921,400; 17.3 percent of the CP); and
 - project No. 5935.00—Food for Development Fund/micro-development (US\$17,141,830; 27.2 percent of the CP).
30. The CP also earmarks US\$20,187,070 (32 percent of the CP) for future emergency operations for an estimated total of 800,000 beneficiaries between 1998 and 2001. The immediate objective within this context is to assist the Government in responding to immediate disaster-related food requirements by ensuring a larger role for women in food



relief and management, with the long-term objective of reducing the loss of life of disaster victims and maintaining minimal household food security in flood-affected areas.

31. Supplementary activities in the CP included assisting the Government in formulating and institutionalizing a national disaster-preparedness policy; coordinating with the Government, donors, NGOs and the private sector (a national food security committee) to improve collaboration and advocacy for the hungry poor; utilizing VAM to target vulnerable populations in food-insecure areas; and maximizing opportunities for capacity-building and women's participation in food relief and management activities. VAM, gender activities and coordination, monitoring and evaluation are estimated to cost US\$993,210, US\$851,970 and US\$205,020, respectively, over the CP period. The first two supporting activities are funded from the direct support cost (DSC) component of the four development projects, while the food security committee is financed from the direct and indirect cost budget of the Food for Development Fund.
32. An external evaluation of the Mozambique CP carried out in June/July 2000 found that it had a strategic focus on the most vulnerable areas and groups and on disaster mitigation and preparedness at the household and community levels and a high degree of coherence and internal consistency. There was also evidence of a deliberate bias in the CP towards the concentration of food aid by sector (health, education and rural development; disaster mitigation), and by geographic area (to the most food insecure districts and disaster prone areas, mainly in the central and southern regions).
33. The mission noted that the two overall goals of the CP were clearly defined, relevant to government development priorities and entirely consistent with WFP's new Food Aid and Development (FAAD) policy. The core activities were complementary, self-reinforcing and well integrated with relevant government development programmes at the district and provincial levels. The activities were based on a participatory approach at the community level, and were of a nature to facilitate the concentration of WFP-assisted activities. On the whole, the mission concluded that the process of developing the first CSO and CP in Mozambique had resulted in a clear and coherent strategy and programme for WFP. There was also a considerable sense of ownership on the part of the Government at the national, provincial and district levels: the counterpart ministries were real partners in the planning and implementation of WFP-assisted activities.
34. The mission found that the two main programme components in the current CP were largely FAAD compatible. Although the Food for Development Fund and the education sector activities were under way or planned before the FAAD policy was approved, they both received high marks for their inclusion of many of that policy's criteria. There were still, however, some resources committed to sectors/activities (health/supplementary and therapeutic feeding) and geographic areas (not of chronic food insecurity) that were not entirely consistent with FAAD and VAM priorities. For this reason, the mission suggested the gradual phasing-out of WFP assistance to the LOA (Milk/Oil/Sugar) therapeutic feeding programme over the rest of the current CP and its replacement by that of another appropriate institution (UNICEF, NGOs).
35. The mission considered that WFP assistance to the education sector (school construction, rehabilitation and re-equipping of boarding schools; the provision of food, teaching materials, teacher training and training in management) remained of capital importance for widening access to primary education, especially for girls, and raising the quality of education through the strengthening of secondary schools. In addition, it noted that WFP assistance had reduced the burden of school expenses on poor families, and thus guaranteed access to education for the poor at the secondary level of education.



36. The mission found that, although the Food for Development Fund was not yet fully operational, it had already provided WFP Mozambique with the desired flexibility to make an effective transition between development and emergency operations. During the flood emergency in early 2000, the presence of Food for Development Fund field monitors and the in-country stocks of development food resources enabled WFP to respond in an extremely timely and efficient manner to the unfolding emergency. The evaluation mission heard widespread and unstinting praise for WFP's quick response, even from donor agencies that had been sceptical of the value of WFP development programmes.
37. The mission noted that two of the most important characteristics of the Food for Development Fund were its decentralized mode and its dimension of community empowerment. The fact that district authorities are fully responsible for planning and implementing project activities (technical supervision, transport, distribution, storage, etc.) is quite innovative in WFP programmes and an important element in the success of WFP's response to the recent floods. But there is still the problem of the mobilization of complementary resources and the joint planning or integration of Food for Development Fund activities with development activities supported by other government agencies and multilateral or bilateral agencies. Not only should donor countries ensure the inclusion within their commitments of the complementary resources for CPs that the Executive Board has approved, but also WFP should provide sufficient development support costs to enable the carrying out of these activities in a FAAD-compliant manner.
38. The mission noted that WFP's widely praised rapid response to the flood emergency would have been impossible if the human and food resources from the development programme had not been in place. For more details on the findings and recommendations of the evaluation mission, reference is made to its report, Mid-term Evaluation of Mozambique Country Programme (WFP/EB.2/2001/3/1), submitted to the Executive Board during its second session of 2001.
39. Among the recommendations of the mission were that:
- the strategic focus of the CP should continue largely unaltered into the next CP, albeit with increased emphasis on education and decreased emphasis on health;
 - WFP should continue and, if possible, expand its support to the education sector for the rest of this CP and the next; and
 - future actions concerning HIV/AIDS should be determined in concert with the UNDAF HIV/AIDS theme group in the context of a broad-based long-term programme approach encompassing production, education, training and income-generating activities.

FUTURE ORIENTATION OF WFP ASSISTANCE

40. The formulation of this second-generation CSO has been carried out in the context of the current preparation of the United Nations Common Country Assessment and the second UNDAF. It is the result of an inclusive and participatory process of workshops and seminars involving representatives of the Government, other United Nations agencies, bilateral donors, community-based organizations and NGOs. From these discussions of food policy issues a consensus has emerged on the strategic objectives and on the scope and nature of possible future WFP development assistance activities.
41. Three key areas have been identified where food assistance may have a clear comparative advantage in Mozambique: (i) increased investment in education; (ii) support



for infrastructure rehabilitation in disaster-prone and food-insecure areas and asset-generation for improving and enhancing the coping mechanisms of poor households; and (iii) support to HIV/AIDS-infected and -affected households. In this context, high priority should be given to correcting the gender, rural-urban and regional imbalances within these areas of intervention. Thus while the main thrust of the strategic long-term goals is largely unaltered from the current CP, there is a change of emphasis in CP activities towards greater support to the education sector (with emphasis on girls and HIV/AIDS orphans) and to programmes aimed at helping communities and households reconstitute their asset base and regain sustainable livelihoods that are resilient to natural disasters.

42. WFP's mission in Mozambique will thus be to reduce chronic seasonal hunger in poor food-insecure communities thereby contributing to the national goal of eliminating poverty. In the context of the CCA/UNDAF, WFP will contribute to the fulfilment of beneficiaries' rights to: a sustainable livelihood; personal security; full participation, protection and equality; knowledge; and a long and healthy life. The Programme will do this by focusing on four strategic areas: (i) investment in human capital; (ii) the creation, maintenance and rehabilitation of sustainable assets; (iii) the improvement of the nutritional status of HIV/AIDS-affected hungry poor; and (iv) disaster preparedness, mitigation and management. The long-term goals of future WFP assistance will thus be to:
- strengthen the capability of hungry poor households (especially women, children and the elderly) to take charge of their own development and withstand external economic shocks, drought and floods, while addressing gender imbalances and HIV/AIDS; and
 - assist the Government in responding to national emergency food requirements.
43. The shorter-term objectives expected to lead to these long-term goals are to:
- enhance the role of women in the food aid and food management decision-making process in order to enable them to contribute to opportunities for improved household food security;
 - increase community development and human resource capacity through: support to education at all levels, with a particular emphasis on girls and orphans and adult literacy programmes (especially for women); training and the promotion of community participation in needs and constraints analysis; and the design and implementation of community food and nutrition development activities;
 - help create, rehabilitate, maintain and manage the sustainable assets owned and operated by households and communities, which will increase food security and reduce environmental degradation and the impact of drought and floods;
 - increase the capacity of communities to withstand and respond to external economic shocks, continuing emergencies such as HIV/AIDS and/or natural disasters by strengthening institutional structures at the community, district and national levels;
 - improve the nutritional status of hungry people and households (especially orphans) affected by HIV/AIDS; and
 - increase the disaster preparedness of the Government and the disposability of food resources for swift emergency response.
44. Future WFP activities will be guided by the following principles, which will inform the strategic directions and implied activities: (i) disaster preparedness, awareness and management planning; (ii) gender mainstreaming; (iii) HIV/AIDS awareness in all activities; (iv) advocacy on hunger; (v) partnerships with the Government and all other relevant development agencies; and (vi) human capacity-building. In light of the



substantial gender gap in Mozambique, and in line with WFP's Commitments to Women, 60 percent of CP resources will go to girls and women.

45. Future WFP assistance will be based on an updated analysis of chronic vulnerability, which will be defined according to a number of criteria: most prominently, chronic food insecurity and chronic vulnerability to disasters, where food aid has a proven comparative advantage. Additional criteria are HIV/AIDS prevalence and gender imbalances in education (enrolment/graduation rates). An exercise in mapping these criteria at the appropriate grades at the district level is under way. For this exercise, the VAM Unit will aggregate data series going back four years. (Data from before 1996 will not be considered owing to their specificity in terms of civil war and continued droughts and their unreliability.) WFP will reinforce its efforts to integrate VAM methodologies and data into one common system and assist the Government in developing its capacity for early warning and vulnerability analysis on a sustainable basis. If DSC resources permit, these tasks will be included as activities to be funded in the next CP. The map in the attached Annex shows the most chronically food insecure districts and serves as a preliminary indication of their chronic vulnerability. The other targeting criteria will be used cumulatively or alternatively, as appropriate. A certain flexibility in targeting activities may be retained to enable WFP to participate in joint programming efforts in the context of the UNDAF.
46. For the time being, several activities are foreseen as direct assistance to HIV/AIDS-affected persons: (i) take-home rations for orphans at the EP2 level; (ii) nutritional support (in conjunction with UNICEF) to HIV/AIDS-affected children; and (iii) the possible provision of food to HIV/AIDS-affected households (if a joint programme of United Nations partners materializes). Beyond this, the issue of HIV/AIDS will be mainstreamed into WFP activities through awareness-raising among partners, beneficiaries and contractors, e.g. by providing food for training to beneficiaries or by awareness-raising campaigns during food-for-work (FFW) projects.
47. In recognition of the high prevalence of recurring natural disasters requiring emergency food aid response, it is proposed that WFP continue the practice of highlighting the need for emergency assistance to 1 million people over five years, based on the experience of the recent past. The immediate objective within this context will be to assist the Government in responding to immediate disaster-related food requirements and to ensure a larger role for women in food relief and management, with the long-term objective of reducing the loss of life of disaster victims and maintaining acceptable levels of household food security in disaster-affected areas.
48. In the context of the proposed support to the education sector and following a VAM-supported approach, activities will be directed at bringing into the education process vulnerable groups hitherto denied access (girls, street and handicapped children, HIV/AIDS orphans and other out-of-school children) through school feeding programmes and support to special schools. The Food for Development Fund will support national programmes aimed at helping vulnerable communities in the most food insecure and disaster prone areas reduce their food insecurity and their vulnerability to external economic shocks and natural disasters.
49. The most appropriate use of food aid in the medium term in Mozambique is as nutritional support and an incentive designed to: relieve short-term hunger and thus enable households and communities to participate in development and training activities; support food production and mitigate the effects of floods and drought in the smallholder sector (e.g. with small-scale water harvesting, control and management; shallow wells; soil and water conservation; flood control; farmer field schools; crop production/diversification;



grading; storage and post-harvest practices); assist vulnerable groups (especially HIV/AIDS households and orphans) through nutrition support programmes in improving their skills and nutrition practices; and promote human resource development (e.g. through school feeding and food for training).

50. These activities will address three of the five strategic priorities of WFP's Enabling Development policy, namely priority number 2, enable poor households to invest in human capital through education and training; priority 3, make it possible for poor families to gain and preserve assets; and priority 4, mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

Identification of Key Areas for Assistance

51. The strategy envisages that WFP food resources, combined with non-food resources, will go to two core activities: assistance to the education sector (80 percent) and the Food for Development Fund (20 percent). Twenty-five percent of the resources of both activities should be directed to support HIV/AIDS-affected households and orphans as a cross-cutting issue, as envisaged in the draft UNDAF for 2002–2006, either within the framework of jointly programmed activities or in the context of the mainstreaming of HIV/AIDS support actions. As in the first Country Programme, it is proposed that WFP continue the practice of highlighting the need for emergency assistance to 1 million people over five years, based on the experience of the recent past.

Human Capital Investment

52. WFP assistance in the areas of education and training will address priority 2 of WFP's Enabling Development policy. In Mozambique, the huge gap between the first level of primary education and the rest of basic education hinders the development of human resources. The current gross enrolment at the first level of primary education (EP1) is around 2,075,000 pupils. This drops to 185,000 (1998 figures) at the second level of primary education (EP2). Enrolment at the secondary and professional levels is even lower, with 64,000 pupils for the first level of secondary schooling (ESG1), 8,000 for the second level (ESG2) and around 10,000 for professional education (including teacher training).
53. Because of the size of the country, the low density of the population and its extremely dispersed pattern of human settlement, the provision of primary and secondary schooling within walking distance of all rural communities is currently (and for the foreseeable future) beyond the fiscal resources of the Government. Thus, national education policy has placed emphasis on the provision of strategically located schools at the primary and secondary levels that also provide boarding facilities. The Government defrays a small portion of the cost of food (sufficient to cover the cost of protein twice weekly) and the rest is the responsibility of the students' families. These boarding costs (about US\$32 per pupil per year) have been and remain beyond the capacity of rural families with incomes that are 60–70 percent of the national per capita GDP (US\$240/year).
54. The drop-out rate for girls is extremely high. In 1997, the rate for girls between first and third grades in the northern and central provinces was 61.8 percent. In 2000, the net enrolment rate for girls in EP1 countrywide was estimated to be 49.5 percent (for boys, 58.1 percent). For EP2, the same net enrolment rate drops to an appalling 1.9 percent for girls and 2.3 percent for boys (CCA Mozambique 2000). At the EP1 level, 25 percent of teachers countrywide (or 8,318) are women. Of that group, only 68 percent have received teacher training. The percentage of women teachers in the north and central provinces is quite low (only 16 percent).



55. In light of these considerations, the Ministry of Education (MINED) has set up a gender unit and re-established a division for adult education and functional literacy. The gender unit is setting up programmes that focus on education for girls, with the inclusion of parents and guardians. These programmes are aimed at identifying the causes of and seeking solutions for the high drop-out rates for girls.
56. Apart from increasing the number of primary schools, the most important objective for the Government is to increase school accessibility and the enrolment and success rates at all levels beyond EP1 in order to add to the pool of skilled labour available in the country. Increasing access at the primary level and above is a clearly defined priority of the government- and donor-developed Education Sector Strategic Plan (ESSP) for the period 1997/2001. Clearly also, food assistance for primary school education has a comparative advantage in reducing the cost of school attendance, preventing child labour (particularly of HIV/AIDS orphans and girls in agriculture and domestic work) and ensuring that short-term hunger does not inhibit children's capacity to learn.
57. The implementation of the ESSP will require considerable government and external support. In this context, the overall objective of the WFP education sector support programme is to improve access to education¹³ (especially for girls) from the primary to the professional level through a series of five integrated activities over a five-year period, which will enable poor households to invest in human capital through education and training.¹⁴
58. In the current CP, this objective is being pursued through strong support to primary education and to boarding facilities for the secondary, technical and professional levels. The latter will be particularly important as the rapidly growing number of students in primary schools require an equally growing number of teachers, who should have completed secondary education. At the same time, the phase-out of WFP assistance to boarding schools will be achieved through pilot activities aimed at enabling selected boarding facilities to function sustainably without WFP assistance. Altogether, the education programme comprises five activities:
- i) **Secondary and Professional Boarding School Feeding Activity** (enlarged and reoriented). Aimed at promoting access to secondary and professional education by reducing the cost of sending children to boarding schools (the only means of access to secondary and professional education in the country), the activity (current MOZ 5160.01) provides free school meals. This is particularly important for girls, who, experience shows, are the first to be taken out of school when their families experience a sudden lack of resources.
 - ii) **Substitution of Food Support by Funds in Boarding Schools** (pilot activity). This new complementary activity under MOZ 5160.01 is aimed at creating the conditions necessary for the sustainability (donor funding to the Government for food procurement) and good quality management (through training) of boarding facilities and schools after the phasing-out of WFP food assistance.
 - iii) **Day School Feeding Activity** (new). This activity is designed to improve access to the EP2 level and lower the cost of sending children (especially girls) to school; reduce the seasonal drop-out rate; and ensure that short-term hunger does not diminish cognitive ability. A pilot activity based on community participation and management,

¹³Increasing access to education is an important priority for the Government, as is stated in the ESSP.

¹⁴Enabling poor households to invest in human capital is one of the five WFP FAAD priorities.



to be financed partly from WFP regular CP resources and partly by funds from the new United States School Feeding Initiative, will be launched when funding becomes available.

- iv) **Boarding School Rehabilitation Activity.** To be carried out under MOZ 5331.01 and MOZ 5160.01 if funding becomes available from the Government, this new activity aims at improving infrastructure, including adequate boarding facilities for girls, in order to provide quality education and an appropriate learning environment and to improve access to secondary and professional education.
 - v) **Primary School Construction Activity** (reoriented MOZ 5331.00). If financing becomes available from the Government, communities will be assisted in constructing schools that will offer complete primary school education (EP1 and 2). This will obviate the need for children to change schools, thus reducing the related drop-out rates, especially for girls. This activity will be a launching pad for community participation in the rehabilitation of existing boarding institutions.
59. The Country Programme has been formalized in a Memorandum of Understanding (MOU) between the Ministry of Education and WFP, establishing a new sector approach to supporting access to education in Mozambique for the next five years. The activities envisaged will follow the approval and implementation procedures established between WFP and MINED and within the WFP CP framework in Mozambique. It is proposed that WFP continue and expand these activities in the next CP.
60. During consultations with the Government and other development partners on this CSO, it was decided that the existing MOU should be revised to include interventions in the following areas: (i) support for girls' education; (ii) integration of HIV/AIDS orphans in education; (iii) jointly with the Ministry of Women and Social Welfare Coordination (MMCAS), improvement of pre-school feeding and support for other marginalized groups (such as street and handicapped children), to improve their access to education; (iv) continued support to NGOs in girls' education, non-formal education and teacher training; and (v) in collaboration with the Ministry of Agriculture and Development (MADER), support to communities for the re-establishment of school production units.
61. The assistance to the education sector activities will be located in areas with high educational needs, particularly among girls, and in which household food insecurity is an obstacle to children's education. Supplementary targeting criteria will be the gender gap in education (enrolment and drop-out rates), which is worst in the northern region, and the prevalence of HIV/AIDS, which is worst in the central region. Therefore, districts with these activities are likely to be remote areas in the northern and central regions, where interventions face serious logistical problems that are compounded by the small number of potential partners to be found there. Nevertheless, WFP has a comparative advantage in its ability to access remote populations in food-insecure areas where food rather than cash is the key to improving access to education. The Programme is already active in such areas in community-managed school construction, and it will seek to enlist other partners in enhancing community development through other community-initiated activities.

Food for Development Fund

62. The Food for Development Fund will address FAAD priorities 2, 3 and 4. Its long-term development goal will be to reduce the vulnerability of communities in rural and urban areas to disasters and food insecurity. This will be achieved with actions that:
- guarantee access to food for vulnerable households during the life of the project;



- help communities identify, plan and implement projects and develop systems for their monitoring and evaluation;
 - create assets to help increase food production and mitigate the effects of natural disasters on agriculture, community infrastructure, education, health, etc.;
 - sensitize target communities in the areas of HIV/AIDS, the use of appropriate seeds, the storage and use of food, environmental conservation and sanitation;
 - establish appropriate institutional mechanisms through which communities and district authorities can manage and maintain the assets they have been helped to create; and
 - provide training in community sensitization and mobilization and in the management of the Food for Development Fund (e.g. planning seminars and training monitors and implementing partners).
63. The Food for Development Fund will normally operate in districts of chronic food insecurity. Food-assisted activities will be tailored to the needs and capacities of the very poor and hungry people in a given locality. Special consideration will be given to women, and food baskets will be nutritionally appropriate. Communities will be involved in the planning and implementation of these activities. Household food security and nutritional needs, disaster risk and the prevalence of HIV/AIDS will be the key determinants for the selection of activities.
64. HIV/AIDS is becoming a major constraint on development in Mozambique. In the worst-affected central region, poor households along the Beira corridor and in Tete register the highest infection rates in the country. HIV-related illnesses increase household economic problems by diverting scarce human and financial resources to medical treatment and care-giving and to compensate for reduced employment opportunities. To support HIV/AIDS mitigation activities through training (directly or through trained monitors), food assistance programmes will need to be clearly defined to target households for care-giving and income-generating activities. Such programmes can offer general relief to people living with HIV/AIDS and their families by helping them to safeguard assets that otherwise would be used to acquire food. Such assistance may also be targeted to families who care for AIDS orphans, providing those families with household rations.
65. In the context of the national decentralization policy, the Food for Development Fund provided WFP with a flexible mechanism for community empowerment and an effective and timely emergency response to the recent floods. Because the Fund targets the most vulnerable areas, it is likely that the activity will encounter recurring food emergencies. Therefore, flexibility in switching from development to emergency will be explicitly built into the Food for Development Fund, and in the Terms of Reference for monitors and the Letters of Understanding signed with implementing partners.
66. The Government has begun a process of decentralization of functions and responsibilities to the provincial and district levels. The Ministry of Agriculture and Rural Development, with assistance from various partners, is also now strengthening its early warning systems (floods and drought) and focusing on the rehabilitation of irrigation infrastructure and the provision of seeds and other inputs. Through the Food for Development Fund, WFP, in collaboration with relevant ministries and development partners, will support efforts to raise household agricultural productivity by encouraging crop production/diversification and better grading, storage and post-harvest practices. MADER has already drafted strategies on HIV/AIDS, and in 2001, WFP, MADER and MMCAS will form a working group to explore avenues for improving the nutritional status of women, orphans and HIV/AIDS households. WFP will also work with the Ministry of State Administration (responsible for the decentralization process), MADER, MMCAS and



the National Disaster Management Institute (INGC) to formulate a multi sector plan of action for community-based activities.

Scope for Joint Programming with Other Agencies

67. This CSO has been elaborated over a two-month consultative process involving a large number of representatives from government institutions, United Nations agencies, NGOs and donors. The process has been synchronized and harmonized with that of the forthcoming UNDAF for Mozambique and with the plans of other development partners. Joint programming opportunities are still at the design stage, internal planning and budgeting exercises by partners interested in rural development have not yet been finalized, and the institutional framework and mechanisms for assisting HIV/AIDS-affected households are still being developed. It will therefore be necessary to create a flexible approach to programming WFP's assistance in order to be ready to take advantage of emerging opportunities.
68. WFP will work with UNDP and other agencies and donors on technical assistance to enhance implementation at the district and community levels. Additional cooperative initiatives are in the planning stages with other partners, such as UNICEF and UNFPA (for HIV/AIDS, assistance to the education sector and the Food for Development Fund), FAO (in the context of post-harvest loss reduction and the Food for Development Fund) and bilateral donors. NGOs will continue to be fundamental to the implementation of WFP-supported activities. New working arrangements will also be explored, including contracting NGOs and private enterprises to provide such services as technical support and management training.

Operational Implications

69. The following implementation strategies and complementary activities are envisaged for securing a sustainable change in the WFP Country Programme:

📌 Targeting

- Better targeting will be made to the most vulnerable through a VAM-supported concentration of interventions on the most food insecure flood- and drought-prone districts in the central and southern regions and in areas of chronic food insecurity and malnutrition. Where groups other than people vulnerable to food insecurity and disasters are targeted, additional geographic targeting criteria (gender imbalances in education, HIV/AIDS prevalence) will be used.
- Programming of WFP food aid will be based on a dynamic resource-allocation map, created with the support of the VAM Unit. The new approach will seek to define areas of the country according to prevailing risks and coping strategies, linked with acute and chronic food insecurity. WFP interventions will aim to complement and supplement traditional methods of coping with food stress and to ensure that food is provided only when it is needed, during the lean season or during emergencies.
- Within targeted geographic areas, the main beneficiaries of future WFP assistance will be food-insecure people from among the poorest households, who suffer the greatest food insecurity and gravest setbacks in times of crisis. The focus on food-insecure women and children (particularly HIV/AIDS orphans), and especially on households headed by women, will be further strengthened.



📌 **Nutrition Focus**

- Community-based interventions that transfer energy-rich and micronutrient-fortified food to nutritionally vulnerable groups will be included and expanded.
- Nutrition support will be linked to education and, for HIV/AIDS-affected households, to skills training and income-generating and awareness-raising activities. Partnerships with NGOs and government and donor programmes will be established to ensure the efficient implementation of food and non-food-assisted activities and their sustainability.

📌 **Human Capacity-building**

- To ensure that food transfers create lasting assets, considerable emphasis will be placed on transferring food within a “development package” (DSC resources permitting) that includes training, awareness-raising and, especially for food-for-assets activities, non-food transfers, quality control and the creation of skills and organizational structures that will enable communities to plan, manage and maintain assets. Within the UNDAF, these activities will be carried out in collaboration with UNDP, UNFPA, UNICEF, FAO, the International Labour Organization (ILO) and other interested development partners.
- If funding permits, WFP will also seek to enhance the planning and implementation capability of management structures at the district and community levels.

📌 **Community Participation**

- WFP-assisted activities will gradually evolve into a multi-sector, community-based approach that incorporates different combinations of food-aided interventions. These will include, as appropriate and feasible: nutrition interventions for children, HIV/AIDS orphans, adolescent girls and HIV/AIDS-affected households; support to education and skills training; food for assets (particularly to meet the main food gap during the lean season and to enhance community and household disaster preparedness); increased food production and income-generating activities. This will ensure that all programme activities can better respond to the needs of the poorest beneficiaries as identified by those beneficiaries through participatory approaches.
- Community-based organizations will be involved in targeting and resource allocation within the selected districts and communities.

📌 **Monitoring and Evaluation (M&E)**

- In line with WFP’s revised approach, results-based monitoring will be introduced in order for WFP better to determine its progress towards meeting activity objectives and results and for project management to adopt corrective measures when required. Key performance and impact indicators will be fundamental to the process of making education and Food for Development Fund activities more performance oriented. The Food for Development Fund has already installed such a monitoring and reporting system that measures inputs, outputs, outcomes and impact encompassing interim and final targets. A similar system is being established for the assistance to the education sector activities. The system also incorporates participatory techniques so that monitoring systems are owned and used by key stakeholders and will be linked to the UNDAF M&E system.



✧ *Disaster Preparedness, Response and Mitigation*

- Infrastructure rehabilitation and disaster mitigation activities will continue to receive strong emphasis among food-for-assets interventions. At the same time, WFP will continue its support to enhancing institutional capacity for disaster management at all levels. Disaster preparedness and response at the household and community levels will be strengthened through human capacity-building and asset creation. Through the United Nations Disaster Management Team (UNDMTG), the country office recently completed a contingency planning exercise with the Government, and will continue to ensure that this exercise is updated, as appropriate, from time to time.

✧ *Partnerships and Non-food Resources*

- WFP will seek to ensure that non-food inputs are procured through partnerships with NGOs, government programmes, donors and the other United Nations agencies that control these resources. However, since it will not always be possible to synchronize the timing of the provision of non-food items by all partners, WFP activity budgets will need to cover the costs for some of these items.

✧ *Organizational Change*

- Care will be taken that activities are integrated into community development plans and reconciled by the provincial and district authorities within the framework of the Provincial Poverty Reduction Plans and the Technical Secretariat for Food Security and Nutrition (SETSAN). New checks and balances (including a new approach to area- and issue-based monitoring and reporting supported by the country office) will be introduced by WFP, in partnership with local-level development organizations (NGOs, government bodies, public media), to ensure that transfers reach the intended beneficiaries.
- The efficient implementation of community-based interventions will be supported by the existing area-based organization of the programme unit and the country office (expanded where appropriate in the north), with sub-offices and coordinators supporting this process.

✧ *Food Procurement*

- WFP is required to procure food commodities of the highest quality on a competitive basis and in a transparent manner by international tender. At present, domestic suppliers have difficulty meeting these conditions because of poor grading, storage, handling and other post-harvest practices and high internal transport costs. The Government and WFP have agreed to take certain concrete actions in order to maximize WFP food purchases within Mozambique.

KEY ISSUES AND RISKS

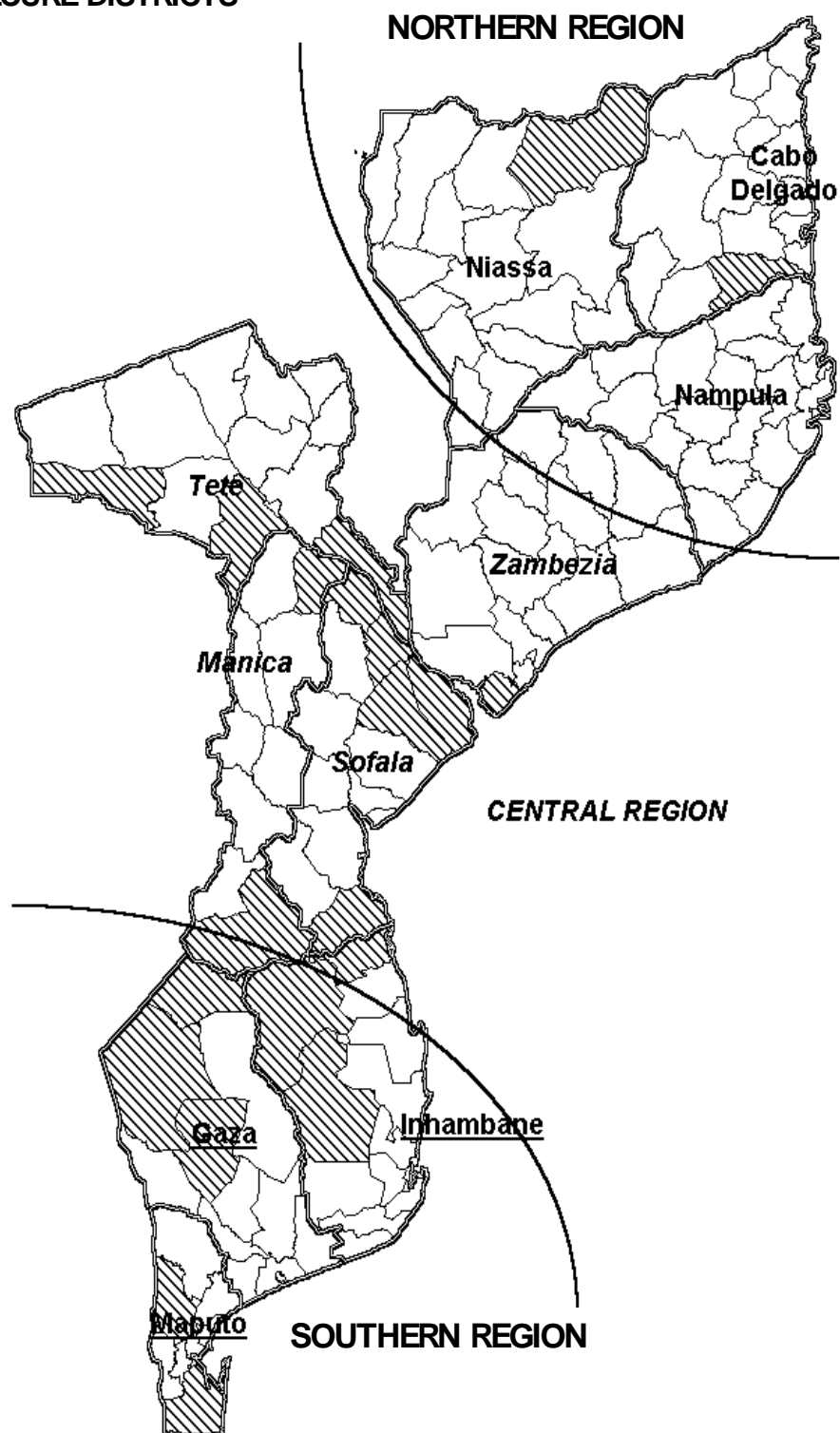
70. A major challenge for WFP will be to support the adoption of the Government's draft food aid policy, which will ensure a shift of focus in food assistance to the ultra-poor and to improvements in food security and the nutritional status of this population group. It will also include a shift towards using food assistance as an instrument for helping the poorest not only in having employment today, but also in building assets for tomorrow.



71. A significant new feature of the shift to community development will be the increasing responsibility of local government units to implement food-aided activities and to coordinate the development packages needed for sustained success. While this approach is fully in line with the policy of the Government of Mozambique, it is not clear how fast the political process will allow such a transformation to proceed. At present, the resources and technical expertise available at the local government level are severely limited. Full commitment by the Government of Mozambique to the new approach is vital to its success. Financial and technical support from the Government and technical assistance packages from other United Nations agencies (in particular FAO, ILO, UNDP and UNICEF), bilateral donors and NGOs will be necessary for helping overcome this constraint.
72. The FAAD approach necessitates an optimal mix of food and non-food resources and the right mix of WFP staff resources. Initially, non-food resources will be available only from development partners. The envisaged approach can therefore come to fruition only if partners inside and outside the United Nations system (and WFP itself) provide resources in support of the concept of Enabling Development, participate in jointly planned activities and organize an increasing part of their own food assistance activities along these lines. Eventually it will be necessary for the Government to match external food aid resources with its own budget in order to ensure that the malnourished and poorest households of Mozambique (of which women, HIV/AIDS-affected households and orphans are a major group) can be effectively and efficiently supported on their way out of perpetual poverty.
73. The increased emphasis on community-based development activities in the WFP FAAD policy will require significant WFP staff resources in the initial identification, design and development stages. As this will be concurrent with ongoing development activities and emergency operations and with increased WFP involvement in logistics, transport and M&E, inadequate staffing could become a constraining factor that will need to be addressed. In Mozambique, these difficulties are exacerbated by the size of the country, the low density of its population and the extremely dispersed pattern of human settlement there. These factors necessitated the establishment of the existing sub-offices, without which WFP's prompt and cost-effective response to the recent emergency would not have been possible, and which, because of the extremely high internal travel costs, are more cost-effective than the alternative of concentrating activities in Maputo or Beira.
74. While WFP Mozambique is committed to ensuring and increasing FAAD compliance in its current and future CP, it may be difficult for that office to apply all of the key FAAD principles (VAM targeting, community participation, M&E, human capacity and institution-building) and the improved implementation strategies envisaged, in light of the current lower financial resource levels available to WFP globally for development. Effective implementation of the FAAD policy will require complementary resources from development partners, and WFP Mozambique will continue to play an active role in strengthening current partnerships and seeking new partners. However, lack of adequate WFP funding for development activities could constrain the efforts of the country office to obtain such resources on a matching or co-funding basis, given the lesser funds available on the WFP side to be matched.



ANNEX

CRONICALLY FOOD-
INSECURE DISTRICTS

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



ACRONYMS USED IN THE DOCUMENT

CCA	Common Country Assessment
CP	Country Programme
CSO	Country Strategy Outline
DSC	Direct support cost
EP1	Primary education—first level
EP2	Primary education—second level
ESG1	Secondary education—first level
ESG2	Secondary education—second level
ESSP	Education Sector Strategic Plan
FAAD	Food aid and development
FFA	Food for assets
GDP	Gross domestic product
ILO	International Labour Organization
INGC	National Disaster Management Institute
LOA	Milk/Oil/Sugar Programme
MADER	Ministry of Agriculture and Rural Development
MINED	Ministry of Education
MMCAS	Ministry of Women and Social Welfare Coordination
MOU	Memorandum of Understanding
MPF	Ministry of Planning and Finance
NFSNS	National Food Security and Nutrition Strategy
NGO	Non-governmental organization
NPRC	National Programme Review Committee
PPRP	Provincial Poverty Reduction Plan
SETSAN	Technical Secretariat for Food Security and Nutrition
STD	Sexually transmitted disease
UEM	University of Eduardo Mondlane
UNDAF	United Nations Development Framework
UNDMTG	United Nations Disaster Mitigation Theme Group
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping

