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Evaluation reports

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Summary report on the evaluation of the country strategic plan for Mozambique (2017–2021)

Executive summary

The evaluation of the country strategic plan for Mozambique was conducted between January and December 2021. It aimed to assess WFP's strategic positioning, contribution to outcomes, efficiency in implementation and the factors explaining performance. It was conducted using a theory-based, mixed-methods approach designed to serve the dual purpose of accountability and learning and to inform the preparation of a new country strategic plan.

Mozambique is a low-income, food-deficit, highly food-insecure country, extremely vulnerable to the impacts of climate change. Ranking almost at the bottom of the Human Development Index and with a Gini coefficient of 0.54, it is one of the poorest and most unequal countries in the world. Poverty affects women more than men, and there is a direct correlation between disability and poverty. The coronavirus disease 2019 pandemic aggravated the challenges faced by the country and placed an added burden on women and girls, causing economic pressure, loss of livelihoods and difficulties in access to health, social and protection services.

The country strategic plan for 2017–2021 focused on strengthening national capacity for disaster preparedness and response and sought to address the root causes of food insecurity and malnutrition while maintaining WFP's lead role in direct humanitarian assistance. It was implemented during a challenging period marked by natural disasters, renewed and escalating violence by non-state armed groups and the pandemic.

Overall, WFP provided an efficient and effective response to emergencies, confirming its comparative advantage and strategic position as a major, reliable player in humanitarian action. Considering the funding limitations and the complexity of the situation it faced in Mozambique, it also made important contributions to building resilience and, to a limited extent, strengthening national and local institutions. A siloed approach to implementation, however, prevented the use

In line with the Evaluation Policy (2016–2021) (WFP/EB.2/2015/4-A/Rev.1), to respect the integrity and independence of evaluation findings the editing of this report has been limited and as a result some of the language in it may not be fully consistent with the World Food Programme's standard terminology or editorial practices. Please direct any requests for clarification to the Director of Evaluation.

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of more integrated interventions that would have enhanced coherence, efficiency and effectiveness across the triple nexus.

While the intention to shift from delivering to enabling in Mozambique was relevant and aligned with national priorities and the 2030 Agenda for Sustainable Development, the country strategic plan's emphasis on country capacity strengthening was somewhat overshadowed by humanitarian crises that required reprioritization of activities.

In terms of cross-cutting priorities, gender received strong attention in implementation, as did beneficiary relationship management. However, there is room for improvement in areas such as protection and disability. Climate change was not prominent in the design of the plan but was well addressed during implementation.

Joint responses to cyclones Idai and Kenneth and the coronavirus disease 2019 pandemic were very successful. However, greater coherence and synergy with the other Rome-based agencies are needed, particularly in the areas of climate change adaptation and support for smallholder farmers.

WFP performance was influenced by several factors. Funding, including predictable and flexible funding, was insufficient; the skills of country office staff were not well matched to the roles that WFP intended to play; monitoring and reporting systems were inadequate; and there was a need for stronger partnerships within the United Nations system as well as with government institutions and civil society. Government staff turnover also influenced the effectiveness and sustainability of capacity-strengthening initiatives.

The evaluation made five recommendations. The first two relate to the strategic focus of WFP work in Mozambique. The third recommendation relates to partnerships, the fourth to organizational readiness in its various dimensions (human resources capacity, management and coordination mechanisms, monitoring framework, data systems and evaluation), and the fifth to fundraising.

Draft decision*

The Board takes note of the summary report on the evaluation of the country strategic plan for Mozambique (2017–2021) (WFP/EB.A/2022/7-B) and management response (WFP/EB.A/2022/7-B/Add.1) and encourages further action on the recommendations set out in the report, taking into account the considerations raised by the Board during its discussion.

* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

Introduction

Evaluation features

1. Country strategic plan (CSP) evaluations are the primary instrument for accountability and learning in accordance with the expectations of the WFP Executive Board and WFP management. They provide evidence of WFP's strategic positioning and results to inform the design of the next generation of CSPs and potentially to contribute to the design of United Nations sustainable development cooperation frameworks.
2. The evaluation of the Mozambique CSP for 2017–2021 was conducted between January and December 2021. It covered WFP's activities between 2016 and August 2021 and assessed the quality of the design process and progress made towards the strategic changes introduced in the CSP. Its main users are the WFP country office and internal and external stakeholders, including beneficiaries.
3. The evaluation adopted a theory-based mixed-methods approach, drawing on monitoring data, a literature review, semi-structured interviews, beneficiary focus groups and an online survey. Gender was taken into account throughout the process. Because of the coronavirus disease 2019 (COVID-19) pandemic, a hybrid evaluation was conducted. Thus the inception phase was conducted remotely, while data collection comprised a mix of remote interviews and an in-country field mission. Findings, conclusions and recommendations were discussed with internal and external stakeholders during two online workshops in September and October 2021.

Context

4. Covering almost 800,000 km², Mozambique is home to an estimated 33.2 million people. Its population is growing at an annual rate of 2.9 percent and is predominantly young, with children under 14 making up 43.8 percent.¹
5. Mozambique is a low-income, food-deficit country,² extremely vulnerable to the impacts of climate change.³ Ranking 181 of 189 countries in the Human Development Index⁴ and with a Gini coefficient of 0.54,⁵ Mozambique is one of the poorest and most unequal countries in the world. Poverty affects women more than men, and there is a direct correlation between disability and poverty.⁶
6. Chronic child malnutrition has remained relatively unchanged for the past 15 years and remains a major challenge, affecting 43 percent of children under 5.⁷
7. Agriculture generates 24.9 percent of gross domestic product and employs 74.6 percent of Mozambicans;⁸ smallholder farmers account for 95 percent of the country's agricultural production,⁹ although their productivity is very low.¹⁰

¹ United Nations Population Fund. *World Population Dashboard: Mozambique*.

² Food and Agriculture Organization of the United Nations. 2021. *Low-Income Food-Deficit Countries (webpage)*.

³ Eckstein, D., Künzel, V. and Schäfer, L. 2021. *Global Climate Risk Index 2021*.

⁴ United Nations Development Programme. *Human Development Report - Mozambique*.

⁵ Ibid.

⁶ *Stiftelsen for industriell og teknisk forskning*. 2009. *Living Conditions among People with Disabilities in Mozambique: A National Representative Study*.

⁷ United Nations Children's Fund. *Country page: Mozambique*.

⁸ Instituto Nacional de Estatística. 2015. *Relatório Final do Inquérito ao Orçamento Familiar (IOF) 2014/15*.

⁹ Food and Agriculture Organization of the United Nations. *FAO in Mozambique (webpage)*.

¹⁰ African Development Bank Group. 2020. *African Economic Outlook 2020*.

8. The COVID-19 pandemic aggravated the challenges facing the country, leading to economic pressure, loss of livelihoods and difficulties in access to health, social and protection services and placing an added burden on women and girls.¹¹

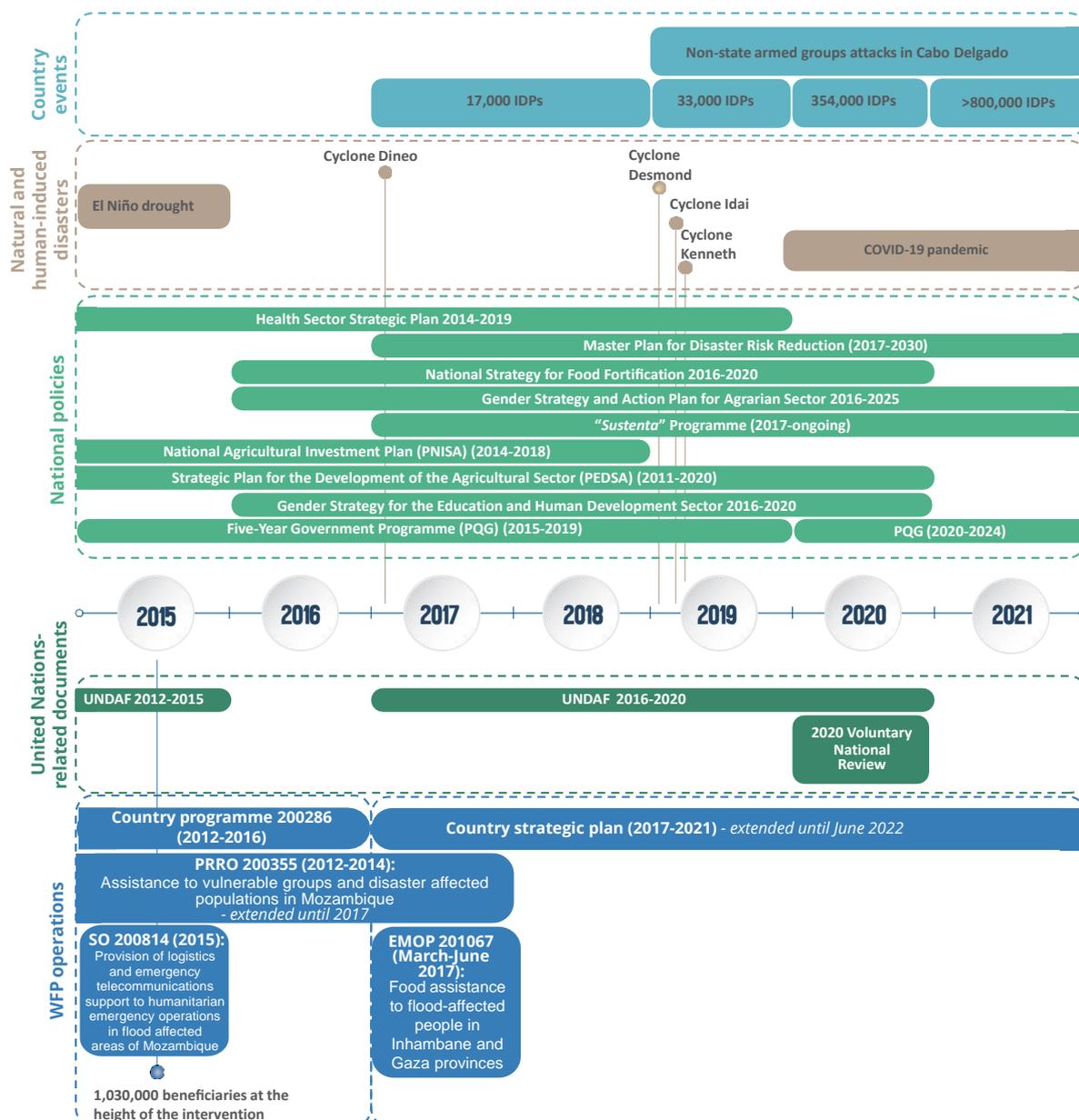
TABLE 1: MOZAMBIQUE SOCIOECONOMIC INDICATORS			
	Indicator	Value	Year
	Human Development Index (score and rank) (1)	0.456 (181 out of 189)	2020
	Life expectancy at birth (years) (1)	61.0	2020
	Gini coefficient (percent) (1)	54.0	2020
	Population in multidimensional poverty (percent) (1)	72.5	2020
	Population living below the national poverty line (percent) (1)	46.1	2020
	Literacy rate (percent > 15 years) (1)	61.0	2020
	Under-5 chronic malnutrition (percent) (2)	43	2017
	Under-5 mortality rate (per 1,000 live births) (1)	73.0	2020
	Maternal mortality rate (per 100,000 live births) (1)	289	2020
	Population using improved drinking water sources (percent) (2)	16	2017
	Proportion of population using unimproved sanitation facilities (percent)	38	2017

Sources: (1) United Nations Development Programme. *Human Development Report 2020*; (2) *United Nations Children's Fund Database*.

WFP country strategic plan

9. WFP has operated in Mozambique since 1977, strengthening government capacity and providing food, nutrition and livelihood assistance to the most vulnerable communities. The 2017–2021 CSP placed particular emphasis on WFP's contribution to national and local capacity strengthening while continuing its lead role in humanitarian response.
10. The CSP for 2017–2021 is structured around seven strategic outcomes, 22 outputs and 12 activities that address the WFP focus areas of resilience building, crisis response and root causes. The intervention modalities include cash-based transfers; food transfers; capacity strengthening; and service delivery. Among its cross-cutting priorities are accountability to affected populations, gender, protection and the environment.
11. The CSP was implemented during a challenging period marked by natural disasters, renewed and escalating violence by unidentified non-state armed groups and the COVID-19 pandemic (figure 1).

¹¹ United Nation Children's Fund. 2020. *Mozambique responds to gender-based violence in the context of COVID-19*.

Figure 1: Mozambique country context and country strategic plan overview

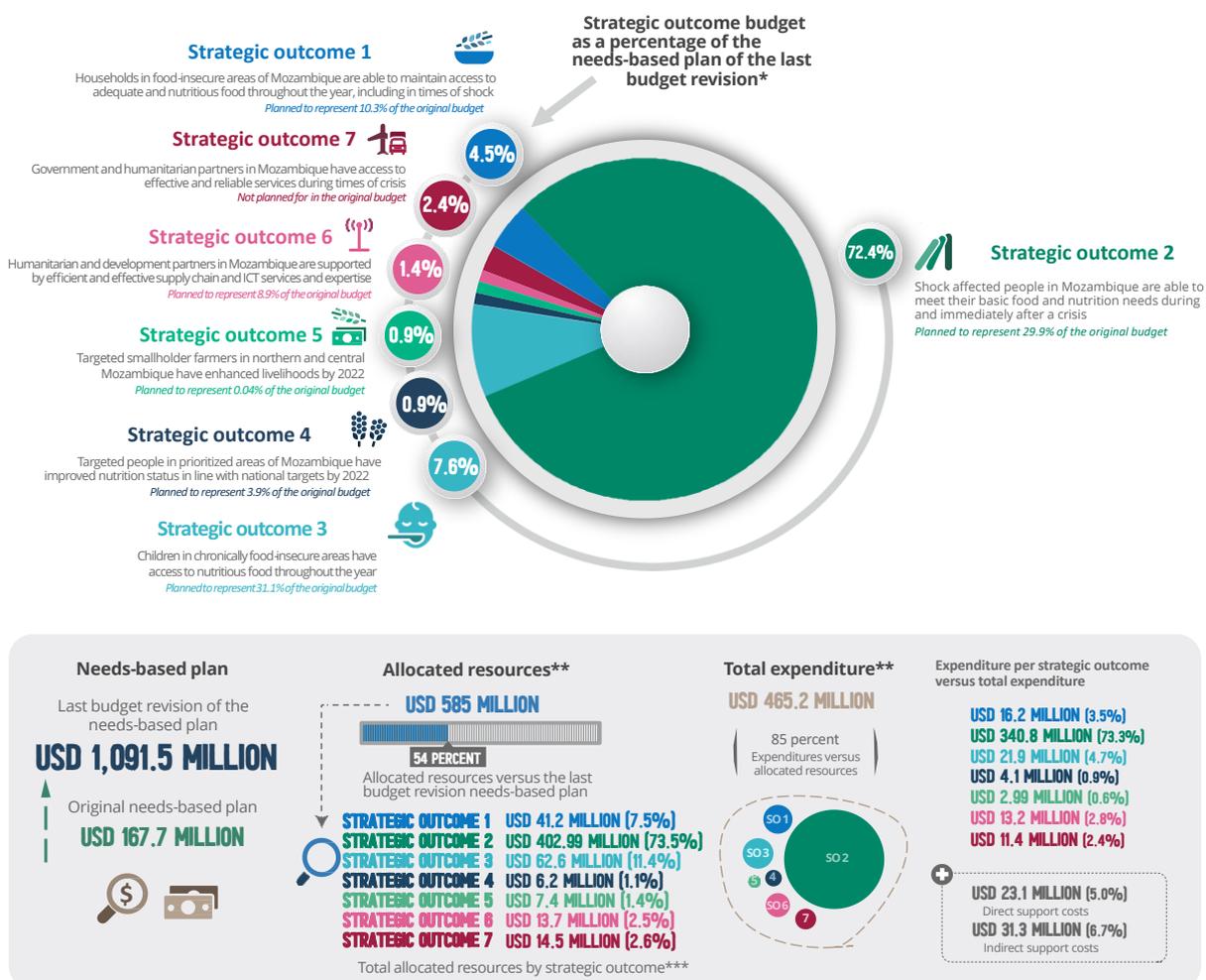
Abbreviations: EMOP = emergency operation; IDPs = internally displaced persons; PRRO = protracted relief and recovery operation; SO = special operation; UNDAF = United Nations development assistance framework.

Source: Prepared by the Office of Evaluation based on the full report on the evaluation of the Mozambique CSP for 2017–2021.

- With an original needs-based plan of USD 167.7 million, the CSP was initially intended to reach 932,000 beneficiaries. Since 2017, the CSP has been revised eight times to target 6.4 million people in need,¹² with the country portfolio budget reaching USD 1.1 billion. As of December 2021, the CSP was 54 percent funded, with strategic outcome 2 (emergency response) accounting for 73.5 percent of allocated resources (figure 2). Overall, 85 percent of allocated resources had been spent by December 2021.

¹² The eighth revision was approved in November 2021.

Figure 2: Mozambique CSP (2017–2022) strategic outcomes, budget, funding and expenditures



* The needs-based plan budget percentages by strategic outcome have been calculated at the transfer and implementation costs level, excluding direct support costs and indirect support costs.

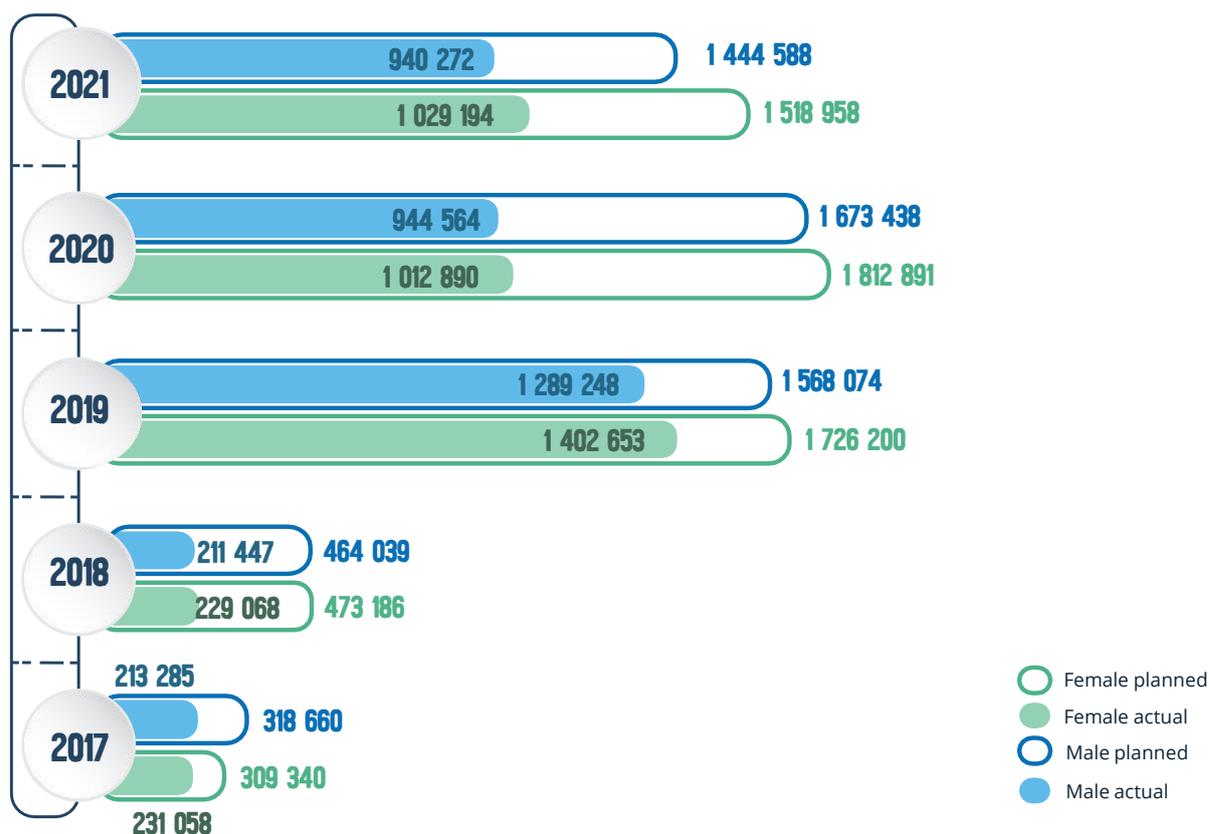
** Allocated resources and expenditures figures are cumulative, covering the period 2017–December 2021.

*** Allocated resources by strategic outcome do not add up to USD 585 million as resources were also allocated to non-strategic outcome purposes, as well as to direct support costs and indirect support costs.

Abbreviation: SO = strategic outcome.

Sources: IRM analytics first annual country report and System for Programme Approval (SPA) PLUS.

13. Beneficiary data reflect the substantial changes in the size and scope of the CSP over the implementation period. WFP reached 81.5 percent of planned beneficiaries in 2017, 51.1 percent in 2018, 69.4 percent in 2019 and 56.1 percent in 2020. As of 31 July 2021, WFP had reached 71.2 percent of planned beneficiaries for the year.

Figure 3: Actual versus planned beneficiaries (2017–2021)

Sources: Annual country reports for 2017–2020 and Mozambique country office for 2021 figures.

Evaluation findings

To what extent are WFP's strategic position, role and specific contribution based on country priorities, people's needs and rights and WFP's strengths?

Relevance and alignment

14. The CSP is well aligned with the overarching national policy frameworks and sectoral government priorities regarding nutrition, social protection and disaster risk reduction. It is also consistent with national priorities with regard to the Sustainable Development Goals (SDGs), particularly SDG 2 (zero hunger). However, a more consistent alignment with SDG 17 (partnerships) could have increased the CSP's relevance in practice. Similarly, the relevance of the original CSP design could have been enhanced by placing more emphasis on climate change.

Addressing the needs of the most vulnerable

15. The CSP design was well informed by vulnerability assessments, including a participatory zero hunger strategic review.¹³ It addressed the needs of the most vulnerable by focusing on the areas with the highest levels of food insecurity and the regions most prone to natural disasters. However, the scale of WFP's interventions is small compared to needs.
16. The CSP was also informed by an analysis of gender equality and women's empowerment, the results of which were useful in mainstreaming equality and empowerment throughout programming and implementation, allowing WFP to learn about and keep focusing on them.

¹³ Carrillho, J., and others. 2016. *Food Security and Nutrition Challenges in Mozambique, Observatório do Meio Rural*.

Strategic position and responsiveness to a dynamic context

17. WFP's response to crises, including its role in responding to the COVID-19 pandemic, has positioned the organization as a key player in humanitarian response. Similarly, it is considered an important partner in resilience building. Although climate change was not prominent in the CSP design, WFP's effort to position itself in this area during implementation can be considered a success.
18. On the other hand, the evolving national policy and strategy framework for food and nutrition security could have better informed adjustments during CSP implementation, in particular with regard to the approach to technical assistance and capacity strengthening.

Coherence with the United Nations cooperation framework

19. The country office participates in various technical working groups and multi-stakeholder forums, and during the implementation of the CSP, it was able to establish strong emergency response and humanitarian assistance partnerships with other United Nations entities. However, it has entered into few strategic partnerships to address root causes, leaving room for improved coherence within the wider United Nations system.

What are the extent and quality of WFP's contribution to country strategic plan outcomes in Mozambique?

20. Table 2 provides a cumulative overview of the achievement rates for outcome indicator targets during the CSP cycle, followed by a qualitative analysis of WFP contributions to each strategic outcome.

TABLE 2: TARGET ACHIEVEMENT RATE FOR OUTCOME INDICATORS BY STRATEGIC OUTCOME AND YEAR (2017-2021)					
Strategic outcome	2017*	2018*	2019	2020	2021
1			4 indicators	8 indicators	6 indicators
				5 indicators	7 indicators
			9 indicators	1 indicator	1 indicator
2			17 indicators	12 indicators	10 indicators
			6 indicators	9 indicators	11 indicators
			1 indicator	2 indicators	3 indicators
3			3 indicators	1 indicator	4 indicators
			1 indicator		
4			1 indicator	2 indicators	1 indicator
					1 indicator
			2 indicators	1 indicator	1 indicator
5			6 indicators	7 indicators	9 indicators
				3 indicators	
			6 indicators	1 indicator	2 indicators
6			1 indicator	1 indicator	1 indicator
7			1 indicator	Not applicable	Not applicable

Legend:

	= Achievement rate at 90 percent or above		= Achievement rate between 50 and 89 percent		= Achievement rate below 50 percent
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* The country office set no targets for 2017 or 2018. It is therefore not possible to calculate an achievement rate.

Strategic outcome 1: Households in food-insecure areas of Mozambique are able to maintain access to adequate and nutritious food throughout the year, including in times of shock

21. WFP capacity strengthening and technical assistance contributed to improving government capacity to monitor food insecurity, manage climate-related risks and respond to shocks. Concrete examples include the establishment of the country's first ever drought early warning system; the adoption of technological innovations for emergency mapping, simulations and search and rescue on the ground; and the introduction of unconditional cash transfers in the government social direct support programme, including support for vulnerable households affected by the economic fallout of the COVID-19 pandemic. However, individual and institutional capacities that were built were not fully internalized, leaving sustainability at risk, the consolidation of installed capacities and the continuity of processes remain a challenge.

Strategic outcome 2: Shock affected people in Mozambique are able to meet their basic food and nutrition needs during and immediately after a crisis

22. Through food assistance for assets, general food distribution, cash transfers, emergency school feeding and moderate acute malnutrition treatment, WFP effectively responded to the emergencies generated by cyclones Idai and Kenneth, to the displacement of nearly 670,000 people from Cabo Delgado due to attacks by non-state armed groups and to the food insecurity generated by three consecutive years of drought. In the latter case, WFP contributed to the establishment of a drought early warning system with the Ministry of Agriculture and Rural Development and the National Institute of Meteorology. The evaluation also revealed positive results in enhancing women's leadership in food management committees and in decision making on the use of transfers.
23. While cash transfers proved to be effective and WFP managed to provide unconditional cash transfers to vulnerable households affected by the COVID-19 pandemic, challenges remain in targeting, monitoring and adapting to rapidly evolving situations, including in conflict zones. Similarly, coverage of emergency school feeding was limited because take-home rations were not authorized by national institutions during COVID-19 related school closures.

Strategic outcome 3: Children in chronically food-insecure areas have access to nutritious food throughout the year

24. The CSP focused on national and local capacity strengthening for a gradual handover and scale-up of the national school feeding programme funded through a debt swap mechanism with funds managed by WFP. Approximately 60 percent of planned beneficiaries were reached, but many of the capacity strengthening activities at the central level and infrastructure support initiatives have yet to begin or be completed, with delays aggravated by the COVID-19 pandemic.
25. Partnering between WFP and the Government in this programme proved to be challenging due to differing interpretations of the management arrangements, which had an impact on operational coordination.
26. Similarly, there has been limited progress in rolling out the home-grown school feeding component of the programme. Evidence suggests that the envisioned partnerships between local farmers, farmers' organizations and schools have only partially materialized, and procurement regulations at the district level have been cited as a barrier to local purchasing.

27. As of today the national school feeding programme remains small scale compared to needs, and the government funding envisioned in the CSP, essential for handover and effective scale-up, has not yet been secured.

Strategic outcome 4: Targeted people in prioritized areas of Mozambique have improved nutrition status in line with national targets by 2022

28. The CSP focused on capacity strengthening and technical assistance for government entities implementing the national strategy for combatting stunting and micronutrient deficiencies.
29. WFP contributions included the successful delivery of nutrition-sensitive training and social and behavioural change communication campaigns together with the generation of evidence for advocacy and informed decision making. Moreover, nutrition was mainstreamed across all CSP outcomes, and the innovative gender- and nutrition-sensitive approach to stunting prevention introduced by WFP seems promising. WFP also provided food assistance to patients in COVID-19 treatment centres.
30. Despite these achievements, some funding and internal capacity gaps still limit WFP's contributions to improving nutrition. In fact, while available data show progress on minimum dietary diversity for women, progress on the proportion of children with a minimum acceptable diet is modest.

Strategic outcome 5: Targeted smallholder farmers in northern and central Mozambique have enhanced livelihoods by 2022

31. The CSP was intended to provide value chain support that would improve smallholder farmers' access to profitable markets and increase their incomes, as well as improve the knowledge, care practices and diets of vulnerable populations.
32. Available data show some progress in livelihood coping strategies and smallholder farmers' sales, but important challenges remain in terms of food consumption. The geographical dispersion of projects, coupled with a diversity of approaches and the differing dimensions of the problem being addressed by various initiatives, explain the limited effectiveness in this area.
33. Delays in the provision of inputs have occasionally affected the quality of interventions. Moreover, the envisaged collaboration with the United Nations Food and Agriculture Organization and the International Fund for Agricultural Development aimed at maximizing smallholder agriculture market support has not fully materialized. Evidence suggests that it was not actively pursued by any of the three Rome-based agencies.

Strategic outcome 6: Humanitarian and development partners in Mozambique are reliably supported by an efficient and effective supply chain and information and communications technology services and expertise

34. WFP supply chain services are appreciated by humanitarian and development partners and acknowledged as a comparative advantage of the organization. However, communication between supply chain and programme staff within the country office was found to be less than optimal, and some partners experienced challenges in using WFP services. Areas of concern include delayed deliveries, difficulties related to procurement services, warehouse management and degradation or loss of goods.
35. As long as markets are generally functioning well countrywide, the role of WFP supply chain may not be as crucial as in countries where the private sector is not operating. However, while many actors acknowledge the proficiency of the private sector during normal times, they recognize that there is a need for WFP to play a key role in emergencies.

Strategic outcome 7: Government and humanitarian partners in Mozambique have access to effective and reliable services during times of crisis

36. The support provided in the response to cyclones Idai and Kenneth through WFP management of the logistics cluster and provision of telecommunications services is highly appreciated. WFP is positioned as a key partner for emergency response in the eyes of the Government and United Nations partners.
37. WFP support also resulted in on-ground capacity strengthening, particularly of the National Institute for Disaster Risk Reduction and Management. However, available evidence also suggests that there were some challenges in harmonizing varying approaches of WFP headquarters and the country office to engaging with the Government, particularly with regard to possible trade-offs between national ownership and capacity strengthening on the one hand and the speed of response on the other. Language barriers between international United Nations staff and local non-governmental organizations have also been identified as a challenge, particularly in the response to the cyclones.

Cross-cutting aims: Humanitarian principles, protection, disability, accountability to affected populations, gender and equity considerations

38. WFP adhered to the humanitarian principles and maintained a neutral and impartial stance in responding to various emergencies. There were some challenges in the domain of protection during the first half of CSP implementation, but WFP managed to address protection concerns, including those regarding the location and timing of distributions. WFP also effectively prioritized and reinforced its prevention of sexual exploitation and abuse controls and defined specific standard procedures for ensuring the safety, dignity and integrity of beneficiaries, including the establishment of a dedicated complaint and feedback hotline. The success of this hotline during the response to cyclones Idai and Kenneth resulted in its adoption by the United Nations country team as the central mechanism for reporting sexual exploitation and abuse. Despite these achievements, the evaluation found that there was still room for improving WFP internal technical capacity in protection.
39. Disability was included as a vulnerability criterion for the identification and selection of beneficiaries of cash or food transfers, although attention to the needs of persons with disability has not yet been mainstreamed. The country office is committed to mainstreaming disability across its portfolio, but there are some internal capacity gaps that could make this challenging.
40. The CSP considered the principles of gender equality and women's empowerment through interventions that ensured the equal presence of women and men beneficiaries (figure 3) and helped increase the number of decisions on the use of assistance provided by WFP made by women.
41. Furthermore, as already noted in this report WFP was responsive and effective in relation to climate change and adaptation, even though these issues were not formally included as cross-cutting areas in the CSP design.

Sustainability

42. In view of very limited domestic resources, national institutions continue to rely on financial support by WFP. Moreover, staff turnover has proven a challenge to capacity strengthening that would require comprehensive strategic frameworks and broad programmatic agreements between WFP and the Government to address. Such frameworks and agreements were lacking during the period observed, when the country office was focused on the implementation of specific activities without a clear strategy or long-term vision for capacity strengthening.
43. In this context, the handover of school feeding to the Government is unlikely to be feasible in the near future. Similarly, despite government capacity to carry out food and nutrition security assessments and WFP contributions to on-the-ground capacity for preparedness

and emergency response, support from WFP and other United Nations organizations remains essential in these areas.

Humanitarian-development-peace nexus

44. Within the CSP, the most significant contributions to resilience building have been in Gaza and Tete, the regions most prone to natural disasters, where consistent strategies for assisting vulnerable populations (such as during lean seasons or drought crises) have been well complemented with development-oriented actions aimed at increasing resilience. Another example was found in the Sofala region in the aftermath of the cyclones, where WFP and the United Nations Children's Fund successfully implemented a cash grant for vulnerable households voucher programme to complement humanitarian in-kind assistance.
45. However, the triple nexus approach was not fully articulated in an overarching strategy and was not institutionalized within the broader United Nations system during the period observed. In fact, the United Nations development assistance framework did not acknowledge the significance of the nexus nor define collective outcomes along those lines.

To what extent has WFP used its resources efficiently in contributing to country strategic plan outputs and strategic outcomes?

Timeliness

46. WFP was able to respond in a timely manner to several emergencies during the CSP period and managed to disburse all funds before the terminal disbursement date. However, the implementation of some activities, particularly those not related to emergency response, suffered some delays. In most cases delays reflected the continual need to adapt to external circumstances, including the COVID-19 pandemic, or were related to other reasons outside WFP's control, including delays in donor and government funding.
47. In the case of school feeding, the debt swap with the Government of the Russian Federation was meant to provide stable funding for the national programme, but the transfer of funds from WFP to the Government was not as steady as it should have been. This was due to challenges with financial reporting to WFP by the Ministry of Education and Human Development, which is mandatory for the release of disbursements. Anecdotal evidence from field visits suggests that intermittent fund disbursement generated occasional stockouts in schools. On the other hand, school closures during the pandemic and the fact that the Government did not authorize the distribution of take-home rations had a significant impact on continuity in delivering school feeding.
48. Finally, the supply chain has not always functioned smoothly due to challenges in the provision of logistical services by WFP, including delays in delivering or processing stocks. Delays originating at WFP are frequently attributed to the inadequate performance of the supply chain function, and the country office seems to struggle to attract, train and retain technical capacity in this area.

Appropriateness of the coverage and targeting

49. WFP was able to reach the most vulnerable populations with its humanitarian assistance; there were, however, some challenges in the selection and registering of beneficiaries. For example, coverage of the response to Cyclone Idai was found to be broadly adequate, but it could have better considered individual and household specificities.
50. In more development-oriented interventions, there is visible geographical and thematic variation, with negative consequences in terms of economies of scale and the optimization of limited resources.
51. Similarly, targeting of schools for the national school feeding programme was based on full coverage from the outset rather than the originally agreed phased approach to a

progressive scale-up. This generated negative trade-offs between the breadth of coverage and its effectiveness and sustainability.

Cost efficiency

52. The transition from food to cash transfers resulted in a significant reduction in transfer costs, although costs were variable across regions. It was also found that supply chain efficiency had been enhanced through frequent use of the Global Commodity Management Facility. Moreover, the introduction of a new method of estimating and negotiating the costs of transport to the North corridor, based on a per kilometre rate, led to savings of between 25 and 60 percent.¹⁴
53. There were significant post-delivery losses in 2018 and 2020, but evidence suggests that measures have been taken to address their causes. These include replacing maize meal with rice where possible, as the latter has a longer shelf life; maintaining regular staff presence at third-party warehouses to ensure that proper management standards and procedures are followed; hiring a fumigation company to reduce loss from infestation and spoilage; and monitoring the movement, storage and best-before dates of stocks on a weekly basis.
54. The country office procures most of its food from national sources. Although this may sometimes be more expensive than imported food (for example, local vegetable oil can cost more than double the import parity price), this option seems justified by the long lead times and pipeline breaks that may occur with international procurement.

Alternative cost-effectiveness measures

55. Cost-effectiveness analysis and alternative measures have been considered in some areas, but not consistently. A cost-effectiveness analysis of the treatment of moderate acute malnutrition initiated in 2021 had not been finalized by the end of the year. The country office also planned to study the cost-effectiveness and viability of using mobile technology to provide market information to smallholder farmers, but no evidence was found that this had been finalized.

What factors explain WFP performance and the extent to which it has made the strategic shift expected under the country strategic plan?

Evidence-based programming

56. A zero hunger strategic review was conducted in preparation for the design of the CSP; however, it was oriented towards agriculture and food security and only marginally integrated gender and climate change considerations. Although various recommendations from past evaluations were considered in the design of the CSP, several important ones were omitted, such as to adopt an integrated territorial approach in order to enhance internal synergies; to strengthen the integrated food and nutrition security planning process at the district level; and to mainstream climate change across the portfolio. These omissions led to gaps in the CSP design.

Adequate, predictable and flexible resources

57. There was a significant shortfall of funding: WFP had secured only 54 percent of the funds called for in the needs-based plan as of December 2021. Emergency response activities were funded at 72.4 percent, but funding for other outcome areas did not go beyond 7.6 percent. Moreover, the predictability and flexibility of funding decreased during the CSP period. In fact, only 10 percent of the funding was flexible, a significant drop compared to the previous programme cycle, when 53 percent of funding was flexible. According to the latest data,¹⁵ more than 70 percent of multilateral directed contributions are earmarked at the activity

¹⁴ WFP. 2021. WFP Country Office Mozambique Annual Performance Plan 2020, End-year Review. (Not available online.).

¹⁵ From January 2022.

level. Moreover, most of the funding remains short term, which affects planning and staffing.

58. On the other hand, funding sources became increasingly diversified during the CSP period, comprising 33 donors, although four¹⁶ accounted for almost 60 percent of the total funding. Evidence suggests that country office fundraising efforts and successful implementation have helped maintain donor interest despite the challenging global funding situation. However, there are risks associated with dependence on large donors.

Partnerships

59. Through the CSP, WFP was able to establish partnerships with a variety of government bodies in agriculture, education, social protection, disaster preparedness and health. However, these partnerships were in most cases designed for specific activities and lacked a long-term strategic vision or broad programmatic agreement with the Government.
60. Engagement with civil society organizations has been marginal, with the organizations acting mostly as local service providers. Partnerships with non-governmental organizations could be explored with the aim of increasing the relevance and effectiveness of field interventions.
61. The partnerships established between WFP and other United Nations entities in response to cyclones Idai and Kenneth and the COVID-19 pandemic are good examples of effective collaboration within the United Nations system. However, partnerships for medium- to long-term development interventions have been less prominent, and the full potential for building synergies based on the comparative advantages of each organization was not harnessed.
62. Although the evaluation found a good example of partnership with the University of Reading on the drought early warning system, overall partnering with academia is undeveloped. This limits WFP's ability to generate knowledge and capitalize on its results.

WFP systems

63. WFP monitoring and reporting systems are not yet able to capture and demonstrate WFP's contributions to strengthening national capacities. The information generated is not useful for strategic decision making during implementation because the focus is on quantitative measurement without systematic qualitative analysis of how WFP activities fit into the context in which they are undertaken.
64. Human resources systems and approaches are also not conducive to attracting and retaining staff with the skills that WFP needs to perform effectively across the nexus, particularly when it comes to engaging with the Government on policy advocacy and capacity strengthening.

Country context

65. The geography of Mozambique has a major impact on WFP operational costs. Moreover, the need to respond to different crises, some of them recurrent such as climate-related disasters, creates the risk of spreading operations too thinly when addressing emergency and development needs. It also hampers the development and implementation of a long-term territorial approach that could enhance internal and external coherence and ultimately effectiveness and sustainability.
66. The turnover of government officials and technical staff in health centres may also affect continuity and reduce the effectiveness of capacity strengthening activities. By the same

¹⁶ United States of America, United Kingdom of Great Britain and Northern Ireland, Germany and Mozambique through the Russian Federation debt swap.

token, the limited availability of domestic resources is not conducive to the sustainable handover of programmes to national institutions.

Conclusions

67. The CSP was relevant to country priorities and people's needs and offered a relatively flexible programmatic framework within which WFP responded promptly and effectively to the various crises that affected Mozambique during the programme cycle, including cyclones and other climate-related shocks, the COVID-19 pandemic and the internal displacement caused by the insurgence of non-state armed groups in the north of the country. In doing so, WFP confirmed its comparative advantage in life-saving interventions during emergencies and is clearly positioned as the lead actor in humanitarian action in Mozambique.
68. Within an overall efficient and effective response to crises, there are a few areas of concern that deserve attention from the country office, particularly regarding delays in delivery, the need to enhance communication between supply chain and programming staff, difficulties concerning procurement services and warehouse management and the degradation or loss of goods.
69. Considering the funding limitations and the complexity of the operating environment, WFP made important contributions to building resilience at the local level. However, a siloed approach to implementation did not allow for more integrated territorial interventions that would have enhanced internal coherence, efficiency and effectiveness across the triple nexus. External coherence also needs to be strengthened, particularly with other United Nations organizations, to better join humanitarian and development interventions.
70. Contributions to national systems for disaster preparedness are also notable, although progress in strengthening national capacities to address root causes of food insecurity and malnutrition is still modest. The intention to shift from delivering to enabling in Mozambique was relevant and well aligned with overarching national priorities. However, the emphasis on country capacity strengthening envisaged in the CSP was somewhat overshadowed by humanitarian crises that required reprioritization of activities.
71. Progress in capacity strengthening was also hindered by insufficient, highly earmarked and short-term funding and by the absence of a clear programmatic framework jointly developed by WFP and the Government. The skillset of country office staff did not fully match the range of thematic areas and roles covered by the CSP. Coupled with staff turnover, these factors reduced effectiveness and sustainability.
72. Gender has received strong attention in implementation, as has beneficiary relationship management. Climate change considerations were not prominent in the design but were well addressed in implementation. Finally, while acknowledging the important progress made in developing and institutionalizing mechanisms for ensuring accountability to affected populations and protection, the evaluation concludes that there is still room for improving country office capacity in these areas.

Recommendations

73. The evaluation made five recommendations. The first two relate to the strategic focus of WFP work in Mozambique, the other three to operational issues.

#	Recommendation	Level/nature	Responsibility (lead office/entity)	Other contributing entities	Priority: high/medium	By when
1	Maintain the strategic direction of the new country strategic plan in humanitarian assistance alongside development interventions that have a long-term vision, focusing on areas where WFP can better position.	Strategic	Country office	Regional Bureau for Southern Africa (RBJ)	High	June 2022
	1.1 Keep the country strategic plan design (including the line of sight and theory of change) simple by focusing on thematic areas where WFP has a comparative advantage such as food and nutrition security, school feeding, social protection, climate resilience and disaster preparedness and response.					June 2022
	1.2 Mainstream climate resilience, gender equality and women's empowerment across the country strategic plan by defining outputs and activities that include them.					June 2022
	1.3 Define a long-term vision and strategy for strengthening national capacity in the individual, institutional and policy domains that will function as a road map for the country office throughout country strategic plan implementation, considering the strategic nuances required in supporting the Government at the central and decentralized levels.					June 2022
2	Position WFP as capable of driving progress towards and strengthening the humanitarian-development-peace nexus in Mozambique.	Strategic	Country office	RBJ and headquarters	High	December 2023
	2.1 Generate evidenced-based knowledge on how to operationalize the humanitarian-development-peace nexus approach and push for multi-year agreements with donors and United Nations partners addressing humanitarian, development and peace needs.					June 2023
	2.2 Continue local procurement, ensuring that WFP's supply chain contributes to development through a bottom-up approach.					December 2022

#	Recommendation	Level/nature	Responsibility (lead office/entity)	Other contributing entities	Priority: high/medium	By when
	2.3 Advocate greater emphasis on the humanitarian-development-peace nexus in the design and implementation of the new United Nations sustainable development cooperation framework and promote thematic meetings and other events to raise awareness of the various stakeholders working in the humanitarian and development areas, including the World Bank.					December 2023
3	Continue to strengthen and diversify strategic partnerships with a range of national and international actors to enhance the efficiency and effectiveness of the new country strategic plan.	Operational	Country office	Relevant ministries, provincial governments, United Nations entities, academia and civil society	High	December 2022
	3.1 Seek long-term agreements and in place of project-based agreements sign strategic memoranda of understanding with the national government that are coordinated and overseen at the managerial level.					December 2022
	3.2 Seek greater engagement with local authorities through bilateral activity-oriented local agreements and define integrated service packages with a territorial approach at the community level in order to minimize thematic and geographic dispersion.					December 2022
	3.3 Capitalize on recent conversations among the Rome-based agencies and reach an agreement on collaboration within the framework of the new country strategic plan.					December 2022
	3.4 Engage with academia and leverage national and local partnerships to support learning and inform evidence-based advocacy					December 2022

#	Recommendation	Level/nature	Responsibility (lead office/entity)	Other contributing entities	Priority: high/medium	By when
4	Enhance organizational readiness to play a more catalytic role in the implementation of the country strategic plan.	Operational	Country office	RBJ, Human Resources Division and Country Capacity Strengthening Unit	High	June 2023
	4.1 Ensure that country office staff have the right skills including adequate technical expertise in climate change, protection, gender, knowledge management, institutional capacity strengthening and policy advocacy.					December 2022
	4.2 Ensure better integration of the country strategic plan by structuring technical teams around thematic areas rather than country strategic plan activities; improving communication between programme and supply chain management personnel; and ensuring that the Head of Programme plays an enhanced coordinating role.					June 2022
	4.3. Further strengthen the monitoring framework by including indicators that enable WFP to track progress in individual, institutional and policy environment capacity strengthening and take the political and institutional context into account when analysing monitoring data to inform strategic decision making.					June 2022
	4.4 Continue to work with institutional partners to establish a transparent beneficiary targeting system and invest in connecting beneficiary databases to one another whenever possible.					December 2022
	4.5 Conduct an independent evaluation of the current agreement for the Russian Federation debt swap, jointly commissioned by WFP and the Government of Mozambique, in order to assess its design, performance and effectiveness and identify any major bottlenecks.					June 2023

#	Recommendation	Level/nature	Responsibility (lead office/entity)	Other contributing entities	Priority: high/medium	By when
5	Define a fundraising and advocacy strategy centred on donors and international financial institutions	Operational	Country office	RBJ and headquarters	High	June 2022
	5.1 Define a strategy for drawing donors' attention to the new country strategic plan, organize round table discussions of common priorities and present evidence-based results in appealing formats (brochures, leaflets) to better showcase WFP capacities.					June 2022
	5.2 Enhance the high-level channel of dialogue between WFP and the World Bank at the country level and promote tripartite meetings between the World Bank, the Government of Mozambique and WFP to identify opportunities in the thematic areas of the new country strategic plan.					June 2022