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# Report on the field visit of the WFP Executive Board to Mozambique

## Acknowledgements

The Executive Board Member States whose representatives participated in the field visit to Mozambique would like to express their appreciation to the WFP secretariat and WFP's Mozambique country team for their efficient planning and coordination of the visit. The visit provided a valuable opportunity to better understand WFP's emergency, transition and resilience building work in the country.

Members would also like to thank the Government of Mozambique for hosting the visit, as well as other United Nations agencies, local partners and institutions working with WFP. The group would like to express its gratitude to the WFP Mozambique staff for their hard work and dedication in the face of an unpredictable and rapidly evolving situation.

## Introduction

1. From 23 to 28 October 2022 seven representatives of Executive Board Member States visited Mozambique in order to observe first-hand the implementation of the country strategic plan (CSP) for Mozambique approved by the Executive Board at its 2022 annual session.
2. The visit enabled the Board member representatives to explore how WFP projects and programmes benefit populations and communities affected by the concurrent crises facing Mozambique as well as WFP's work to enhance resilience with regard to food insecurity. The Board member representatives were also able to discuss opportunities and challenges with Mozambican government officials at various levels, United Nations country team members, local implementing partners and WFP staff.

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## **Background**

3. The operational environment in Mozambique is complex and sees WFP delivering programmes across a wide geographic area in response to multiple and intersecting crises, as well as initiatives designed to foster resilience with regard to structural food insecurity.
4. The Board member representatives spent the bulk of the visit in the northern and central parts of the country, where there are two types of WFP operations: an emergency response in Cabo Delgado province, which seeks to meet the needs of 1 million people internally displaced by natural disasters and an active armed insurgency; and resilience building activities in Tete province, which involve social protection, school feeding and other programmes based on climate-smart small-scale agriculture.
5. At the outset of the visit the Board member representatives met in Maputo with senior government officials from the Ministry of Foreign Affairs and Cooperation and the National Institute for Disaster Risk Management and Reduction, as well as members of the United Nations country team and the International Monetary Fund. In Cabo Delgado province they met with government officials in Pemba and Mueda, witnessed food and cash voucher distribution at two camps for internally displaced persons (IDPs) and engaged with representatives from the United Nations Children's Fund, the Office for the Coordination of Humanitarian Affairs, the United Nations Development Programme and the International Organization for Migration, whose presence had been scaled up significantly in the preceding 12 months in response to a rapidly evolving situation. In Tete province, the Board member representatives again had the opportunity to engage with local government officials while also assessing a school feeding programme and related social protection efforts, including work related to adolescent reproductive health, a water security initiative and climate-smart agriculture support for local small-scale farmers designed to enhance their livelihoods and food security.

## **Observations and recommendations**

### **Country strategic plan and Board policy implementation**

6. The participating Board representatives were impressed by the dedication of WFP staff and their commitment to achieving the objectives outlined in the CSP. The country team appeared to be consciously seeking to integrate policy guidance on issues related to climate action, gender equality and localization, which have been prominent topics in recent Board discussions.
7. While WFP's Mozambique leadership team was seeking to advance gender equality considerations in their work, it is important that headquarters ensure sufficient human resource capacity to make all aspects of programmes gender-smart, including elements such as procurement and supply chains.

### **Operations in northern and central Mozambique**

8. Despite security risks in Cabo Delgado, WFP staff appeared keen to pursue innovation and extend into remote areas as much as possible in order to reach IDPs. It was noted that WFP is seeking to be agile and responsive, reaching IDPs where they are and recognizing that many IDPs are moving back and forth from home areas to other localities as they adjust to the changing security situation. WFP also attempts to integrate resilience building into its humanitarian response where possible.
9. Other United Nations agencies appeared to have insufficient presence in the IDP camps in Cabo Delgado, despite the significant need. This appeared to be due to funding and organizational constraints, as well as a dynamic and complex operational environment, including with respect to security.

10. WFP is hard pressed to meet the life-saving needs of IDPs in Cabo Delgado due to a lack of financial resources and the rising cost of supplies, which have led the organization to halve rations for IDPs. The WFP team correlates a 60 percent rise in the number of IDPs in Integrated Food Security Phase Classification 4 in 2022 to the diminished rations and has been focusing on nutrition interventions as a mitigation measure. WFP has indicated that it needs USD 60 million to continue to deliver life-saving food and nutrition assistance to 1 million people in the north from January to March 2023.
11. On the key issue of protection, WFP appeared to be attentive to the needs of vulnerable populations, especially women and children, during food distributions in IDP camps. It is hoped that the results of a comprehensive vulnerability-based targeting survey will soon be approved by the national government as they are needed for prioritization and 2023 programme planning. On preventing sexual exploitation and abuse, WFP's work in managing the United Nations hotline is greatly appreciated by its partners.
12. WFP is clearly a very strong United Nations system actor in the north and is present in areas where few other international agencies appear to be operational. This gives rise to requests from national government, subnational authorities (including regional and municipal authorities), and beneficiaries with regard to various broader development needs that are best directed to other organizations. WFP resilience building work in Tete district through social protection programmes such as school feeding and support for smallholder farmers appears to be achieving high impact and is clearly needed. However, it does raise questions about the long-term sustainability of interventions and the extent to which WFP efforts are anchored in the work of other agencies and the Government's own development investments in agriculture and infrastructure. For example, the World Bank would be an appropriate partner in the development of large-scale irrigation, roads and machinery (as would the Food and Agriculture Organization of the United Nations (FAO) and the International Fund for Agricultural Development (IFAD)), and greater coordination would enable the sustainability of resilience building initiatives and support economic diversification, a key objective of the June 2022 Government of Mozambique reconstruction plan. The Ministry of Economy and Finance would also need to consider how such activities might be integrated into its budget cycle. In general, there is a positive focus by WFP on stimulating the local economy through cash transfer programmes and local procurement for school feeding programmes. There is also a positive emphasis on building the capacity of local non-governmental organizations so that over time they will be able to work with or independently of United Nations system partners.

### **Recommendations**

13. Given the need to prioritize and target beneficiary needs for 2023 effectively and efficiently, it would be desirable for the Government of Mozambique and WFP to come to a rapid agreement on the results of the vulnerability-based targeting assessment that has been undertaken. More broadly, regular dialogue between WFP country teams and government partners on proposed indicators and alignment with national initiatives would be mutually beneficial.
14. In Tete, WFP resilience building interventions centred around climate-smart small-scale subsistence agriculture, providing a significant number of measurable results for vulnerable populations. The work was consistent with WFP's strengthened resilience building efforts in many countries, a need that was identified by WFP regional directors during the November 2022 Executive Board session. At the same time, and as was also noted at the 2022 November Board meeting, WFP interventions of the kind pursued in Tete require close and seamless cooperation with other United Nations organizations and relevant development actors, in particular the other Rome-based agencies. The visit would have benefited from systematic engagement with FAO and IFAD in the country. Related to the

above, there will be value in WFP management providing Board members with a policy brief outlining what building resilience means for the organization in order to clarify the potential roles of WFP (for example, its service package) compared to other agencies, recognizing that any implementation would be context- and country-specific. This would help the Board to have a better shared understanding of investments in resilience

15. It will be important to see other United Nations agencies continue to enhance their capacities in northern Mozambique, notably to diminish the pressure on WFP to engage in activities where it does not have a value proposition or medium-term capacity.
16. The World Bank should be encouraged to enhance its transparency and engagement with United Nations partners such as WFP, given its planned investments in agriculture and basic infrastructure such as water and roads in locations where WFP is present and engaged with local communities.
17. While WFP's Mozambique leadership team is working to address gender equality considerations, it is important that headquarters ensure sufficient human resource capacity to make all aspects of programmes gender-smart, including elements such as procurement and supply chains.

#### **Visit planning and logistics**

18. The visit was very well organized and executed, allowing Board member representatives to gain a clear sense of WFP operations on the ground and deeper insights into the challenges and opportunities faced by WFP, its partners and beneficiaries.

#### **Recommendations**

19. It would be advantageous for WFP to organize, at the outset of any Board visit to a country where FAO and IFAD are operating, a standalone joint meeting with those organizations in order to provide Board member representatives with a sense of how the three organizations are cooperating.
20. Future Board field visits should be preceded by discussion of how best to be respectful of beneficiary dignity and the potential risks of some activities (for example, the public delivery of sanitary products).