PART A – Food and Nutrition Security Strategy

1. INTRODUCTION

The Food and Nutrition Security Strategy (FNSS II) evolved from the FNSS I, approved by the Government of Mozambique in 1998, by means of Internal Resolution 16/98. The FNSS I was elaborated in the wake of the World Food Summit held in Rome in 1996, when the countries present committed themselves to reducing hunger by half by 2015. This objective coincides with Objective number one of the Millennium Development Goals (MDG), approved at the Millennium Summit in 2000.

1.1. Evaluation of the Implementation of the FNSS I

The FNSS I was conceived in a political, social and economic context, which for approximately a decade determined the outlines and the direction of the strategy. Changes in this context justified a revision. The multi-sectoral and independent evaluation asked for by the Technical Secretariat for Food Security and Nutrition (SETSAN) basically aimed at finding answers to the following questions:

What do the official statistics tell us about the Food and Nutrition Security (FNS) in the country?

Are the FNS components really incorporated in the country’s policies and development programmes?

Are sufficiently qualified entities executing FNS actions in the country, and are they sufficiently spread geographically?

Do policies and programmes aim at achieving the Millennium Development Goals (MDG) in the country?
Is it important to institutionalize the guarantee of the Human Right to Adequate Food (HRAF) in Mozambique?
Are the FNSS I as a benchmark and its institutional structure, the SETSAN, sufficient and adequate to respond to the challenges the country is actually facing?

The evaluation pointed to the following gains of the FNSS I:
- Creation of an FNS philosophy at national level;
- Institutionalization of the SETSAN at central and provincial level;
- Multi-sectoral treatment of FNS, taking into account the pillars: availability; access; and the use and utilization of food;
- Decentralization of the FNS agenda;
- More visible and cross-cutting incorporation of FNS in the PARPA II;
- Incorporation of FNS in other sectoral policies and strategies;
- Creation of a critical mass with respect to FNS;
- Balance of the current or chronic Food and Nutrition Insecurity (FNiS) situation in the country; and
- Recognition of the SETSAN at national, regional and international level.

Although the evaluation acknowledges that the philosophical essence of the FNSS I remains valid, it identifies some limitations, among which the following stand out:

- It does not include an analysis of the links between HIV/AIDS and FNS;
- It does not include clear monitoring and evaluation indicators and does not establish adequate short and medium term mechanisms;
- It highlights the FNiS problems in rural areas in particular, at the expense of urban FNiS;
- It emphasizes the approach of FNS as an emergency phenomenon and the result of natural disasters, and pays little attention to the structural vulnerability that is directly associated with the multiple causes of absolute poverty;
- It does not consistently define its beneficiaries;
- It does not present an operational plan for multi-sectoral coordination and for the implementation of sector programmes;
- It does not provide for an implementation budget showing which resource limitations affect the SETSAN’s functioning;
- It does not propagate a mechanism that allows for the strengthening of community involvement and integration with the principles of the district as basic unit for planning (link FNSS/PEDD);
- It does not acknowledge the heterogeneity of FNS in the country; and
- Finally, it does not incorporate the HRAF approach.

These reasons, together with the increase in chronic undernourishment* and with the need to align the FNS to the new national, regional and international context, justify its revision.

1.2. Justification of the FNSS II and the Definition of FNS

The Government Programme defines the central objective of the economic and social development as satisfying the need for food and creating employment, in order to fight hunger and absolute poverty in the country.

The FNSS II differs from its predecessor by adopting the HRAF, announced in the Universal Declaration of Human Rights and in the International Covenant on Economic, Social and Cultural Rights. The HRAF includes the following dimensions: respect, promote, protect and provide for FNS.

- **Respect** – means that the State should not, by means of laws, public policies or actions, block or hamper the realization of human rights and, were it to do so, it should create mechanisms to restore these rights.
- **Protect** – refers to the prevention that the State must guarantee to the inhabitants of its territory against actions of third parties, among whom are companies, organizations or individuals who violate human rights.
- **Promote** – means that the State should engage proactively in activities aimed at strengthening people’s access to resources, means and their utilization, with a view to guaranteeing their human rights.
- **Provide for** – refers to the obligation of the State to guarantee food, adequate housing, education

* Throughout this text I had translated desnutrição as “malnutrition”, in line with earlier translations I’ve done for SETSAN. However, Annex 1 (p. 39) contains the entry malnutrição, and from the explanation given I understand that malnutrição is a condition that may be the result of both desnutrição as well as of hypernutrição, i.e. an excessive intake of food. I therefore propose to translate malnutrição as “malnutrition” and desnutrição (one of the conditions that may result in malnutrição) as “undernourishment” [note translator].
and health to individuals or households that, in emergency situations that are structural or economic in nature, fail to satisfy these needs.

In the FNSS II, FNS is defined as the right of all people, at all times, to have physical, economic and sustainable access to food that is adequate in terms of quantity, quality and acceptance within the cultural context, in order to satisfy their needs and food preferences, for a healthy and active life.

The FNSS II acknowledges the following pillars of FNS: sufficient Production and Availability of food for consumption; physical and economic Access to food; the adequate Use and Utilization of food; Suitability, so that food is socially, environmentally and culturally acceptable, including the absorption of nutrients by the body; and the Stability of food consumption at all times.

Production and Availability

The FNSS II recognizes the need to increase local production of adequate food to cover nutritional needs in terms of quantity (energy) and quality (which ensures all essential nutrients).

However, the availability of food is not only ensured by production for the sustenance of the population, but also by means of net imports (including food aid), by reducing losses and uses other than feeding people.

Access

This is related to the capacity of families and individuals to have sufficient resources at their disposal for the acquisition of food that meets their needs, and to the existence of infrastructures and mechanisms that ensure this acquisition. This implies a fair distribution of national income, an effective market system, communication systems, formal and informal social security systems and food aid for the most needy populations. Therefore, access is related to the creation of a favourable environment so that families and individuals have and use sufficient resources for adequate nourishment.

Use and Utilization

The use and utilization of food consists of two aspects:
The use of food, which refers to the socio-economic aspects of FNS, to food habits and knowledge that the population has about nutrition; and,

The utilization is related to the biological aspects, in other words, the capacity of the human body to absorb adequate food and convert it into energy. This is directly related to the health of the population.

The adequate use and utilization of food is looked at individual and family level. At family level, it is related to the process of transforming available food in an adequate diet (including the choice of food, the processing, the preparation and distribution within the family).

At individual level, one looks at the ingestion and absorption of food and the biological action of the nutrients in the body. Utilization at individual level may be affected by diseases that hamper the absorption of nutrients or that increase the need for it. Factors to be considered at family level are related to the way women spend their time, knowledge, food habits, child nutrition and breast feeding, the utilization of preventive and curative health services, hygiene habits, taboos and beliefs.

At the level of the community, there is a series of factors that affect the adequate utilization at family and individual level, such as the quality of the environment (biological pathogens, chemical pollutants in air, food and water) and the availability, cost and quality of sources of drinking water, electrical energy services, basic sanitation and primary health care.

Suitability

Suitability means that food should have sufficient nutritional quality to satisfy the dietary needs of individuals; it should be safe for human consumption and free of adverse or contaminating substances, and it should be culturally acceptable for the people it is destined for. Furthermore, food should preferably not compromise the satisfaction of other essential needs; it should be of national origin and socially, economically and environmentally sustainable.

Stability

Food should always be adequate, available, accessible and useful. Stability should be guaranteed at individual, family and social level. Although stability as such is not a dimension of FNS, it is considered as a pillar in this strategy to underline the need for constancy in the other FNS dimensions.

1.2.1. Integrated FNS approach

The integrated FNS approach allows to visualize the importance of the interconnections between the
different components of the food chain, as well as the implementation of the FNSS pillars.

The FNS approach includes the following components:
- The socio-economic and political environment of the country;
- The production, availability and access to food;
- Health conditions, water and sanitation systems;
- Policies to promote and protect health; and
- Food consumption and the utilization of nourishment by the body.

1.3. The wider context of the FNSS II

The FNSS II is part of national politics; of international politics and of International Law. Standing out among the national politics are Agenda 2025, the Government’s Five-Year Plan (PQG), the Action Plan for the Reduction of Absolute Poverty (PARPA II), the National Strategic Plan for the Fight against HIV/ AIDS, and the sectoral and multi-sectoral policies and strategies. The most relevant international policies are: the Declaration on Agriculture and Food Security in Africa; the 2006 Declaration of the Abuja Food Security Summit; the World Food Summit Declaration (WFS); and the MDGs.

Special attention will be given to the integration of the FNSS II in the decentralization policies that consider the district as the basis for planning. Thus, the FNSS II will enhance its roots in the geographical units below the districts, as a way to ensure more involvement of the communities in diagnosing and solving FNS problems in a decentralized way, reflecting the local reality.

1.3.1 The FNSS II and National Policies

*Agenda 2025* integrates the vision and the strategic options of the country for the future, and was approved by the Assembly of the Republic in 2003. The main function of the vision is to provide a series of scenarios with outlines of medium and long term action for leaders and decision-makers of the public and private sectors and of civil society. In agenda 2025 food security appears as a key issue of the national Vision.

The *PARPA II* (2006-2009) considered FNS as a cross-cutting issue, in other words, it is integrated in the various policies and strategies of the Government sectors. In general, these sector policies are complementary and share the preoccupation of fighting absolute poverty and, consequently, FNiS. The PARPA II has specific FNS indicators and includes the HRAF as an approach to be adopted in this country.

The Government’s Five-Year Plan (2005-2009) – just like the PARPA II, is a medium term programme that directs Government action and defines the general State budget, and which realizes Government activities in the period indicated.

The *National Strategic Plan for the Fight against HIV/ AIDS – 2005-2009 (PEN II)*, aims to establish a multi-sectoral approach of strategic actions in order to face the HIV/AIDS pandemic. The PEN II consists of seven areas of strategic guidance, namely: prevention; advocacy; stigma and discrimination; care and treatment; mitigation of consequences; research; and coordination of responses. PEN II makes an effort to guarantee safe mechanisms for food, disease prevention and response. However, FNS is only explicitly included in the areas of mitigation, and care and treatment.

The PEN II is one of the national priorities in the Fight against Absolute Poverty, and it also contributes to FNS and the reduction of the vulnerability to the triple threat posed by the combination of HIV/AIDS, FNiS/Absolute Poverty and the limited capacity to implement policies.

The most relevant sectoral policies for FNS are: the Agricultural Policy and Implementation Strategy (PAEI), the Agriculture Programme (PROAGRI), the Education Strategy, the Health Policy, the National Gender Policy and Strategy, the Nutritional Development Strategy, the Industrial Policy and Strategy, the Trade Policy and Strategy, the Road Policy and Strategy, the Agricultural Marketing Strategy (ECA), the Rural Development Strategy and the Master Plan for the Fight against Natural Disasters, the Fishery Policy and the Strategic Plan for Artisan Fishery (PESPA), the Strategy for Prawn Fishery, the Development Strategy for Mozambican Aquaculture. In general, the Government policies and programmes approach FNS by implementing strategies for economic and social development and for the fight against absolute poverty, based on the following areas, directly or indirectly related to FNS:

- Development of human capital;
- Restoration of agricultural and fish-breeding production;
- Rehabilitation of key infrastructures;
- Creation of an environment conducive to the development of civil society; and
• Decentralization.

The fundamental objective of the Agrarian Policy is to guarantee the self-sustenance of the population, strongly contributing to the improvement of FNS, with a view to a continuous production and to access to food. Conceived within the framework of the PAEI implementation is PROAGRI, currently in its second phase, with an approach that is more inclusive and more centred on FNS.

The Industrial and Trade Policies and Strategies aim at the adequate development of industrial production and of general and agricultural marketing; the establishment of a legislative and administrative environment conducive to industrial production and marketing; the establishment of adequate market infrastructures; the provision of information on trade; the intensifying of production, the promotion of national agricultural marketing and of external trade.

The fundamental objectives of the Education, Health and Nutrition Policies are the development of human capital by means of a better assimilation of knowledge as well as through the changing of attitudes and food habits within households and society at large. Standing out at Health and Nutrition level are the reduction of the prevalence of undernourishment related to both macro and micronutrients; the prevalence of anaemia; the development of research capacity in nutrition and the strengthening of the capacity to advocate nutrition; programmes to fight endemic diseases; and the improvement of access to drinking water.

The Road Policy and Strategy (PEE) which prioritizes the use of local resources and of modern and efficient planning and control systems, aims at continuing and expanding road rehabilitation, ensuring their effective maintenance in order to guarantee a better linkage between the production and consumption centres of national and imported products. In this way the PEE contributes to the realization of the FNS agenda.

The Fishery Policy and Strategy basically aims at stimulating an increase in production and the improvement of the quality of fish products for consumption by the Mozambican population and exports, the promotion of employment for the population, the improvement of the living conditions of communities engaged in fishing, the sustainable exploration of fish resources and the upgrading of national fish products by means of processing, thereby giving them added value and thus contributing to FNS.

Decentralization is based on the principle that the District is the basis for the planning of economic and social development of the country, and it is an instrument that contributes to the improvement of the FNS, both in urban and rural areas, through building the capacity of communities to solve their own problems and to take their own decisions, including those related to FNS and HRAF.

Therefore, the FNSS II will look for its own niche of opportunities in this district planning process, ensuring that FNS issues are duly and systematically treated at all levels. However, special attention will be given to sub-district levels (examples: administrative post, localities and hamlets), with a view to bringing FNS issues to the notice of the population and strengthening the communities in solving their own problems in a participatory manner.

The FNSS II is a strategy that directs the multi-sectoral and sectoral policies, strategies and plans, with which it wants to establish synergies and complementarity in the country.

1.3.2. The FNS and International Policies

The Declaration on Agriculture and Food Security in Africa 2003 decided to: (i) revitalize African agriculture; (ii) implement the Integrated African Agriculture Development Programme (CAADP); (iii) ensure the establishment of regional food reserve systems; (iv) intensify the cooperation with the development partners in order to realize the African Union’s vision of a viable and prosperous agricultural sector, as such understood in the context of the NEPAD and the MDGs.

The 2006 Declaration of the Abuja Food Security Summit made the following commitments: (i) Expand the markets, based on Africa’s own needs and promote inter-African trade in basic foodstuffs; (ii) mobilize resources for the implementation of priority actions within the FNS context, with emphasis on the selected strategic products; and (iii) ensure the systematic integration of nutritional aspects in agricultural and FNS interventions.

The 1996 World Food Summit Declaration (WFS) established seven commitments, in relation to which Mozambique has made progress. However, the country has to maintain its stability, improve the current levels of economic growth and concentrate its development policies on agriculture, trade, education and basic health and sanitation services for the populations that are poorest, lack food and have a low income. These are the premises for slowly improving FNS levels in the country, until 2015. The creation of a favourable environment for the formulation and implementation of
politics that are conducive to FNS is the main result in Mozambique of the WFS implementation. In this context, the FNSS I was approved by the Council of Ministers in 1988.

The Special Food Security Programme, a Global FAO Initiative since 1994, was implemented with the objective to help developing countries to reduce hunger and undernourishment at the level of the poorest households in the rural areas. This plan is in the second phase of its implementation, based on the National Food Security Programme (PAN II), since 2003. In the last few years, the PAN has evolved progressively in terms of its philosophy and territorial coverage. The PAN developed from a framework of interventions based on the introduction of new varieties of improved food, aimed at increasing production, into an intervention more centred on the development of human capital. This evolution reflects, in a more holistic way, the various dimensions of FNS.

The 2000 MDGs reflect the commitments made at United Nations level, after various international conferences and world summits held in the nineteen nineties, with the objective to eradicate poverty in developing countries. There events culminated in the Millennium Declaration that was adopted by all 189 member states of the United Nations. In general, the goals set out by the MDGs should be achieved in 25 years, that is, from 1990 to 2015, with the government’s objective being the eradication of poverty, in line with the objectives established by the MDGs.

The MDG most closely related to FNS is the first one, which runs “Eradicate extreme poverty and hunger, and whose objectives are: (i) Reduce by half the proportion of people living in absolute poverty by 2015; and (ii) reduce by half the proportion of people suffering from hunger by 2015”. The poverty rate decreased from 69% in 1996/97 to 54% in 2002/03 (IAF, 2002/03).

This evolution allows to forecast the achievement of the first objective, especially if the economy continues to grow at an average annual rate of 8%, as has been the case in the last 10 years, and if there is an income distribution that is more favourable to the most vulnerable groups. However, the prevalence of chronic undernourishment has increased and some areas of the country show a tendency of increasing obesity

1.3.3. FNS and International Law

FNS is established in International Law. The most important conventions referring to FNS are: the International convention on Economic, Social and Cultural Rights from 1966, the Convention on the elimination of all forms of discrimination against Women of 1979, the African Charter on Human and Peoples' Rights of 1989, the Cartagena Protocol on Biosafety of 2000.

Although having ratified a large number of international conventions, Mozambique still has to ratify the ICESCR (International Covenant on Economic, Social and Cultural Rights), which proclaims the HRAF.

1.4. Costs of Food and Nutrition Insecurity

The costs of FNiS seriously affect society at family and community level. At household level, FNiS disproportionately raises the costs of health care, decreases the labour productivity, decreases the levels of Human Capital development, decreases the levels of school attendance, and occurs in particular among the most vulnerable groups, especially among women and children. At national level, FNiS increases social, political and economic costs and increases the risks to investments, in addition to constituting a violation of the right to nourishment.

The main challenge facing households has to do with nourishment (48%), being 33% in urban and 64% in the rural areas. The second major expense is housing, followed by fuel (22.4%) and transport (7.2%). Education and health come last, because these areas are subsidized by the Government (SETSAN 2006 and IAF 2002/03).

Chronic undernourishment reduces productive capacity at about 2-3% of GDP (Shrimpton, 2002), something which for Mozambique equals 3.147 - 4.720 million Meticais per year, based on the 2005 GDP.

Iodine deficiency in the intra-uterine duct, chronic undernourishment during the first years of life and anaemia in adult women affects labour productivity to the extent of some 132,6 million dollars per year (MISAU – Nutrition Department, 2004), that is, some 3.500 million Meticais. In addition to these costs, one should add the human costs, an estimate of which is offered by the following table:

<table>
<thead>
<tr>
<th>Cause</th>
<th>Number of deaths</th>
</tr>
</thead>
<tbody>
<tr>
<td>Anaemia</td>
<td>8.500 Women</td>
</tr>
<tr>
<td>Vitamin A deficiency</td>
<td>163,000 Children</td>
</tr>
<tr>
<td>Undernourishment of proteins and energy</td>
<td>208,000 Children</td>
</tr>
</tbody>
</table>


Apart from the deaths, there are some 1,3 million newborn children with various levels of mental retardation due to iodine deficiency (MISAU – Nutrition Department, 2004).
2.0. DIAGNOSIS OF THE CURRENT FNS SITUATION AND TRENDS

Since 1998, the country saw a significant progress in the field of food restructuring. Production and availability of basic food, especially maize, cassava and beans, increased considerably, which allowed for a reduction of food aid. The country is virtually self-sufficient in terms of basic food products, with the exception of wheat and rice, whose deficit is each year overcome by imports.

This production increase, however, is regionally imbalanced, with the south historically having a deficit and the north and centre being most productive and thus having surpluses. The surpluses found in these regions usually are exported\(^1\), informally, to neighbouring countries. For instance, in 2006/7 Mozambique accounted for 78\% of informally exported maize in the Southern African Development Community – SADC (FEWSNET, PMA, 2007).

The functioning of the markets, the seasonality of stocks and prices and the participation of stakeholders played a critical role in determining FNS. In terms of seasonal variation of food prices, peaks are normally registered because of lack of storage capacity, exchange rate variations and variations in fuel prices.

In Mozambique, the markets are strongly influenced by the lack and/or the poor state of conversation and of the functioning of physical infrastructures, and by the costs of transport.

Since 1998, the nutrition situation has not known significant improvements, which shows that the population’s access to adequate food at all times is not guaranteed as yet, with the possibility of cyclical pockets of temporary FNiS, essentially due to the occurrence of climatic and economic setbacks, especially in the rural areas.

In the urban areas, the FNS is strongly influenced by the economic access to food and not only by its physical availability. In the towns, the definition of Groups that are vulnerable to FNiS fundamentally depends on a variety of factors, such as employment opportunities, basic health and education services, social protection services, the rural exodus and the functioning of the markets.

2.1. Setbacks and Survival Mechanisms

The most frequent setbacks contributing to the increase of vulnerability to FNiS are related to the weather (cyclones, floods and droughts), pests and diseases in agriculture and animals, serious diseases in humans, the death of an economically active family members and/or of the head of the household, as well as economic setbacks (prices and buying power).

Families have different mechanisms to react to setbacks, because vulnerability to setbacks varies in accordance with the situation of the people affected and with the dynamics within and among households in a community. The most common mechanisms to respond to setbacks are: (i) the reduction of food consumption in terms of quantity and quality; and (ii) the diversification of income sources (cutting and selling firewood, selling of animals, informal labour (ganho-ganho), etc.). In case of severe setbacks, survival mechanisms may include the use of strategies that are environmentally or socio-culturally detrimental.

2.2. Link between Poverty and FNS

There is a bipolar linkage between poverty and FNS because poverty may be the cause and the consequence of FNiS.

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\(^1\) With the exception of some products, such as beans which, in addition to being exported to neighbouring countries, are also transported and sold in the southern part of the country.
According to the PARPA II, poverty is defined as the impossibility, through incapacity or lack of opportunity for individuals, families and communities, to have access to minimal conditions, in accordance with the basic norms of society.

Poverty includes the incapacity to access economic resources, lack of food, lack of adequate housing, health care, hygiene and education. With FNiS being one of the privations, it should be considered one of the most important dimensions of poverty. On average, 450,000 people per year in the country suffer from acute FNiS, requiring immediate food aid, while the number of children suffering from chronic FNiS is 1,300,000 (SETSAN, 2005).

The reduction of poverty in the country has not been accompanied by a relief with respect to FNiS, rather the contrary, the chronic undernourishment rate (low height for age, aggravated from 36% in 1997 to 41% in 2003 (IAF, 2002/03).

More than half of the Mozambican population (54.1%) lives below the absolute poverty line. But poverty is not equally distributed in the country. In general, it increases from the south to the north and from urban to rural areas. However, from 1997 to 2003, poverty decreased more in the rural than in the urban areas, thus creating a positive trend of more equilibrium, mainly due to the growth of agricultural production.

The distribution of the population by branches of activity shows that the majority of the Mozambican population\(^2\) (78.5%) works in “agriculture, animal husbandry, hunting and forestry\(^3\). In the urban areas the population working in this branch is 40% while in the rural areas it is 93%. At provincial level, with the exception of Maputo (city and province) and Sofala, over 70% of the population works in the branch in question (INE, 2006).

In the rural areas, almost half of the households (44%) are involved in subsistence agriculture as their main economic activity. The households headed by women, for traditional reasons, have difficulty in using and utilizing land and in having access to other basic assets (SETSAN, 2006).

### 2.3. Levels of Chronic and Acute Undernourishment

Undernourishment is associated with about half of the deaths registered in children under 5 years of age. Infant-child mortality is more grave in the rural environment (46%) than in the urban areas (29%) and it is more pronounced in the provinces from the north where it attains 56% (Cabo-Delgado).

**Table 2:** Percentage of children under 5 years of age with acute and chronic undernourishment

<table>
<thead>
<tr>
<th></th>
<th>Acute undernourishment (low Weight/Height)</th>
<th>Chronic undernourishment (low Height/Age)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2003</td>
<td>2006</td>
</tr>
<tr>
<td>National</td>
<td>4.0</td>
<td>4.5</td>
</tr>
<tr>
<td>Niassa</td>
<td>1.3</td>
<td>2.5</td>
</tr>
<tr>
<td>Cabo Delgado</td>
<td>4.1</td>
<td>8.2</td>
</tr>
<tr>
<td>Nampula</td>
<td>6.0</td>
<td>2.6</td>
</tr>
<tr>
<td>Zambézia</td>
<td>5.2</td>
<td>5.2</td>
</tr>
<tr>
<td>Tete</td>
<td>1.6</td>
<td>8.3</td>
</tr>
<tr>
<td>Manica</td>
<td>2.8</td>
<td>3.2</td>
</tr>
<tr>
<td>Sofala</td>
<td>7.6</td>
<td>4.8</td>
</tr>
<tr>
<td>Inhambane</td>
<td>1.3</td>
<td>3.9</td>
</tr>
<tr>
<td>Gaza</td>
<td>6.7</td>
<td>1.9</td>
</tr>
<tr>
<td>Maputo Province</td>
<td>0.5</td>
<td>1.6</td>
</tr>
</tbody>
</table>

**Source:** IDS (2003) and SETSAN (2006)

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2 The remaining 11.5% are distributed over various activities, such as trade (9.2%), processing industry (3.1%) and the remainder are services (INE 2006).

3 These activities are often practised simultaneously (MINAG, 2005).
The educational level of the mother shows a strong correlation with the nutritional state of the child: the children whose mothers have not received any education are three times more prone to suffer from chronic undernourishment, compared to children of mothers who completed secondary education.

The mortality of children under 5 years of age decreased from 219/1000 in 1997 to 178/1000 in 2003 (IDS, 2003). However, due to the vast territorial extension of the provinces, the distinct agro-ecological characteristics of the districts and the socio-cultural variations within them, one should be careful when generalizing nutritional data. The SETSAN has made an effort to disaggregate and increase the representativeness of the sample at district level with a view to enhance the reliability of the data, something which will gradually be realized, depending on the availability of funds.

2.4. Obesity

Obesity is becoming a problem especially important for women in the southern regions, such as Gaza with 55% and Maputo 41% (SETSAN, 2006). Some of the probable causes may be not adopting healthy life styles and/or the improvement of socio-economic conditions in some social groups.

2.5. The impact of Health on FNS

In general, the main diseases associated to FNiS are: respiratory infections and diarrhoeas. The FNS Baseline Study (SETSAN, 2006) estimated the diarrhoea prevalence at 15%, with Gaza being the province with the highest rate (24%) and Manica showing the lowest rate (6%). The prevalence of acute respiratory infections is 24% at national level, with Gaza the province with the highest (63%) and Cabo Delgado the province with the lowest rate (10%).

The lack of access to health services results in low levels of coverage of nutritional actions. The provinces of Nampula and Zambézia for instance show the lowest coverage of supplementing Vitamin A and the lowest access to health services in 2006 (SETSAN, 2006). Guaranteeing the coverage by health services in areas of low population density, such as Cabo Delgado and Niassa, is also a challenge for FNS.

The households affected by HIV/AIDS produce less and have a poorer diet quality compared with households not affected by HIV/AIDS, due to less work capacity and low productivity. This situation calls for the use of technology that requires less effort, in particular in agriculture in which most of the Mozambican population is involved, as well as in the processing of food and in the capture of water for consumption.

2.6. The impact of HIV/AIDS on FNS

HIV/AIDS has a negative multiplier effect with drastic consequences for the productive capacity of the country. On the one hand HIV/AIDS has a direct effect in reducing production and productivity, leading to a decrease in the national supply of food, in other words, in the availability and access to food. On the other hand, it reduces the productive capacity of the people infected, who end up having less direct production, less income and, consequently, less consumption and absorption of food, in a phase when their nutritional needs are large.

2.7. Contribution of the Environment and Natural Resources to FNS

Forest and wildlife resources are considered available capital that contributes to the increase of exports and national and family income. In the rural and semi-urban areas it constitutes an important subsistence and survival mechanism, in times of food shortage.

Its contribution to FNS includes the improvement of the household diet, the improvement of the access to food, the diversification of income sources, and it is estimated that about 80% of the rural population has its main source of animal protein in meat of wild animals and in fish from waters in the interior (Ministry of Agriculture and Fishery, 2002).
The use of natural resources as construction material and for medicine is well known.

The inadequate management and excessive use of forest and wildlife resources, including mangrove and dunes, and uncontrolled fires contribute to exacerbating the negative effects of climate change and to the gradual degradation of FNS. About 80% of the energy consumed in the country is from ligneous biomass (firewood and charcoal), while the rural communities depend entirely on these fuels for their energy (SETSAN, 2006).

The main extreme events are droughts, floods and tropical cyclones, erosion and other environmental problems that include industrial and mining accidents. These disasters may increase in terms of frequency and intensity, and contribute to environmental degradation and climate change.

### 2.8. FNS and Bio-fuels

Liquid bio-fuels constitute one of the ways to fight the current absolute poverty levels, reduce the dependence on the use of fossil fuels and the effects of climate change. However, liquid bio-fuels may also play an important role in the improvement or deterioration of FNS. These crops should not compete with food crops and scramble for production factors, such as fertile land and water.

In formulating and implementing bio-fuels promotion policies, it is important to define the type of crops for production. In addition, the process to develop bio-fuels in the country should not lead to pollution of the environment through the intensive use of agro-chemicals.

The use of food crops such as maize, sugarcane, cassava and soy, among others, for the production of bio-fuels may stimulate demand and, consequently, lead to an increase of basic food prices. This in turn may affect economic access to food, especially for the most vulnerable households.

The use of non-food crops, such as jathropa, may increase access to the use of fuel for the preparation of food, thus contributing to a better management and use of forest resources, with a positive effect on the use of food.

The shortage of traditional energy leads to an increasing demand for the use of renewable energy, such as bio-fuels. However, other forms of alternative energy that would not damage the environment may include solar power, wind energy and tidal energy, which have a high potential in Mozambique and should be duly explored.

### 2.9. Water, Sanitation and FNS

Drinking water is a scarce resource, essential for the economic, social and environmental development, and therefore for FNS. It has an economic value, involving its competitive use, but it should also be recognized as an important social asset.

A mere 36% of the population has access to drinking water, in the urban areas this is 58% and in the rural areas it is 26% (IAF, 2002-03). According to the FNS Baseline Study (SETSAN, 2006), only 40% of the population spend less than 20 minutes to fetch drinking water in the dry season (April to September) in the urban and semi-urban areas; another 40% spend up to one hour and the remaining 20% more than two hours to fetch drinking water.

In the rural water supply it is important to pay more attention to some more populated provinces (e.g. Nampula and Zambézia) with a larger concentration of rural populations, and reduce the provincial inequalities when it comes to programmes for supplying drinking water and sanitation.
Sanitation is estimated to cover 33% of the national population (DNA, 2005), being 73% in the urban areas and 34% in the rural areas. The limitations in water and sanitation supply have negative implications for FNS, owing to the increase in the incidence of diseases related to parasites and various epidemics.

The management and use of water resources may be optimized and the best practices learned may be disseminated in the country, especially in the arid and semi-arid areas.

2.10. Strategic seed and food reserves

The majority of the Mozambican population lives in rural areas and is dependent on subsistence agriculture, which is strongly conditioned by climatic factors and based on the use of low technology and few inputs for production. That being the case, income levels are low and the risk of losses is high.

Due to its geographical location, Mozambique is prone to the occurrence of natural disasters, such as droughts, floods and cyclones. These factors considerably harm the development of economic activities, such as agriculture, animal husbandry and fishery, and they increase the households’ vulnerability to FNiS.

In order to ensure the stability of production, the availability of and physical access to food by the most vulnerable populations throughout the year, it is important to consider the aspects related to the strategic seed and food reserves.

The strategic reserve may be physical and financial, for the acquisition of other consumption goods that are not normally included in a food basket, such as: salt, sugar, dried fish, cooking oil, milk and, whenever possible, fruits and vegetables.

2.11. Typology of Vulnerable Groups

The FNS Baseline Study (SETSAN, 2006) identified nine livelihood groups, based on the joint economic activities of the families:

- Households at strongly deficient subsistence level (at the limit of survival);
- Households at deficient subsistence level and with low income;
- Households with low production;
- Households with medium and highly diversified production;
- Self-sufficient households;
- Households with large production of food crops, economically highly diversified;
- Households with large production of food crops and with incomes;
- Households with large production that are economically stable; and
- Households with formal employment and traders.

Livelihoods refer to economic activities in which the families are involved. The most vulnerable livelihoods were identified as those with few or no income, practically without resources (e.g. land, animals, assets) and very little production of various subsistence crops, or who depend on informal labour, usually known as ganho-ganho. The diversification of livelihoods increases the possibility to recuperate from setbacks and it probably contributes to a more diversified diet. The lowest levels of diversification of production and income sources are to be found in large-scale commercial producers and in the vulnerable livelihoods described below.

2.12. Description of the Livelihood Groups Most Vulnerable to chronic FNiS

2.12.1. Households at strongly deficient subsistence level

The households really living at the “limit”, have the following main characteristics: (i) very little access to all types of resources; (ii) higher dependency rate; (iii) larger proportion of women headed households.
(more than 40%); (iv) many headed by elderly people (almost 25%); only one third of the heads of households in this category can read and write; and more than half (60%) never attended school. These households basically practice monoculture, they are highly vulnerable, have low incomes, are economically marginal, represent 6% of Mozambique’s rural population and are to be found throughout the country. However, major concentrations occur in the provinces of Cabo Delgado, Nampula and Inhambane.

2.12.2. Households at deficient subsistence level and with low income

These households engage in informal work offered by subsistence producers with low level production. They make some efforts at growing subsistence crops for their own consumption. They are characterized by a very low access to productive capital (e.g. land and animals), and their subsistence basically depends on this informal work (97%). This group represents about 8% of Mozambique’s rural population. The largest concentration of these households is to be found in the provinces of Nampula (20-30%), Zambézia, Tete, and Inhambane, all with 10 to 20%.

2.13. Other Population Groups Vulnerable to chronic FNiS

2.13.1. Households with Poor Diet Quality

The typical diet of Mozambicans living in the rural areas mainly consists of basic food – with cereals consumed throughout the country and cassava and beans more frequently consumed in Cabo Delgado, Nampula, Zambézia and Inhambane. Consumption of vegetables is moderate, with leaves added to the diet, especially in the provinces of Cabo Delgado, Zambézia, Gaza and Maputo. Less than one quarter of the Mozambicans living in rural areas regularly eat fruits or meat.

In general, according to the baseline study, it is estimated that only half of the Mozambicans have adequate nourishment⁴, that conforms to the MISAU standards. Families in Tete, Manica and Inhambane have the poorest diet, contrary to Zambézia and Sofala where diets are best. The marginal families and low income workers described above, represent the livelihood groups with the poorest diets.

2.13.2. Households with Members Suffering from Undernourishment

Undernourishment is a social indicator of absolute poverty and FNiS, and represents the combined effects of production and availability, access to and use and utilization of food, and their stability over time. Even when an individual’s diet is adequate, health problems caused by epidemics, lack of access to health services and poor availability of drinking water, may lead to undernourishment.

Despite the occurrence of regular climatic setbacks, Mozambique has always kept undernourishment rates relatively low (according to the MISAU evaluations of children under 5 years of age, using weight per height values). The FNS Baseline Study (SETSAN, 2006) found 4.5% of children thin⁵ – with Cabo Delgado and Tete showing the worst provincial results (8%).

Chronic undernourishment (evaluated by low weight for age or atrophy in children under 5 years of age) is, however, excessively high in Mozambique, and represents a big challenge for the country in terms of human capital development. The Demographic and Health Survey (IDS, 1997 and 2003) and the FNS Baseline Study (SETSAN, 2006) clearly establish that, although poverty has significantly diminished in the last 10 years, chronic undernourishment has not. The rates established by the Baseline Study, indicate that

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⁴ Examples of an adequate diet: Diet 1 – Cereals: 350g maize; 100g greens; 150g vegetables and fruits; 50ml oil; and 50g sugar. This diet offers 2287 kcal and 52g proteins per person/day. Diet 2 – 150g maize and 350g cassava; 150g greens; 150g vegetables and fruits; 50ml oil and 50g sugar. This diet offers 2291 kcal and 50g proteins/person/day.

⁵ It should be noted that in the case of using the old WHO reference curve, the estimated proportion of thin children is 4% at national level. This is important when comparisons are made with the previous nutritional surveys in Mozambique, which used the old reference curve, i.e. ISD 2003 and 1997.
46% of the rural children under 5 suffer from chronic undernourishment, with a significant variation between the various provinces.

2.14. Gender Equality and Inter and Intra Household Analysis

The National Gender Policy advocates more gender equality and equity in development interventions and promotes the improvement of the statute of women in direction bodies and at Public Administration level. Thus, the Government and society at large have taken actions in the sense of gradually overcoming existent inequalities at these levels.

The National Strategic Gender Plan is an instrument of social inclusion, through which the Government recognizes that conditions essential to stimulate sustainable economic and social development and to recognize fundamental human rights, are the following:

- The equality of rights between men and women, promoting the equal participation in all spheres of socio-economic development;
- The increase of educational and training levels;
- The promotion of the right to health; and
- The increase of the access to basic services (including water and housing).

Gender equality is fundamental in implementing FNS. To that end, it is necessary to actively involve women in all spheres, for example in marketing produce, generating income, maintaining social networks and in decision making. An active intervention of women allows to increase both the efficiency and the effectiveness, and the social justice aspects in development or intervention programmes in the area of FNS.

2.15. Causes of FNiS

The causes of FNiS can be immediate, secondary and basic:

2.15.1. Immediate Causes

Poor availability of food at household level:
- Flack of food reserves during a period of at least 4 months/year;
- Natural disasters (recurrent droughts, floods, cyclones) affecting 5 to 10% of the population;
- Low buying power of households, for instance, the recommended basic monthly basket requires, at least, the equivalent of 3 minimum wages;
- Malfunctioning of markets;
- Practice of subsistence agriculture, with rudimentary production technology and practices;
- Deficient management of production and high post-harvest losses;
- The imbalances in national development levels; and
- Differences in agro-climatic regions.

Deficient state of health:
- High infant-child mortality rate: 178/1,000 (IDS, 2003);
- Low percentage of children exclusively breastfed during the first six months of life (30%);
- High incidence of fever (27%) and diarrhoea (14%) among children;
- High prevalence of malaria (30-40% of mortality in children under 5 years of age);
- HIV/AIDS (16.2% in 2004); and
- High prevalence rate of intestinal parasites and of anaemia.

2.15.2. Secondary Causes

Limited access to food:
- Lack of physical market access in remote areas; and
- High transport costs from surplus areas to areas having a deficit.
Poor availability of, and access to, health services:
- Poor access to health services;
- One medical doctor for 26,545 inhabitants; and
- One health worker for 969 inhabitants.

Inadequate vaccination coverage:
- Percentage of children of 12 - 23 months of age completely immunized: 63% (urban areas 81%, rural areas 56%). For children from mothers without any education: 49%. For children from mothers with completed secondary education: 98%; and
- Percentage of children who have received all vaccinations in their 1st year of life: 44%.

High maternal mortality rate:
- Maternal deaths in Mozambique: 408/100,000 (IDS, 2003);
- Access to services offering antenatal care: 85%;
- Institutional childbirths: 47%; and
- Childbirths assisted by a health professional: 47%.

High levels of absolute poverty:
- Absolute poverty 54.1% (IAF, 2003); and
- High undernourishment levels that tend to aggravate.

Poor access to drinking water and sanitation:
- Poor access to drinking water: 36% (urban 58%, rural 26%); and
- Poor access to sanitation conditions by households (urban environment 73%, rural environment 34%).

2.15.3. Basic Causes

Low level of education and high illiteracy rates:
- Frequency of Primary Education (EP1, 6-10 years): 61% (urban environment 76%, rural environment: 55%, girls 59%, boys 63%) (IAF, 2003);
- Illiteracy Rate: 53.6% (urban environment 68%, rural environment 81%); and
- Illiteracy Rate among women: 68% (Quibb, 2001 and IAF, 2003).

Deficient governance:
- Poor decentralization capacity (planning, management, intervention, monitoring and evaluation) and lack of community involvement;
- Lack of a legal framework linked to FNS;
- The FNS Coordination Structure is insufficient to face multi-sectoral challenges; and
- Lack of coordination between the multi-sectoral and sectoral policies linked to FNS.

Taboos, beliefs, negative traditional and religious practices:
- Poor knowledge and dissemination of “best health - nutrition – care practices”;
- Poor knowledge and dissemination of “best traditional practices”;
- Poor intra-household distribution; and
- Poor knowledge of rights and obligations, especially about HRAF.

Poor availability of structural resources:
- Low Gross Domestic Product per capita (2005): about US$ 200 per capita per year; and
- About 95% of the labour force is in the agricultural sector and the majority (70% of the total population) practices subsistence agriculture, with low technological level and very low productivity.
3.0. STRATEGIC ORIENTATION

The elaboration of the strategy consists in defining the following elements:

- Main challenges;
- Basic principles;
- Guidelines;
- Vision;
- Strategic Objective and Goals;
- Strategic pillars; and
- Action Plan.

3.1. Main Challenges

The main challenges are considered to be the following:

- Establishment of FNS and HRAF as central element in sectoral strategies, at all governance levels and in the fight against absolute poverty in Mozambique;
- Systematized inclusion of FNS in line with the decentralized planning process (PEDD and PES) and the strengthening of community involvement in the process by means of participatory methodology;
- Establishment of the obligations of the State and the responsibility of civil society and other actors in permanently ensuring FNS from the HRAF perspective: respect, protect, promote and provide;
- Identification and establishment of mechanisms required for the realization of FNS and HRAF;
- Reduction of the current levels of poverty and chronic and acute undernourishment in the country, in accordance with the Government’s Five-Year Plan, the PARPA III, the National Health Policy Declaration, CMA and the MDGs;
- Put into practice a multi-sectoral and inter-institutional intervention that ensures that the FNS dimensions are treated in a balanced way, in line with the concrete causes of the vulnerability to FNiS in each region;
- Decentralization of the FNS agenda at provincial and district level and expansion to the most remote areas of the country;
- Clear definition of the people entitled; favouring the households at deficient subsistence levels (e.g. subsistence farmers and their wives) and with low incomes, the households with a poor diet and those with members suffering from chronic undernourishment;
- Strengthening of local communities and authorities in order for them to take the lead in the fight against hunger and undernourishment with a view to realizing the right to adequate food;
- Strengthening of civil society organizations and establishment of social mechanisms to control FNS policies;
- Deepening of the gender issue and of intra- and interfamily responsibilities;
- Establishment of a strategic seed and food reserve;
- Conducting research, including the deepening of knowledge of anthropological aspects related to FNS; and
- Contribute to the construction and/or rehabilitation of infrastructure (e.g. water, sanitation, roads, markets, electrical network, etc.) related to FNS.

3.2. Main Principles

The basic principles are the values on which the remaining strategic elements rest, such as the vision, the strategic dimensions and the action plan. The basic strategies of the FNSS II are:

- Universality, equality and completeness;
- Promotion of the person’s dignity;
- Participation, transparency, assuming responsibility and accountability; and
- Cross-cutting and multi-sectoral approach.

The FNSS II prioritizes activities that favour a balanced gender development, paying due attention to women, who contribute to the fight against HIV/AIDS and to improving the management of environmental resources.
3.3. Guidelines

The FNSS II guidelines are:

- Mutual collaboration among the intervening entities in FNS actions
- Promotion of administrative decentralization and community engagement;
- Permanent monitoring and evaluation of the situation and of the execution of the FNS programmes, at all governance levels, including the HRAF perspective;
- Mobilization of resources and budget for FNS activities;
- Promotion of institutional capacity building;
- FNS research; and
- Promotion of productivity and alternative income forms.

3.4. Vision

The vision of the FNSS is the following:

_A Mozambican society free of hunger, with a healthy and active human capital._

3.5. Strategic Objectives and Goals

The FNSS II assumes the millennium and PARPA II objectives and goals in the areas of food and nutrition. The FNSS II goals are intermediate (2009/2010)\(^6\) and final (2015).

The _general strategic objective_ of the FNSS II is to guarantee that all citizens have at all times physical and economic access to necessary food, so that they have an active and healthy life, realizing their human right to adequate food.

The _main specific strategic objectives_ of the FNSS II are:

- Guarantee the country’s self-sufficiency in food;
- Contribute to the improvement of the households’ buying power;
- Reduce the incidence of undernourishment (acute and chronic) by improving conditions with respect to health, water and sanitation and food and nutritional education;
- Increasingly guarantee the realization of the human right to adequate food for all citizens;
- Increase the capacity of households to respond to seasonal variations in production, physical and economic access to adequate food; and
- Create and develop an adequate structure for multi-sectoral and institutionally broad and inclusive interventions.

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\(^6\) The intermediate goals coincide with the term of the Government’s Five-Year Plan and with the PARPA II, that is, 2009. The nutrition indicators are in accordance with the term of the MISAU Plan 2010. The final goals are in accordance with the term of the MDGs.
Table 4. FNSS II indicators and goals are:

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<tr>
<td></td>
<td></td>
<td>Year</td>
<td>Value</td>
<td>Year</td>
</tr>
<tr>
<td>Guarantee the country’s self-sufficiency in food</td>
<td>Reduction of post-harvest losses at household level</td>
<td>2005</td>
<td>30%</td>
<td>2009</td>
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<tr>
<td></td>
<td>Increase of production of basic food crops</td>
<td>2006</td>
<td>5-7% for cereals</td>
<td>2009</td>
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<td></td>
<td>Increase of numbers of beef and dairy cattle (bovine, goat, etc)</td>
<td>2006</td>
<td>5-7% increase of the number of animals in small and medium operations. Increase of 10-30 heads of cattle in each operation</td>
<td>2009</td>
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<tr>
<td></td>
<td>Increase of fish-breeders in rural areas</td>
<td>2006</td>
<td>0%</td>
<td>2012</td>
</tr>
<tr>
<td></td>
<td>Increase of unshipping of small-scale fishing</td>
<td>2004</td>
<td>80,000 Tons</td>
<td>2009</td>
</tr>
<tr>
<td></td>
<td>Support infrastructure for unshipping and conservation of fish</td>
<td>2004</td>
<td>0</td>
<td>2009</td>
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<tr>
<td></td>
<td>Increase of the percentage of agricultural operations with land titles that have DUAT</td>
<td>2005</td>
<td>1.1%</td>
<td>2009</td>
</tr>
<tr>
<td>Contribute to improving the buying power of households</td>
<td>Improvement of the buying power of households for the acquisition of the basic monthly food basket</td>
<td>2003</td>
<td>Minimum salary sufficient only for one third of the basic monthly basket</td>
<td>2009</td>
</tr>
<tr>
<td></td>
<td>Creation of markets for fish products</td>
<td>2004</td>
<td>No detailed information.</td>
<td>2009</td>
</tr>
<tr>
<td></td>
<td>Reduction of the proportion of the population with income of less than one dollar/day</td>
<td>2003</td>
<td>54.1%</td>
<td>2009</td>
</tr>
</tbody>
</table>
### Reduce the prevalence of undernourishment (acute, chronic, and because of deficiency of micronutrients) through improving nutritional practices and food habits, of the conditions of health, water and sanitation

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<tr>
<td></td>
<td></td>
<td>Year</td>
<td>Value</td>
<td>Year</td>
</tr>
<tr>
<td>Reduce the prevalence rate of chronic undernourishment (low height for age)</td>
<td>2003</td>
<td>41%</td>
<td>2010</td>
<td>30%</td>
</tr>
<tr>
<td>Reduction of the prevalence rate of actual undernourishment (low weight for age)</td>
<td>2003</td>
<td>24%</td>
<td>2010</td>
<td>18%</td>
</tr>
<tr>
<td>Reduction of the prevalence rate of acute undernourishment (low weight for height)</td>
<td>2003</td>
<td>5-10%</td>
<td>2009</td>
<td>0-5%</td>
</tr>
<tr>
<td>Reduction of the percentage of newborn children with low weight at birth (less than 2.500 grams)</td>
<td>2004</td>
<td>10%</td>
<td>2010</td>
<td>7%</td>
</tr>
<tr>
<td>Reduction of the prevalence rate of iodine shortage</td>
<td>2004</td>
<td>68%</td>
<td>2010</td>
<td>50%</td>
</tr>
<tr>
<td>Reduction of the prevalence rate of anaemia in children and women of childbearing age</td>
<td>2002</td>
<td>75% children of 6 to 59 months and 53% Women</td>
<td>2010</td>
<td>50% Children 30% Women</td>
</tr>
<tr>
<td>Reduction of the prevalence rate Vitamin A shortage, in children and women of childbearing age</td>
<td>2002</td>
<td>69% children of 6 to 59 months and 11% Women</td>
<td>2010</td>
<td>40% Children 5% Women</td>
</tr>
<tr>
<td>Increase of the population with access to drinking water in urban and rural areas</td>
<td>2005</td>
<td>41% (urban) 37% (rural)</td>
<td>2009</td>
<td>53%</td>
</tr>
<tr>
<td>Increase of the population with access to sanitation services in the urban areas</td>
<td>2005</td>
<td>38% urban 35% rural</td>
<td>2009</td>
<td>40% urban 37% rural</td>
</tr>
<tr>
<td>Reduction of the number of months without food reserves</td>
<td>2005</td>
<td>4-5 months</td>
<td>2009</td>
<td>3 months</td>
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<tr>
<td>Increase the capacity of households to respond to seasonal variations concerning the production and physical and economic access to adequate food</td>
<td>Increase of the percentage of households that have access to hydro-agricultural infrastructures</td>
<td>2005 3%</td>
<td>2009 10%</td>
<td>2015 20%</td>
</tr>
<tr>
<td></td>
<td>Percentage of roads in good and reasonable conditions</td>
<td>2005 69%</td>
<td>2009 78%</td>
<td>2015</td>
</tr>
<tr>
<td></td>
<td>Increase of the number of markets of food products that are monitored, with attention for the most remote areas</td>
<td>2006</td>
<td>2009 Existing markets, especially at the level of villages and towns</td>
<td>2015 Markets and fairs in the cities, villages and all localities with relevant production and/or; facilitated physical and economic access to these markets</td>
</tr>
<tr>
<td>Creation of strategic seed reserves in each province</td>
<td>There is no strategic seed reserve 2006</td>
<td>2009 Creation of strategic reserves in all provinces</td>
<td>2015 Covering the districts most prone to acute FNIS setbacks</td>
<td></td>
</tr>
<tr>
<td>Increasingly guarantee the realization of the human right to adequate food for all citizens</td>
<td>Establishment of mechanisms to demand rights</td>
<td>2006 There are no mechanisms</td>
<td>2009 Instruments and mechanisms adequate and known</td>
<td>2015 State and Population trained on mechanisms to demand rights</td>
</tr>
<tr>
<td></td>
<td>Law and regulations for HRAF approved by the AR</td>
<td>2006 Absence of legislation</td>
<td>2009 Law and Regulations Approved</td>
<td>2015</td>
</tr>
<tr>
<td></td>
<td>FNS and HRAF incorporated in the Constitution of the Republic of Mozambique (CRM)</td>
<td>2006 Absence of FNS and HRAF in the CRM</td>
<td>2009</td>
<td>2015 FNS and HRAF incorporated in the CRM</td>
</tr>
<tr>
<td>Create and develop an</td>
<td>SETSAN is efficient and effective in</td>
<td>2006 SETSAN has no adequate structure</td>
<td>2009 Institutional strengthenin of the SETSAN at District SETSANs established in the country</td>
<td>2015</td>
</tr>
</tbody>
</table>
3.6. Strategic Pillars

The strategic pillars are the main vectors, alongside which the strategic activities are structured. The FNSS II pillars will be constituted by the common and not-common elements in the dimensions of the HRAF, the FNSS I and the PARPA II.

The strategic pillars of the FNSS II are the following: (i) production and availability; (ii) access; (iii) use and utilization; (iv) adjustment; and (v) stability of food. The definitions of the pillars are to be found in section 1.2.

3.6.1. Action Plan

The FNS in a cross-cutting theme, which involves sectors such as agriculture, animal husbandry, fishery, trade, transport, education, health, employment, social security and the environment. Therefore, the FNSS II should be realized by means of an equally cross-cutting implementation instruments, which is the Action Plan for Food and Nutritional Security (APFNS), which has to be in line with the various Strategic Plans for District Development, strengthened by community participation.

The APFNS covers the time horizon of 2008 to 2015. The general objective of the plan is to contribute to the improvement of FNS among the populations in a situation of chronic undernourishment and/or at risk of hunger, taking into account the various areas of food economies7 existing in the country. The APFNS consists of a separate document, and is integral part of the FNSS II.

4.0. IMPLEMENTATION OF THE FNSS II

The objective of this section if to define the role of the main stakeholders in FNS, namely: the State; the local authorities; traditional authority, civil society, the private sector, donors; and United Nations organizations.

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7 Food Economy Areas describe the skill with which family households have access to food. The food economy is considered as a segment of the economy, which includes the activities related to the production, processing, storage and distribution of food products and the preparation and consumption of food in a determinate geographical area.
4.1. The Role of the State, Local Authorities and Traditional Authority

The State, the local authorities and traditional authority have a fundamental role in ensuring the creation of conditions for the realization of the right to food; in other words, in leading and ensuring the execution of the FNSS II, and they should in particular:

- Guarantee the availability of, and the access to, food by means of promoting its production (through the development of agriculture, animal husbandry, aquaculture, fishery), processing, industrialization, and the marketing of food; as well as by the improvement of the road network, the household’s buying work, and the generation of more jobs;
- Create an environment favourable to national and foreign investment aimed at guaranteeing FNS;
- Provide information on the state of the FNS, the degree of vulnerability and the population affected by FNiS;
- Incorporate FNS in multi-sectoral and sectoral policies and strategies;
- Guarantee the Human Right to Adequate Food (HRAF) and establish mechanisms to demand this right;
- Intensify actions that promote the production of strategic food products, such as cereals, roots and tubers, beans, fruits, vegetables, cashew nuts, cotton, tea, bovine cattle, small ruminants, milk products, poultry and fish;
- Provide primary health care (e.g. vaccination, parasite treatment, mosquito nets) to the most vulnerable groups (children between 0-5 years of age, pregnant or breastfeeding women, COVs, PLWA, the elderly and the handicapped);
- Promote initiatives to diversify the family and community incomes as way to reduce the risks linked to subsistence agriculture;
- Improve the access of households to drinking water and energy resources;
- Strengthen and map the FSN networks of communities; administrative posts, districts and provinces and promote the exchange of experience among the various communities;
- Create mechanisms to strengthen the power of the community in diagnosing and solving the problems of the FNS;
- Guarantee the conservation of biodiversity and the sustainable use of resources;
- Guarantee basic health services, sanitation, nutritional education and conservation and processing of food;
- Guarantee biological, sanitary, nutritional and technological quality of food, as well as their exploitation, stimulating healthy food practices and life styles;
- Conduct research in the context of FNS, such as about the consumption of wild fruits and animals; the use of bio-fuels and the preservation of forestry resources and anthropological studies;
- Mobilize resources in the context of the APFNS implementation;
- Develop and expand extension services in the field of agriculture, aquaculture, fishery, agro-processing and marketing;
- Promote associativism and cooperativism as ways to increase production and strengthening small-scale producers, farmers and fish-breeders;
- Disseminate and integrate best FNS practices;
- Compile and disseminate best practices to overcome FNiS;
- Train communities in sharing and solving their own problems in partnership with Government institutions and civil society; and,
- Guarantee FNS education at all levels and train public managers and citizens concerning their obligations with respect to the HRAF.

4.2. The Role of Civil Society

Civil Society is represented by national and foreign NGOs, associations, religious organizations and community based organizations (CBO). In general, they play an important role in guaranteeing FNS, as follows:
• Participate in the formulation of policies and programmes, monitoring and evaluation of FNS, promoting the involvement of the populations;
• Contribute to including FNS in decentralized planning and implementing, strengthening the role of the communities in all phases of the process;
• Train the community and community structures below district level with a view to strengthening the leading role of the most vulnerable groups in solving their own problems;
• Contribute to the identification of people vulnerable to FNiS with a view to the implementation of specific programmes;
• Influence the State in building local infrastructures geared towards FNS;
• Educate the citizen on best practices in agriculture and animal husbandry, on fish-breeding, nourishment and nutrition and on alternative ways of generating income, production, storage and marketing of food products;
• Contribute to civic education on HRAF;
• Collaborate on health and nutritional education of the community;
• Identify, compile and disseminate FNS best practices;
• Contribute to the inclusion of women in development programmes, food and nutritional education and gender equality;
• Facilitate the formation of associations of producers in agriculture, animal husbandry, aquaculture, fishery, forestry and handicraft, and train them in improved production methods, post-harvest treatment and marketing;
• Help and create mechanisms to demand rights; and,
• Promote the analysis of policies from the HRAF perspective.

4.3. The Role of the Private Sector

The private sector is a fundamental partner in the implementation of FNS, through the production, transport and marketing of food and commercial products and in generating employment and income, in addition to its contribution to the improvement of infrastructure for education, health and preservation of the environment.

4.4. The Role of the United Nations Organizations

The United Nations framework of development assistance in Mozambique aims at the correct and feasible implementation of the internationally pledged commitments and of the public policies approved by the Government, namely:

• Help in providing technical assistance and in mobilizing financial resources for the various programmes aimed at eradicating hunger and poverty in Mozambique;
• Contribute to a rapid mobilization and humanitarian intervention in the field in the case of intertemperate weather conditions;
• Promote and contribute to the creation of an environment that is appropriate for the integrated performance of Government and civil society structures in strengthening community capacity for the fight against poverty and FNiS;
• Contribute to the strengthening of information systems for action;
• Help initiatives for good governance, decentralization and implementation of human rights principles; and,
• Help the capacity building of institutions and staff, at all levels, within the FNS context.

4.5. The Role of Academe and Research

In the last few years, various actors have concentrated their efforts on improving the FNS situation in the country. However, existing data do not indicate an improvement of this situation. In this sense, there still is a need to deepen the analysis of FNiS.
The principle of applied research linked to the philosophy of adhesion aimed at directing information for action should be encouraged in order to better respond to the challenges of developing and fighting FNiS, taking into account the local reality from the perspective of the client’s needs (central, provincial and district governments and the community).

The process of broadening the treatment of FNS and the emergence of the critical mass necessarily requires the adoption of multiple innovative forms for mobilizing students, academics and researchers in order to prioritize actions, with a view to respond to the practical challenges posed by absolute poverty and FNiS. It is expected that the results obtained will contribute to guiding the interventions and calibrating the various measures from national policies and strategies.

Thus, the research centres and other academic investigation institutes are called upon to actively participate in analyzing the FNS situation in the country, and in proposing ways to improve that situation.

5.0. THE INSTITUTIONAL COORDINATION OF THE FNSS II

The structure that currently coordinates the FNS in the country is the Technical Secretariat for Food Security and Nutrition (SETSAN). The SETSAN functions as a department of the National Directorate of Agrarian Services and is chaired by the Vice-Minister of Agriculture. Its functioning, in general, faces the following constraints:

- A structure that is too restricted;
- A large variety of tasks;
- Lack of financial and human resources;
- Difficulties in coordinating with the various sectors involved in FNS; and,
- Dependence on external funds.

In order to surpass these constraints, an taking into account the political importance of FNS in Mozambique, the Technical Secretariat for Food Security and Nutrition (SETSAN) is the multi-sectoral coordination structure of FNS in Mozambique, with the following mission:

Ensure the coordination and articulation of policies, planning, evaluation and monitoring of the programmes and actions within an inter-sectoral framework, at various levels, while preserving the specific role of each Ministry, public institution, civil society body and the private sector, with a view to guarantee that FND strengthens the development of human capital in Mozambique.

The SETSAN bodies are:

- The Chairman
- The Vice-Chairman
- The Advisory Council
- The Executive Secretariat
- The Technical Committee

The SETSAN is not a body for implementation, rather it focuses on the coordination, promotion, monitoring and evaluation of the activities carried out by line organizations of the Government and other stakeholders in the context of FNS.

5.1. Institutional Framework

The current FNS framework in Mozambique is characterized by a large number of intervening entities. Therefore coordination is crucial in order to ensure that actions aim at specific target groups and are implemented in a holistic way. The coordination of FNS in the country is carried out under the auspices of the Technical Secretariat for Food Security and Nutrition (SETSAN).
The SETSAN consists of representatives of the public and private sectors, civil society, donors and United Nations organizations. It has decision power and it has administrative autonomy. The SETSAN members are the following:

- Minister of Agriculture
- Minister of Health
- Minister of Education and Culture
- Minister of State Administration
- Minister of Justice
- Minister of Industry and Commerce
- Minister of Transport and Communications
- Minister of Environmental Coordination
- Minister of Women and Social Affairs
- Minister of Public Works and Housing
- Minister of Planning and Development
- Minister of Fishery
- Civil Society
- United Nations Agencies
- National and International Donors working in FNS.

5.2. Decentralization of the FNS agenda

In general terms, the decentralization objectives of the FNS agenda are:

- Strengthen the effective coordination among the FNS stakeholders;
- Guarantee the integration of FNS in the district planning process and the strengthening of the leading role of the communities at district level;
- Define a strategy for advocacy at all levels and sectors within the FNSS context, highlighting the HRAF aspects;
- Establish an active data base and a FNS information centre;
- Guarantee the periodic flow of information at all levels;
- Mobilize resources for the functioning of the Provincial SETSANs;
- Influence appropriate decision making in the provinces;
- Elaborate proposals for normative and methodological instruments for the evaluation of vulnerability to FNiS and the implementation of actions aimed at improving the FNS situation of the populations;
- Stimulate the inclusion of FNS in the PEDDs and PES, including the budgeting process;
- Encourage the creation of a common platform for interventions and resource mobilization, for the decentralized implementation of FNS;
- Increase the role of civil society in assisting communities, be it in terms of capacity building, be it in terms of adopting participatory methodologies aimed at giving priority to the effective involvement of the most vulnerable and poorest groups in the decision process concerning development priorities; and
- Monitor and evaluate the activities of the APFNS.

At provincial level, the SETSAN is represented by the Provincial Governor and at district level by the District Administrator.

The Provincial-SETSAN is an inter-sectoral body that, at the level of each province, ensures the implementation of the FNSS II, and whose mandate is to coordinate, and guarantee the success of, the formulation, implementation and monitoring of the FNS policies and programmes by all stakeholders: Government, Civil Society, Donors, United Nations Agencies and the private sector.
The Provincial-SETSAN should be a representative, functional and credible forum, that has an impact on the formulation of policies, the planning and implementation of FNS activities, as well as the monitoring and evaluation within the FNSS II context.

5.3. Critical Success Factors

Critical success factors of the FNSS II are the following:

- Political commitment at all levels;
- Effective strengthening of communities;
- Bringing FNSS II in line with the decentralized planning process;
- Financial commitment at Government level, for implementing the FNSS II, at sectoral level, and the multi-sectoral coordination;
- Support from the International Community;
- Strengthening of the institutional capacity and the visibility of the SETSAN; and,
- Monitoring and Evaluation.
PART B

ACTION PLAN FOR FOOD AND NUTRITIONAL SECURITY
6.0. ACTION PLAN

6.1. Introduction

The Action Plan for Food and Nutritional Security (APFNS) covers a time horizon from 2008 to 2015. The general objective of the APFNS is to contribute to the planning, budgeting, implementation, monitoring and evaluation of actions geared towards improving FNS among the populations vulnerable to FNiS, taking into account the various areas of existing food economies\(^8\) in the country.

The eradication of hunger and its causes constitutes a collective preoccupation of global dimensions, which has been translated in the effort to coordinate policies and programmes at global, regional and national level.

Mozambique is a signatory of the Declaration of Rome and of the Action Plan of the 1996 World Food Summit, in which the Heads of State express their commitment and political will to reduce the number of malnourished people with 50% by the year 2015. It concerns a gigantic challenge for the country and demands the leadership from the Government and the participation of the entire civil society, the private sector, the cooperation partners and the remaining stakeholders in FNS.

The APFNS emerges as a strategic instrument of the FNSS II adopted by the Government of Mozambique in order to realize the multi-sectoral implementation of the FNS master plans [acções mestras?] in the country. That being the case, the specific objectives of the APFNS coincide with those of the FNSS. In summary these are the following:

- Guarantee the country’s self-sufficiency in food;
- Contribute to the improvement of the households’ buying power;
- Reduce the incidence of undernourishment (acute and chronic) by improving conditions with respect to health, water and sanitation and food and nutritional education;
- Guarantee the strengthening of communities in solving FNS problems, in line with the decentralized planning process;
- Increasingly guarantee the realization of the human right to adequate food (HRAF) for all citizens;
- Increase the capacity of households to respond to seasonal variations in production, physical and economic access to adequate food;
- Create and develop an adequate structure for multi-sectoral and institutionally broad and inclusive interventions.
- Monitor and evaluate the FNS situation, from an acute and chronic perspective; and
- Deal with cross-cutting issues, such as: Gender, HIV/AIDS and environment.

In general, the target group of the APFNS actions is the Mozambican population with different livelihoods, which may be synthesized as follows:

- Households at strongly deficient subsistence level (at the limit of survival);
- Households at deficient subsistence level and with low income;
- Households with low production;
- Households with medium and highly diversified production;
- Self-sufficient households;
- Households with large production of food crops, economically highly diversified;
- Households with large production of food crops and with incomes;
- Households with large production that are economically stable; and
- Households with formal employment and traders.

\(^8\) Areas of Food Economies describe the skill with which households have access to food. The Food Economy is considered a segment of the economy, which includes activities related to the production, processing, storage and distribution of food products, and the preparation and consumption of food within a determinate geographical area.
The main beneficiaries, or those entitled to APFNS actions are the groups that are most vulnerable to FNiS, namely: (i) households at strongly deficient subsistence level (at the limit of survival); households at deficient subsistence level and with low income; and households with low production. In addition to these groups, there are sub-groups in almost all livelihood forms, including the less vulnerable ones: (ii) households with a poor diet quality; and (iii) households with members suffering from undernourishment.

The APFNS is guided by the five FNSS II pillars, namely: (i) production and availability; (ii) economic and physical access to food; (iii) use and utilization; (iv) adjustment of food; and (v) stability. The APFNS also groups together the following planning vectors: (i) monitoring an evaluation of the FNS situation in the country; (ii) institutional strengthening of the coordination structure; and (iii) the cross-cutting issues (gender, HIV/AIDS and environment) that are intimately linked to FNS.

6.2. Methodology for Elaborating the APFNS

The elaboration of the APFNS was based on the FNSS II, which is an integral part of it, and used the following methodology:

- Conducting structured interviews with key informants in the area of FNS;
- Carrying out working group activities with the members and partners of the Central SETSAN and the Provincial SETSANs’ focal points;
- FNS Baseline Study with household surveys (SETSAN, 2006);
- Presentation of the first draft of the FNSS II and the respective action plan of the Advisory Committee;
- Holding of five round table meetings chaired by the national directors of the relevant sectors that influence the five FNSS II pillars: (i) production and availability; (ii) economic and physical access to food; (iii) use and utilization; (iv) adjustment of food; and (v) stability. Each meeting counted with some 25 participants;
- Holding of a round table meeting with Civil Society;
- Debate on and enrichment of the first draft in all provinces and in three regional workshops: South, Centre and North. These regional workshops counted with an average attendance of 60 participants; and
- Reconciliation of the activities, strategic goals and indicators of the FNSS II and of the indicative budget of the APFNS with the Ministry of Health, the Ministry of Fishery, the Ministry of Agriculture, the Ministry of Women and Social Affairs, the Ministry of Planning and Development and the Ministry of Environmental Coordination.

The strategic activities of the APFNS were aligned with:

- **International Commitments**: The 1979 Convention on the Elimination of all forms of Discrimination against Women, the 1989 African Charter on Human and Peoples' Rights, the 1989 Convention on Children’s Rights, the World Food Summit (1996), the 2000 Carthagena Protocol on Biosafety, the Millennium Development Objectives (2000), the Voluntary Guidelines to support the realization of HRAF within the FNS context (2004);

- **Commitments from the African Continent**: NEPAD, the Maputo Declaration (2003), the Action Plan for Food Security (Abuja Declaration, 2006);

- **National Policies and Strategies**: Standing out among the national policies are Agenda 2025, the Government’s Five-Year plan (PQG), the Action Plan for the Reduction of Absolute Poverty (PARPA II), the National Strategic Plan for the Fight against HIV/AIDS (2005-2009), and the sectoral and multi-sectoral policies and strategies: the Agricultural Policy and Implementation Strategy (PAEI), the Programme for Agriculture (PROAGRI), the Education Strategy, the Health Policy, the National Gender Policy and Strategy, the Nutritional Development Strategy, the Industrial Policy and Strategy, the Trade Policy and Strategy, the Road Policy and Strategy, the Agricultural Marketing Strategy (ECA), the Rural Development Strategy and the Master Plan for
the Fight against Natural Disasters, the Fishery Policy and the Strategic Plan for Small-scale Fishery (PESPA), the Prawn Fishery Strategy, the Strategy for the Development of Aquaculture in Mozambique, the Food and Nutritional Security Strategy (1998), the FNS Case study (2995) and the District Development Plan (1998).

6.3. Intervention Strategy of the APFNS

The APFNS establishes the objectives, activities and its priorities, goals and specific indicators, the people responsible for the implementation of each strategic activity, the collaborators and the action timeline; it defines the beneficiaries at national level and in each province; it indicates the coordination structure and the budget for all activities, including monitoring and evaluation.

The specific actions included in the APFNS should be identified in a participatory process for solving problems in the medium and long term, that is, for a sustainable fight against hunger and chronic undernourishment, taking into account aspects of territorial integration in the light of government efforts to establish the district as the planning and development pole.

The APFNS is in line with the district planning process. The process basically has two results, the first being the Strategic Plan for District Development (five years) and the Socio-Economic Plan (annual).

The definition of the strategic activities takes into account the strategic FNSS II pillars and the planning vectors:

<table>
<thead>
<tr>
<th>Strategic Pillars</th>
<th>Production and Availability</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Access</td>
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<tr>
<td></td>
<td>Use and Utilization</td>
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<tr>
<td></td>
<td>Adjustment</td>
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<td></td>
<td>Stability</td>
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<thead>
<tr>
<th>Planning Vectors</th>
<th>Monitoring and Evaluation</th>
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<tbody>
<tr>
<td></td>
<td>Institutional Strengthening of the SETSAN</td>
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<tr>
<td></td>
<td>Cross-cutting issues: gender, HIV/AIDS and environment</td>
</tr>
</tbody>
</table>

The activities mentioned below do not represent a receipt for the FNS stakeholders, including the communities; they offer the categories of the priority areas and a systematization process in line with the various indicators. The provincial, district and community APFNSs are elaborated, in a participatory way, on the basis of this Plan.
### 6.4. Strategic Activities of the APFNS

<table>
<thead>
<tr>
<th>Priority</th>
<th>Activities</th>
<th>Current Situation</th>
<th>Execution Indicator</th>
<th>Responsible</th>
<th>Collaborators</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Production and Availability of Food</strong></td>
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</tr>
<tr>
<td>1</td>
<td>Intensify actions that promote the production of food rich in calories and vitamins, in particular of traditional vegetables, animal and fish products and commercial crops such as cashew nuts, cotton, tea, tobacco, small animal husbandry and cattle breeding.</td>
<td>Low production and productivity. Insufficient availability of food at household level, especially in arid and semi-fluid areas.</td>
<td>Annual growth of national food production of 10% by 2015.</td>
<td>MINAG; MP Provincial Governments, Civil Society, the Private Sector, Producer Associations, Community Authorities, United Nations Organizations</td>
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<tr>
<td>2</td>
<td>Ensure the availability of production inputs for subsistence farmers.</td>
<td>The farmers use part of their production for seeds. The practice of acquiring certified seeds and agro-chemicals does not exist.</td>
<td>Annual increase of improved seeds, fertilizers and agro-chemicals of 5% by 2009 and of 3% from 2010 to 2015.</td>
<td>MINAG, Provincial Governments</td>
<td>Provincial Governments, Civil Society, Community Authorities.</td>
</tr>
<tr>
<td>3</td>
<td>Strengthen the early warning information system for the agricultural campaign performance and the production forecast, in order to reduce the effects of acute vulnerability.</td>
<td>Early warning systems exist but need to be transparent, improved and integrated.</td>
<td>The agricultural campaign is adequately monitored.</td>
<td>MINAG DPAs</td>
<td>INGC, INAM, the Media, Civil Society, the Private Sector, Donors, United Nations Organizations</td>
</tr>
<tr>
<td>4</td>
<td>Regularly train small-scale farmers in the appropriate use of improved technologies (improved seeds, use of agrochemicals and sustainable production) to improve productivity and increase production.</td>
<td>The national rural extension network is weak. There are experiences with field schooling in three provinces (Maputo, Manica and Sofala).</td>
<td>New Technologies adopted by family producers. High levels of sustainable production and high productivity: dissemination of experiences of “school in the field of the farmer” in more provinces.</td>
<td>MINAG (DNEA, IIAM, DNSA)</td>
<td>Provincial Governments, Civil Society, the Private Sector, Community Authorities, United Nations Organizations</td>
</tr>
<tr>
<td>Priority</td>
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<tr>
<td>5</td>
<td>Propose mechanisms that guarantee the secure use and utilization of land, especially by household facing shortages and low incomes.</td>
<td>Many people own land on the basis of customary arrangements which does not ensure their “ownership”.</td>
<td>Stimulate the holding of workshops at all levels to divulge the Land Law, especially for the family sector</td>
<td>MINAG, MAE</td>
<td>Civil Society</td>
</tr>
<tr>
<td>6</td>
<td>Disseminate food conservation practices in the post-harvest period at household level.</td>
<td>Poor coverage of rural extension networks.</td>
<td>Diminution of post harvest losses from 30 to 10%.</td>
<td>MINAG, SDAE</td>
<td>Civil Society, the Private Sector</td>
</tr>
<tr>
<td>7</td>
<td>Improve the availability of micro credit for agriculture, fishery, agro-processing, food subsidies, for the most vulnerable people entitled to it.</td>
<td>Poor application of funds in micro finance, insufficient funds for food subsidies, poor coverage.</td>
<td>More farmers and associations with financial capacity. More families enjoying food subsidies.</td>
<td>MPD, MF, MINAG, MMAS</td>
<td>Microfinance Institutions, Commercial Banks, the Private Sector, Civil Society.</td>
</tr>
<tr>
<td>8</td>
<td>Food production for schools by communities, boarding schools, prisons at a charge.</td>
<td>No production of food for schools.</td>
<td>Schools with fresh and diversified food produced locally by communities, interns, the private sector, and prisons.</td>
<td>MPD, MEC, MINAG, MIC, MJ</td>
<td>The Private Sector, Farmer Associations, local authorities, provincial and district governments, donors and the UN.</td>
</tr>
</tbody>
</table>

**Access to food**

<table>
<thead>
<tr>
<th>Priority</th>
<th>Activities</th>
<th>Current Situation</th>
<th>Execution Indicator</th>
<th>Responsible</th>
<th>Collaborators</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Strengthen the monitoring of the functioning of the market of food products, especially in remote areas.</td>
<td>There is a system to monitor process and markets in the MINAG (SIMA) and in the MIC (INFOCOM), but it does not have national coverage. Poor dissemination of information.</td>
<td>Number of markets monitored in remote areas; Number of localities monitored at the borders; Number of users of the bulletins.</td>
<td>MIC, MOPH, MINAG</td>
<td>Donors, the Private Sector, Civil Society</td>
</tr>
<tr>
<td>Priority</td>
<td>Activities</td>
<td>Current Situation</td>
<td>Execution Indicator</td>
<td>Responsible</td>
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<tr>
<td>2</td>
<td>Improve access roads, giving priority to linking production and consumption poles.</td>
<td>Rehabilitation of secondary and tertiary roads is ongoing, realized by various stakeholders, coordinated by the MOPH.</td>
<td>More movement of people and goods in secondary and tertiary roads. Better agricultural marketing.</td>
<td>MOPH, Provincial Governments</td>
<td>MIC, MINAG, MPD, MF, MTC, PAMA, local authorities, NGOs, Economic and Farmer Associations.</td>
</tr>
<tr>
<td>3</td>
<td>Expand and modernize the commercial network to improve the access to goods and services.</td>
<td>Commercial network out of date, poor coverage.</td>
<td>Modern commercial network, close to users.</td>
<td>MIC, Provincial and District Governments</td>
<td>MPD, MINAG, Donors, Commercial and Farmer Associations, NGOs United Nations Organizations</td>
</tr>
<tr>
<td>4</td>
<td>Provide adequate access to food, especially for households with shortages and low incomes (e.g. food aid, school lunch to ensure retention of children in schools, food in boarding schools).</td>
<td>At present there are aid programmes developed by the INAS and the INGC. The perspective of development and food independence has not yet been adopted on a large scale.</td>
<td>More people of the most vulnerable category entitled to it, have secure food access.</td>
<td>MEC, MMAS</td>
<td>INGC, NGOs, United Nations Organizations, Civil Society</td>
</tr>
<tr>
<td>5</td>
<td>Strengthen the economic access to basic food.</td>
<td>Poor diversification of income sources, especially in remote areas. High unemployment and sub-employment, above all in urban and semi-urban areas. Poor monetarization of the rural economy.</td>
<td>Number of jobs created, both self-employed and for others. High degree of monetarization of the rural economy.</td>
<td>MIC, MPD, MMAS, SDSMSAS, SDDE</td>
<td>SETSAN, Civil Society, United Nations Organizations</td>
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</table>

**Use and Utilization of food**

<table>
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<tr>
<th>Priority</th>
<th>Activities</th>
<th>Current Situation</th>
<th>Execution Indicator</th>
<th>Responsible</th>
<th>Collaborators</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Intensify the intervention in controlling and fighting the main causes of mortality, with attention focusing on malaria, HIV/AIDS, diarrhoeas and tuberculosis.</td>
<td>Various measures taken that require improvement and intensification.</td>
<td>Incidence of causes of mortality reduced.</td>
<td>MISAU, SDSMSAS</td>
<td>United Nations Organizations, NGOs.</td>
</tr>
<tr>
<td>Priority</td>
<td>Activities</td>
<td>Current Situation</td>
<td>Execution Indicator</td>
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<tr>
<td>2</td>
<td>Strengthen the Nutritional Alert System.</td>
<td>Various measures taken that require improvement and intensification.</td>
<td>Nutritional alert system strengthened, nutritional security system monitored.</td>
<td>MISAU, SDSMAS</td>
<td>NGOs, United Nations Organizations</td>
</tr>
<tr>
<td>3</td>
<td>Provide primary health care (e.g. vaccination, treatment against parasites, distribution of mosquito nets) to the most vulnerable groups (children of 0-5 years, pregnant or breastfeeding women, COVs, PLWA, the elderly, the handicapped, women).</td>
<td>Various measures taken that require improvement and intensification.</td>
<td>Guaranteed and improved primary health care.</td>
<td>MISAU, SDSMAS, DPS</td>
<td>NGOs, United Nations Organizations</td>
</tr>
<tr>
<td>4</td>
<td>Improve households’ access to sources of drinking water and energy sources.</td>
<td>The expansion of the water supply network is ongoing, coverage at present is 46%.</td>
<td>High number of households with access to drinking water.</td>
<td>MOPH, DOPPH, SDPI</td>
<td>NGOs, United Nations Organizations</td>
</tr>
<tr>
<td>5</td>
<td>Intensify the consumption of micronutrients (e.g. the supplementary provision of food rich in Zinc, Iron and Vitamin A)</td>
<td>Expansion and consolidation is ongoing.</td>
<td>High coverage rates, percentage of children and mothers reached.</td>
<td>MISAU, DPA, SDAE</td>
<td>SETSAN, United Nations Organizations, Civil Society.</td>
</tr>
<tr>
<td>6</td>
<td>Train households in the correct and adequate use of food.</td>
<td>This takes place in health posts and is part of the activities of certain NGOs.</td>
<td>Improved diet quality, Levels of chronic undernourishment reduced.</td>
<td>MISAU, SETSAN</td>
<td>MEC, NGOs</td>
</tr>
</tbody>
</table>

### Adjustment of food

<table>
<thead>
<tr>
<th>Priority</th>
<th>Activities</th>
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<tr>
<td>1</td>
<td>Realize campaigns to intensify the consumption of diversified food that improves the food diet (e.g. fruits, vegetables, meat, milk, fish, groundnut, cashew, eggs, etc.), The consumption of food is conditioned by food habits and traditional practices that discriminate against women and children and favour men.</td>
<td>The consumption of food is conditioned by food habits and traditional practices that discriminate against women and children and favour men.</td>
<td>Diversity rate of diet at acceptable levels.</td>
<td>MISAU, MEC, SDAE, SDEJT</td>
<td>NGOs, Donors, United Nations Organizations, Civil Society.</td>
</tr>
<tr>
<td>Priority</td>
<td>Activities</td>
<td>Current Situation</td>
<td>Execution Indicator</td>
<td>Responsible</td>
<td>Collaborators</td>
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<tr>
<td>2</td>
<td>Realize campaigns to intensify the consumption of traditional food rich in calories and vitamins (vegetables, fruits, animal products, etc).</td>
<td>There is knowledge about and ample use of most food rich in calories and vitamins, but not in a systematic way. &lt;br&gt; There is not duly classified and systematized knowledge on the characteristics of wild food products, their geographical distribution, preparation and consumption.</td>
<td>Mass-scale consumption of food rich in calories and vitamins among the populations.  &lt;br&gt; Systematic gathering of names of wild products. &lt;br&gt; Regular monitoring of the diversity of the populations’ diet.</td>
<td>MINAG, MP, Provincial Governments SDAE</td>
<td>Research Institutes, Civil Society, Universities</td>
</tr>
<tr>
<td>3</td>
<td>Elaborate the HRAF Law and Regulations.</td>
<td>The HRAF is a PARPA II indicator; Bill on HRAF to elaborate.</td>
<td>Bill submitted and approved by Government and Assembly of the Republic.</td>
<td>SETSAN Ministry of Justice</td>
<td>MINAG, ROSA, Consumer and Public Health Associations, NGOs, UN.</td>
</tr>
<tr>
<td>5</td>
<td>Create and control food standards that guarantee food security and good human nutrition: e.g. labeling, promotion of exclusively breastfeeding during the first 6 months, special food for breastfeeding mothers and control of food standards for PLWA.</td>
<td>Some technical norms have been established already (maize, wheat, maize flour, salt, honey, cashew and copra); other are in study or development phase (pineapple, banana, rice, groundnut, cassava, drinking water, mineral water); promotion campaign for breastfeeding ongoing.</td>
<td>Food quality and hygiene norms established and monitored for agricultural and agro-industrial products. Product certification schemes and batches (e.g. seeds and pesticides) created. Breastfeeding promoted and monitored.</td>
<td>MISAU, MIC (INNOQ) and MINAG</td>
<td>Provincial Governments, Farmer and Trader Associations, NGOs, cooperation partners, consumers and researchers</td>
</tr>
<tr>
<td>Priority</td>
<td>Activities</td>
<td>Current Situation</td>
<td>Execution Indicator</td>
<td>Responsible</td>
<td>Collaborators</td>
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</tr>
<tr>
<td>6</td>
<td>Include FNS and HRAF in the curriculums.</td>
<td>Work started but not in a systematic and coherent way.</td>
<td>FNS and HRAF included in the curriculums.</td>
<td>SETSAN, MEC</td>
<td>United Nations Organizations</td>
</tr>
<tr>
<td>1</td>
<td>Diversify income sources of households through production of handicraft, temporal labour and mining, small animal husbandry.</td>
<td>High dependency on single income sources, such as remittances, selling of forestry products and agricultural surpluses. There is a high potential for diversification of income sources, but not yet explored by the communities.</td>
<td>Large number of households with various diversified income sources. Increase of months with secured food access.</td>
<td>MPD, MINAG, MITUR, MIC</td>
<td>SETSAN, MICOA, Civil Society, Donors, United Nations Organizations,</td>
</tr>
<tr>
<td>2</td>
<td>Guarantee food stability over time and intensify the processing and conservation of food in conventional end improved granaries of households with shortages and low income.</td>
<td>Availability of and access to food varies per season and during the year, and per geographic area.</td>
<td>Availability of and access to food in space and time.</td>
<td>MPD, MINAG, MIC, SDAE</td>
<td>The Private Sector, Civil Society, United Nations Organizations.</td>
</tr>
<tr>
<td>3</td>
<td>Stimulate the growing of drought resistant crops and short-cycle varieties, especially in arid and semi-arid areas.</td>
<td>The practice of growing drought resistant crops reduced. The populations show great readiness to adopt these crops again.</td>
<td>More households who grow crops that are drought resistant</td>
<td>MINAG, SDAE</td>
<td>INGC, Donors, Civil Society, United Nations Organizations</td>
</tr>
<tr>
<td>4</td>
<td>Create strategic seed and food reserves in the country.</td>
<td>There are no strategic seed and food reserves in the country. The populations affected by an emergency do not recuperate their productive capacity nor do they satisfy their urgent food and production needs, due to scarcity of seeds and food during a period from one to three months.</td>
<td>A strategic reserve that guarantees a regular and timely supply of food and seeds, so that the populations recuperate their productive capacity and satisfy their urgent food and production needs.</td>
<td>MPD, MIC, INGC, MINAG, Provincial Governments</td>
<td>MOPH, MF, Donors, United Nations Organizations, Local Authorities.</td>
</tr>
<tr>
<td>Priority</td>
<td>Activities</td>
<td>Current Situation</td>
<td>Execution Indicator</td>
<td>Responsible</td>
<td>Collaborators</td>
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<tr>
<td>5</td>
<td>Integrate, strengthen and expand social protection networks in communities, administrative posts and districts.</td>
<td>Social protection networks weakened, disintegrated. There is a high degree of receptivity for the reactivation of community practices in social protection.</td>
<td>Social protection networks operational, strong, integrated and expanding.</td>
<td>MMAS, MPD, MINAG</td>
<td>Community Associations, local authorities, Civil Society.</td>
</tr>
<tr>
<td>6</td>
<td>Increase and improve the infrastructure and services related to the food chain (e.g. irrigation, reservoirs, water holes, improved granaries, roads, markets, electricity, water, sanitation and schools).</td>
<td>There is infrastructure, but it is insufficient and needs to be rehabilitated.</td>
<td>Rehabilitated, available and maintained infrastructure. More investments allocated to infrastructure.</td>
<td>MOPH, MPD, MINAG, MEC, MISAU</td>
<td>Civil Society, local authorities, cooperation partners, and the United Nations</td>
</tr>
<tr>
<td><strong>Institutional Strengthening</strong></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>Strengthen the institutional framework, the budget and the human resources of the SETSAN at all levels.</td>
<td>The SETSAN is both at MINAG department level and at the level of Provincial Agricultural Services, which complicates multi-sectoral coordination. On the other hand, it needs human and financial resources to carry out its mission.</td>
<td>New legal framework for the SETSAN approved and implemented.</td>
<td>Government</td>
<td>Members and Partners of the SETSAN</td>
</tr>
<tr>
<td>2</td>
<td>Elaborate the Communication and Advocacy Strategy on FNS and HRAF</td>
<td>The Communication Strategy is being elaborated.</td>
<td>The FNS and HRAF Communication Strategy is elaborated and disseminated.</td>
<td>SETSAN, ETD</td>
<td>MINAG, Ministry of Justice, ROSA, Consumer and Public Health Associations, NGOs and the UN</td>
</tr>
<tr>
<td>3</td>
<td>Improve the Multi-sectoral Coordination of the FNSS II and the APFNS implementation and of the functioning of the SETSAN Working Groups.</td>
<td>The coordination structure and the Working Groups function but need norms and regulations.</td>
<td>Statutes and regulations approved and in force at all levels.</td>
<td>Government</td>
<td>Members and Partners of the SETSAN</td>
</tr>
<tr>
<td>Priority</td>
<td>Activities</td>
<td>Current Situation</td>
<td>Execution Indicator</td>
<td>Responsible</td>
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<td></td>
<td>Develop technical and analytical capacity of national staff working in the thematic FNS areas.</td>
<td>The analytical capacity is limited and the SETSAN staff needs training in techniques for the analysis of FNS, with major incidence at provincial and district level.</td>
<td>SETSAN staff specialized in FNS analysis at national, provincial and district level.</td>
<td>Government</td>
<td>Members and Partners of the SETSAN</td>
</tr>
<tr>
<td>5</td>
<td>Carry out civic education activities on FNS.</td>
<td>Poor mastery of FNS issues among the different social strata.</td>
<td>Mastery of FNS concepts by Mozambican society.</td>
<td>SETSAN</td>
<td>Members and Partners of the SETSAN</td>
</tr>
<tr>
<td>6</td>
<td>Divulge the FNSS II and APFNS at national and international level.</td>
<td>The FNSS I is little known at national level.</td>
<td>FNSS II and A AFNS divulged and known at national and international level.</td>
<td>SETSAN</td>
<td>Government, Donors, Civil Society.</td>
</tr>
</tbody>
</table>

**Monitoring and Evaluation**

|          | Permanent monitor and evaluate the vulnerability to acute FNiS. | One evaluation and two monitorings conducted per year. | Information on the present FNS situation in the country updated and disseminated. | SETSAN | Members and Partners of the SETSAN |
| 1        | Monitor and evaluate the incidence of chronic FNiS in 2009 and 2014. | FNS Baseline Study with surveys of households, IDS, IAF, and other available studies. | Baseline study conducted and results disseminated. | SETSAN | Members and Partners of the SETSAN |
| 2        | Monitor and evaluate the specific FNS indicators in the PARPA. | FNS is cross-cutting theme in the PARPA 2006-2009 | FNS included in all sectoral and multi-sectoral action plan (PES, PEDD) | SETSAN, MPD | Members and Partners of the SETSAN |
| 3        | Realize studies on the economic cost of FNiS in Mozambique. | Study conducted by MISAU in 2002. | Information on the economic cost of FNiS in the country. | SETSAN | Members and Partners of the SETSAN |
| 4        | Report the degree of implementation of the APFNS, at all levels. | APFNS implemented in haphazard and rudimentary way by sectors and provinces. | APFNS is used as instrument to implement the FNSS II at all levels. | SETSAN | Members and Partners of the SETSAN |

**Cross-cutting Issues:**
<table>
<thead>
<tr>
<th>Priority</th>
<th>Activities</th>
<th>Current Situation</th>
<th>Execution Indicator</th>
<th>Responsible</th>
<th>Collaborators</th>
</tr>
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<tbody>
<tr>
<td><strong>Gender</strong></td>
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</tbody>
</table>
| 1        | **Activities**: Train women in techniques to manage micro projects that generate income to guarantee FNS in rural and urban areas. Eve DEVELOPMENT OF WOMEN IN RURAL AREAS.  
**Current Situation**: Women have poor access to management training programmes. Women play a relevant role within the FNS context.  
**Execution Indicator**: Large number of women trained in managing micro projects generating income to guarantee FNS in rural and urban areas.  
**Responsible**: MMAS, SDSMAS  
**Collaborators**: MINAG, MEC, SETSAN, partners of the SETSAN |
| 2        | **Activities**: Intensify and expand the access of women to production inputs and to agricultural marketing.  
**Current Situation**: The use of inputs is low in general and in particular on machambas owned by women.  
**Execution Indicator**: Increase of the access to and use of agricultural inputs by women.  
**Responsible**: MINAG, MIC, MMAS  
**Collaborators**: Members and Partners of the SETSAN, Civil Society. |
| 3        | **Activities**: Promote the ownership rights of women to real estate (e.g. land, inheritance, cattle, housing).  
**Current Situation**: Women have great importance in the rural economy, in particular in agriculture, but traditional practices and taboos sometimes impede their full development and the ownership of real estate.  
**Execution Indicator**: Large number of women enjoys the right to own real estate.  
**Responsible**: MMAS, MINAG, MJ  
**Collaborators**: Associations, Civil Society and local bodies |
| **HIV/AIDS** |                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                 |                                                                                                                                                                                                                |                            |                                                                                                |
| 1        | **Activities**: Coordinate the FNS programmes so that households infected and/or affected by HIV/AIDS have access to various services (such as nutritional education) in order to ensure prevention, care, treatment and mitigation of the epidemic.  
**Current Situation**: Poor coordination of the FNS programmes within the context of supporting families infected and/or affected by HIV/AIDS  
**Execution Indicator**: FNS Programmes on PLWA coordinated.  
**Responsible**: CNCS, MISAU, MMAS  
**Collaborators**: Donors, the Private Sector, Civil Society, UN |
| 2        | **Activities**: Monitor and implement the Procedure Manual, in particular in areas with a high rate of HIV-positive people and FNiS.  
**Current Situation**: Manual exists since December 2006. Poor divulgation of the Manual.  
**Execution Indicator**: Manual adopted, divulged and known.  
**Responsible**: CNCS, SETSAN  
**Collaborators**: Civil Society, UN, Members and Partners of the SETSAN |
| 3        | **Activities**: Implement practices to save human energy and working hours in the production and processing of food for people affected and infected by HIV and AIDS (e.g. promotion of using methods that save human energy).  
**Current Situation**: Low levels of saving of human energy among the groups infected and/or affected by HIV/AIDS.  
**Execution Indicator**: Production and processing of food using methods that save human energy.  
**Responsible**: MINAG, CNCS, MCT, MMAS  
**Collaborators**: Civil Society, MEC |
<table>
<thead>
<tr>
<th>Priority</th>
<th>Activities</th>
<th>Current Situation</th>
<th>Execution Indicator</th>
<th>Responsible</th>
<th>Collaborators</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>sowing cassava, growing in sacks, use of mills, use of manure as fuel in the preparation of food)</td>
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<tr>
<td>Environment</td>
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</tr>
<tr>
<td>1</td>
<td>Reduce uncontrolled fires.</td>
<td>There are uncontrolled fires, in particular for (a) hunting and clearing; (b) opening up of machambas; (c) retaliation</td>
<td>Controlled fires</td>
<td>MICOA, MINAG, Provincial Government, SDAE</td>
<td>Donors, Civil Society, Community Authorities</td>
</tr>
<tr>
<td>2</td>
<td>Organize gold seekers in mining associations.</td>
<td>Gold seekers cause (i) soil erosion; (ii) pollution of water and the ecosystem; (iii) health problems; (iv) deforestation.</td>
<td>Existing legislation applied and gold seeking activities under control and sustainable</td>
<td>MRM, MICOA, Provincial Government, SDAE</td>
<td>Donors, Civil Society, Community Authorities</td>
</tr>
<tr>
<td>3</td>
<td>Create and develop Natural Resources Management Committees.</td>
<td>There exist some Natural Resources Management Committees, but functioning is haphazard, not systematic.</td>
<td>Multidisciplinary NRMCs created.</td>
<td>Provincial Governments</td>
<td>Donors, Civil Society, Community Authorities</td>
</tr>
<tr>
<td>4</td>
<td>Eliminate the indiscriminate cutting of trees.</td>
<td>There is cutting aimed at producing ligneous fuel (charcoal and firewood) and timber. The application of the Forest Law is as yet weak.</td>
<td>Logging in accordance with the maintenance plans of Natural Resources Management.</td>
<td>MINAG, MICOA, Provincial Governments</td>
<td>Donors, Civil Society, Community Authorities</td>
</tr>
<tr>
<td>5</td>
<td>Integrate the environment component in all activities related to FNS.</td>
<td>Environmental components integrated in some activities related to FNS.</td>
<td>Environmental components integrated in all FNS activities.</td>
<td>MICOA, SETSAN</td>
<td>MINAG, Provincial Governments, Civil Society, Community Authorities</td>
</tr>
</tbody>
</table>
6.5. Institutional Aspects of the APFNS implementation

The SETSAN is the Government body responsible for the conception and implementation of the FNS policies in the country.

The FNS has a significant weight in the basic conditions for the development of human capital, because it is directly related to public health, production and availability of food and to the physical and economic access to food in the course of the year. Therefore FSN is a key element in planning social and economic development of the country. Political will is crucial in ensuring an increasing and adequate access to food by the entire Mozambican population.

The Executive Secretariat of the SETSAN is a forum consisting of Government and non-government institutions and it aims at, among other things, ensuring the inclusion of FNS actions in the annual Economic and Social Plans of the ministries that are members of the SETSAN and in the programmes of its partners (Civil Society and United Nations Organizations).

At national level, the Executive Secretariat of the SETSAN is responsible for the coordination of the planning and implementation of FNS actions. The Executive Secretariat will also be responsible for the coordination, compilation, monitoring and evaluation of the annual APFNS, elaborated by the sectors at national level and the Provincial SETSANs. The annual APFNS is submitted to and approved by the Economic Council of Ministers.

At provincial level, the Provincial SETSAN is a multi-sectoral body that coordinates the implementation of the FNS actions and it is responsible for the elaboration of the provincial APFNS, to be approved by the Provincial Government. Furthermore, the Provincial SETSAN is responsible for updating the mapping of the main executing agencies of FNS in the province and in the districts, for reporting the evolution of the FNS indicators, and for ensuring the flow of information on the degree of implementation of the APFNS to the Provincial Government and the Executive Secretariat.

At district level, the District SETSAN is a multi-sectoral body that implements the FNS actions, and it is responsible for the implementation of the multi-sectoral interventions to promote FNS in the target areas and among the selected target groups, as well as for informing the district authorities on the state of affairs with respect to the implementation of the APFNS.

7.0. MONITORING AND EVALUATION OF THE FNSS II AND THE PAFNS

7.1. Monitoring and Evaluation Assumptions

The monitoring and evaluation of the FNSS II are based on the following assumptions:

- A distinction is made between process and impact indicators, that is, between accompanying the activities and commitments of the Government, foreseen in the FNSS II, and the changes in the variables most relevant for evaluating the fulfilment of the FNSS II;
- Use is made of monitoring and evaluation of the FNSS II as a mechanism of permanent revision of the goals and programmes, maintaining the dimensions and strategies; and
- Monitoring and evaluation will be carried out at different levels, namely, at central, provincial, district and municipality level.

7.2. Functions of Monitoring and Evaluation

The main functions of monitoring and evaluation are:

- Accompany the progress of the FNSS II implementation;
- Evaluate the impact of the FNSS II; and
- Evaluate the efficiency in the application of the funds attributed to the FNS.

The programme to monitor and evaluate the FNSS II does not substitute the control by specific organs within the context of the fulfilment of the PES of the Government.
7.3. Monitoring and Evaluation of the FNSS at provincial level

The Provincial SETSANs have to elaborate quarterly performance reports, which must contain, among other things, the following aspects:

- Tasks planned for the period that is being analyzed;
- Tasks carried out, indicating the results achieved; and,
- Tasks not carried out, justifying the reasons, and presenting the measures to be taken in order to solve the problems.

The reports should not only be sent to the CONFNS but also serve as a basis for directing the provincial actions by means of the provincial and district strategies and community action plans. The periodic evaluations will be realized within the context of the APFNS and the Community Action Plans.

7.4. Monitoring and Evaluation of the APFNS

The Monitoring and Evaluation of the APFNS aims to ensure knowledge on the degree of implementation and that corrective measures are timely taken.

The means to verify the monitoring and the evaluation of the process are the following:

- The Economic and Social Plan (PES), which offers an overview of the activities implemented by the Government (e.g. MPD, key ministries dealing with FNS);
- Yearly analysis of the evolution of the state of FNS of the households, undertaken by the SETSAN.

The instruments to monitor and evaluate the impact are:

- Results of the 2010 and 2014 FNS Baseline Studies, SETSAN;
- Evolution of the indicators of acute and chronic FNiS and diet quality in 2009 (PARPA II);
- The cost of FNiS in Mozambique, SETSAN;
- Institutional growth of the coordination and decentralization of the SETSAN at national, provincial and district level in 2009;
- Elaboration of the Law on HRAF by 2009;
- Inclusion of FNS in the Constitution of the Republic in 2010;
- Other national surveys, such as: IDS, population census, agro-animal husbandry census, IAD, TIA, QUIBB; and
- Other specific studies.

The main results of the Monitoring and Evaluation are:

- FNS Reports in the National and Provincial PES;
- InfoFlash and Reports on the FNS situation in the country;
- FNS Baseline Study with surveys of rural, semi-urban and urban households;
- Study on the cost of FNiS in Mozambique; and,
- Other studies and reports on FNS.

8.0. INDICATIVE BUDGET

The overall budget for the implementation of the APFNS, from 2008 to 2015, is approximately, 6,146 million Meticais, equivalent to 232 million American Dollars. Average annual expenditure is 768 million Meticais, corresponding to 29 million Dollars.

The budget of the APFNS is allocated to the pillars that group the strategic activities, as shown by the following table:
### Priority

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</tr>
</thead>
<tbody>
<tr>
<td>Adjustment</td>
<td>18,543,177</td>
<td>17,087,690</td>
<td>10,477,042</td>
<td>11,244,970</td>
<td>12,070,493</td>
<td>12,957,930</td>
<td>13,911,924</td>
<td>14,937,469</td>
</tr>
<tr>
<td>Availability of food</td>
<td>127,015,005</td>
<td>136,395,568</td>
<td>146,595,235</td>
<td>157,559,878</td>
<td>169,346,869</td>
<td>182,017,844</td>
<td>195,639,225</td>
<td>210,282,167</td>
</tr>
<tr>
<td>Access to food</td>
<td>9,877,558</td>
<td>10,513,374</td>
<td>11,196,877</td>
<td>11,931,643</td>
<td>12,721,516</td>
<td>13,570,630</td>
<td>14,483,427</td>
<td>15,464,684</td>
</tr>
<tr>
<td>Food stability</td>
<td>124,572,275</td>
<td>133,882,608</td>
<td>143,891,216</td>
<td>154,650,470</td>
<td>166,216,668</td>
<td>178,650,330</td>
<td>192,016,518</td>
<td>206,385,169</td>
</tr>
<tr>
<td>Monitoring and evaluation</td>
<td>10,984,655</td>
<td>11,529,954</td>
<td>28,597,179</td>
<td>12,746,312</td>
<td>13,423,735</td>
<td>14,151,966</td>
<td>36,999,923</td>
<td>15,776,374</td>
</tr>
<tr>
<td>Crosscutting issues:</td>
<td>49,177,137</td>
<td>52,248,922</td>
<td>55,551,092</td>
<td>59,100,924</td>
<td>62,916,993</td>
<td>67,019,267</td>
<td>71,429,212</td>
<td>76,169,903</td>
</tr>
<tr>
<td>Gender</td>
<td>17,595,022</td>
<td>18,914,649</td>
<td>20,333,248</td>
<td>21,858,241</td>
<td>23,497,609</td>
<td>25,259,930</td>
<td>27,154,425</td>
<td>29,191,006</td>
</tr>
<tr>
<td>HIV/AIDS</td>
<td>15,101,580</td>
<td>15,917,699</td>
<td>16,795,026</td>
<td>17,738,153</td>
<td>18,752,014</td>
<td>19,841,915</td>
<td>21,013,559</td>
<td>22,273,076</td>
</tr>
<tr>
<td>Environment</td>
<td>16,480,535</td>
<td>17,416,575</td>
<td>18,422,818</td>
<td>19,504,530</td>
<td>20,667,369</td>
<td>21,917,422</td>
<td>23,261,229</td>
<td>24,705,821</td>
</tr>
<tr>
<td>Total</td>
<td>604,158,056</td>
<td>637,810,097</td>
<td>692,407,172</td>
<td>724,775,269</td>
<td>777,574,279</td>
<td>833,739,349</td>
<td>916,489,575</td>
<td>959,660,964</td>
</tr>
</tbody>
</table>

The most important expenses are those related to nutrition (39%), that is, to the vector of food use and utilization, because these are in large part execution activities; next are the activities related to promotion and availability of production (22%); third are the activities related to stability (21%), because it is expected that a food security stock, in the form of food and seeds, will be created. The remaining expenses concern the cross-cutting issues (gender, HIV/AIDS and the environment), institutional strengthening, access, monitoring and evaluation, and adjustment.

The budget is distributed among the most relevant sectors as shown in the diagram below:

Thus, more than half of the budget is earmarked for activities related to the use and utilization of food (MISAU), almost one third for the production and availability of food (MINAG) and one tenth for inter-ministerial coordination of FNS SETSAN). The MISAU budget involves more costs, because it generally
covers execution, while the MINAG budget is mostly for promotion activities. The SETSAN activities are basically institutional strengthening, and monitoring and evaluation.

Institutional strengthening comprises the investment in infrastructure and equipment during the first four years, and the SETSAN decentralization, which includes the organization of district focal points.

Monitoring and evaluation includes the 2010 and 2014 baseline studies, evaluated at 500 thousand dollars each, in addition to frequent field work to accompany the implementation of the APFNS and the FNSS II.

The budget allocation per sector is as follows:

<table>
<thead>
<tr>
<th>Sector</th>
<th>Budget Allocation (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>MISAU</td>
<td>41%</td>
</tr>
<tr>
<td>MINAG</td>
<td>31%</td>
</tr>
<tr>
<td>SETSAN</td>
<td>7%</td>
</tr>
<tr>
<td>OTHER</td>
<td>21%</td>
</tr>
</tbody>
</table>

The sectors with the largest expenditure on food and nutritional security are Health and Agriculture, with more than 70% of the overall budget. The sector with the largest expenditure is the MISAU with 41%, followed by the MINAG with 31%, the SETSAN with 7% and the remaining sectors with 21%.
Food Intake: refers to the ingestion and biological action of nutrients in the human body, which may be affected by diseases that inhibit the intake of nutrients or that increase the need for them, and by deficiencies in specific micronutrients, for instance Vitamin C is important for the intake of iron.

Household: The primary social unit. Involves a set of people who live together, share housing, monetary income and the production and consumption of food.

Food Basket: Group of basic food products representing the food habits of a population, with sufficient quantities to satisfy the basic needs in energy and recommended nutrients.

Setback: refers to the effects of disasters related to nature (e.g. droughts, floods, cyclones), economic conditions (e.g. an abrupt increase in the price of food or fuel) or health (e.g. prolonged, epidemic or endemic diseases) that affect the households’ capacity to physically and/or economically access adequate food.

Undernourishment: form of malnutrition with deficiencies in terms of calories, vitamins and minerals, accompanied by acute infections.

Acute Undernourishment: (low weight for height) indicates a “deficit” in muscular mass in comparison to the quantity expected in a child of the same height, and may either be the result of a failure to gain weight or of weight loss. It is usually caused by an infection or low food consumption, and its occurrence is temporary or seasonal. If food and nutritional conditions are re-established, acute undernourishment can be eliminated.

Chronic Undernourishment: (low height for age) means a delay in the growth of the skeleton. Chronic undernourishment defines a state of persistent food privation. It is caused by chronic or repeated infections or by a prolonged inadequate food consumption. It may be very common without necessarily turning into HUNGER.

Rural Exodus: refers to the movement of people and goods away from rural to urban areas, in the search for better living conditions.

Hunger: refers to the phenomenon where a large percentage of the population of a country or a region suffers from acute undernourishment accompanied by a pronounced increase in the mortality rate. Hunger negatively affects the performance of the metabolic functions of the human body (e.g. sharp reduction in the functioning of the immunological system, a halt in the growth or development of the body, etc.).

Livelihoods: refers to the combination of resources used and the activities necessary to ensure the basic needs for living.

Gender Equality and Equity: refers to the knowledge, diversity and difference in terms of sex, age group and food needs of each person in accordance with his/her state, attributing an equal value to, and recognizing the specific needs of, all. With respect to each person’s food needs, one may propose and implement FNS actions that meet collective needs but recognize differentiated needs.

Food Insecurity (FiS): this is a the situation in which people are unable to acquire sufficient food to satisfy their daily needs. There are two types of FiS: a) Chronic FiS, which refers to persistently insufficient consumption of food, also known as “Silent Hunger”, it is associated to the various factors of extreme poverty and may cause Kwashiorkor and Marasmus in children; b) Temporary FiS, which refers to a temporary lack of food so that required daily food quantities are not achieved.

Malnutrition: abnormal physiological condition caused by deficiencies, excesses, or the lack of equilibrium in energy, proteins and other nutrients, resulting from the interaction of an inadequate diet and infections, which translates into insufficient growth in children and into excessive morbidity and mortality in adults and children.
**Survival Mechanisms:** these are the means by which family households may maintain access to food/monetary income sources, after having been exposed to a risk.

**Micronutrients:** micronutrients’ deficiency is a term used to refer to diseases caused by an insufficiency in vitamins and minerals. The disorders caused by Vitamin A, iron and iodine deficiencies are the main forms of undernourishment caused by insufficient micronutrients in Mozambique. Undernourishment in micronutrients has a long term negative effect on health, learning abilities and on productivity, thereby constituting a major impediment to socio-economic development and contributing to the vicious circle of under development.

**Climate change:** refers to the change in climate directly or indirectly attributed to human activity, which changes the overall composition of the atmosphere and which in addition to the natural variability of the climate is observed over long periods of time.

**Nutrition:** refers to the way in which the body transforms and uses food in its relation to health and food habits, costumes and practices. The change in the nutritional state is generally known as malnutrition.

**Reduction of food consumption:** in order to face situations of food scarcity, one of the survival strategies used by the most vulnerable groups is to reduce the number of meals, which comes down to a reduction in the levels of food consumption.

**Strategic Seed and Food Reserves:** refers to the minimum seed and food reserves needed to face emergency situations and which may help the most vulnerable groups to deal with a temporary adverse food situation.

**Financial Reserve:** refers to a fund destined to help the most vulnerable groups in terms of financial support in emergency situations, and to overcome temporary adverse situations.

**Food and Nutritional Security (FNS):** refers to the right of all people to have at all times physical, economic and sustainable access to food that is adequate in terms of quantity and quality, and acceptable within the cultural context, with a view to satisfying food needs and preferences in order to lead a healthy and active life. Implicit in the concept are five dimensions: Production and Availability; Access; Use and Utilization; Adjustment; and Food Stability.

**Obesity:** form of malnutrition that manifests itself by above-average weight. It is the result of an excessive accumulation of certain nutrients, such as fats and sugars, in combination with a low level of physical exercise and a sedentary lifestyle, or it may be caused by socio-cultural or hereditary genetic factors.

**Civil Society Organizations:** consist of various formal and informal organizations that represent the interests of the various members of society. They include, for instance: associations, producers, grass roots organizations, trade unions and NGOs.

**Vulnerability:** Vulnerability is normally associated with the exposure to risks and it determines the susceptibility of people, a certain place or infrastructure, to a particular setback (natural disasters, epidemics, economic setbacks, conflicts).

**Vulnerability to Food and Nutritional Insecurity:** refers to the risks that individuals, families and/or communities are exposed to, threatening the access to and availability of food.
ANNEX 2 – DESCRIPTION OF LIVELIHOOD GROUPS

GROUP 1

HOUSEHOLDS AT DEFICIENT SUBSISTENCE LEVEL AND WITH LOW INCOME
Households that basically depend on informal work, complemented by limited subsistence agriculture

General characteristics

The households from Group 1 are distinguished by their singular production and work patterns: having very limited access to productive capital (e.g. land and animals), these households basically make a living by means of informal work (ganho ganho). Almost all households (95%) of this group stated that ganho ganho is their main income source. Thus, their main economic asset is in fact the family labour. The main food and income source for their proper sustenance are the informal markets, with a small contribution from their own agricultural production.

Group 1 represents about 8% of the Mozambican rural population. The largest concentrations of households from Group 1 are to be found in the northern provinces of Nampula (20-30%), Zambézia (10-20%), Tete (10-20%), and in the south of the country, the province of Inhambane (10-20%).

Subsistence capital

The households from Group 1 have an average access to land in high lying areas (58% has more than 0.25 hectares of land in high lying areas). However, they have less access to productive land in low lying areas – only one quarter of the households stated to have access to land in these areas. Owing to the poor quality of the soil and the small dimensions of the machambas, the households from Group 1 have the lowest agricultural production of all livelihoods. They use their small plots mainly to produce basic foods (especially maize) for proper consumption. The degree of crop diversification is the lowest of all groups. Even under normal conditions, the members of this group face difficulties in having access to the inputs needed for agricultural production. Less than half (43%) of the households stated to have seed reserves for the next sowing campaign.

The average ownership of productive assets by Group 1 is the lowest in the country, slightly above two thirds of the national average (4.13 versus 6.14 units). In terms of animal husbandry, the households from Group 1 own the least animals (cattle, small animals and poultry). Only 6% of the households from Group 1 own at least 10 chicken, 3% own at least small animals (goats, sheep and pigs) and another 3% own at least one head of cattle.

Normally these households work against payment in kind. More specifically, more than 40% of the households sold their labour in exchange for payment in kind during the 12 preceding months – more than double the national average.

Contrary to the households from Group 7, who complement their low production of food crops with formal work and trade, or to the households from Group 8, who balance low food crops production by growing cash crops and by other economic activities, the households from Group 1 do not have lucrative economic options. This lack of options is reflected in the low degree of income diversification.

Taking all five forms of capital together, the households from Group 1 are considered to have a low level of well-being. The other group showing similar results is Group 9, consisting of the households at a strongly deficient subsistence level.

Food security and diet
The households from Group 1 show a more than average vulnerability to chronic FNiS. It is estimated that more than 60% of the households in Group 1 are highly or very highly vulnerable to chronic FNiS. The households from this group manage to ensure less than four months of proper cereals production per year, a very low self-sufficiency rate for Mozambique. More than half of the households from Group 1 state that their harvest accounts for less than three months of consumption. The low production of the households implies that more than half of the consumed basic food products, such as maize and cassava, are bought or acquired by means of exchange. Food aid counts for more than 10% of the consumed maize. As a result of this consumption pattern, the households from Group 1 are characterized by having a highly inappropriate diet (based on the diet diversity score).

Strongly dependent on work, Group 1 faces a particular difficulty in recuperating from setbacks related to illness. More than half (56%) of the households reported that the main setbacks are related to illness or death of a family member. Group 1 shows the second lowest capacity to recuperate from setbacks registered in the last 12 months: less than 40% of the households partly recuperated from the setbacks they encountered.
GROUP 2

**HOUSEHOLDS WITH MEDIUM AND HIGHLY DIVERSIFIED PRODUCTION**

Households engaged in subsistence agriculture, combining their average production of food crops for proper consumption with the production of cash crops, informal work and trade.

**General characteristics**

Group 2 consists of households who combine a high level of self-sufficiency in agricultural production with a highly diversified set of economic strategies. In addition to their ability to supply most of the cereals they need, the households from Group 2 grow cash crops and engage in other economic activities, such as informal work and trade. This economic diversification is an important source for their resilience when dealing with setbacks and when facing fluctuations in food consumption. Group 2, which represents 12% of Mozambique’s rural population, is much more dispersed than Group 1. The largest concentrations of households from Group 2 are to be found in the northern provinces of Zambézia, Nampula and Cabo Delgado.

**Subsistence capital**

The machambas belonging to the households from Group 2 tend to be concentrated in high lying areas. Almost three quarters (70%) of the households own plots of less than 0.25 hectares in high lying areas and 31% own more than 0.25 hectares in low lying areas also. The production pattern, characterized by diversified production with a multitude of food and cash crops (e.g. maize, rice, millet, small groundnut and cow pea), allows to better bear risks and reduces the real effects some disaster may have on access to food and income. Almost two thirds (63%) of the households stated that they expect to arrange seeds for the next sowing season.

The most important observation concerning Group 2 is the high level of economic diversification of the households. More than 90% of the households from Group 2 reportedly have more than one income source. The life strategy not emphasized by Group 2 is animal husbandry. Households tend to own small ruminants, but owning cattle is not common. It is estimated than 20% of the households own at least 10 chicken, 11% own at least 5 small animals and 8% own at least one head of cattle.

In short, the households from Group 2 are identified as enjoying an average well-being.

**Food security and diet**

As far as vulnerability to chronic FNiS is concerned, the picture of Group 2 is better than that of Group 1. It is estimated that one fifth (20%) of the households from Group 2 are highly or very highly vulnerable to chronic FNiS. On their plots, these households grow only about half of their needs in terms of cereal consumption.

From the nine livelihood groups in Mozambique, Group 2 reported the lowest ratio of food expenditure relative to total expenditure, which clearly shows that owing to their reasonable agricultural production levels and the high access to income, they manage to save most of their income for non-food expenditure.
GROUP 3

SELF-SUFFICIENT HOUSEHOLDS
Households engaged in subsistence agriculture dedicated to the production of food for proper consumption and selling

General characteristics

The households from Group 3 may better fit the popular stereotype of the Mozambican rural agricultural household: they concentrate on growing basic food crops for proper consumption (especially maize and millet) and therefore are almost self-sufficient.

Geographically, Group 3, the second largest group representing approximately 16% of Mozambique’s rural population, tends to be spread throughout the country. However, it is most concentrated in the provinces of Zambézia, Nampula, Cabo Delgado and Sofala.

Subsistence capital

The households from Group 3 tend to cultivate land in high lying areas: approximately two thirds (72%) own at least 0.25 hectares in high lying areas and one quarter (25%) own at least 0.25 hectares in low lying areas. They are almost exclusively engaged in producing food crops for proper consumption; once their needs are met they sell surpluses. Household production in absolute terms in relatively high relative to Mozambican standards. Non-agricultural activities do not figure as an important food or income source for these households.

Animal ownership is low: on fifth (19%) of the households own at least 10 chicken, 8% own at least 5 small animals and 3% own at least one cow. Because of this general subsistence profile, it is a family economy with little money, characterized by a low income diversification.

Food security and diet

About 90% of basic food products for consumption of Group 3 households are from own production. However, this does not mean that they are not vulnerable to chronic FNiS. Although some diversification is evident in agricultural practices (apart from maize and millet, the households reportedly grow six other crops on average), diversification in non-agricultural activities is not notable, which makes the households vulnerable to disasters that affect agricultural production in bad years, such as drought.

While the households from Group 3 are not extremely vulnerable to chronic FNiS, they are above the average level for rural Mozambique. Half of the households are highly or very highly vulnerable to chronic FNiS.

Expenditure on food is very low in absolute terms, given the small proportion of consumption not covered by the households’ own production. Nevertheless, because of the low flow of money in the households of Group 3, and the very limited income from selling surpluses of food crops, the percentage of expenses on food is estimated to approach the national average of about 50%.
GROUP 4

HOUSEHOLDS WITH LOW PRODUCTION
Subsistence farmers combining a low production of food and cash crops with informal work, fishery, animal husbandry and remittances

General characteristics
Similarly to Group 2, households from Group 4 complement the production of food crops and (at a much lower level) of cash crops with an array of non-agricultural income generating activities. The baseline study identified four main differences between Groups 2 and 4: (i) on average, Group 4 shows lower levels of household production (20%); (ii) much lower levels of economic diversification; (iii) access to land in low lying areas; and (iv) more dependence, either in buying food, either in food aid, than the households from Group 2.

Group 4 represents an estimated 11% of the Mozambican rural population. In terms of geographical distribution, Group 4 is well spread throughout the country, with major concentrations in the provinces of Nampula (20-30%), Cabo Delgado and Inhambane (10-20% each).

Subsistence capital
The households from Group 4 tend to grow land in high lying areas. An estimated 69% of the households own at least 0.25 hectares in high lying areas. Only about one quarter (24%) of the households own at least 0.25 hectares in low lying areas: in fact almost two thirds (64%) do not own land in low lying areas (as against 50% for Group 2).

It is expected that in the year of the baseline study, cereals production will last less than five months. The households from Group 4 produce both food crops and cash crops. In accordance with their low production levels, only half of this Group states to have seeds for the next campaign (as against 63% from Group 2).

In addition to selling cash crops, the households from Group 4 gain an income from fishery, informal work, trade or remittances (but normally only from one of these sources). About 15% of the households from Group 4 have their income through remittances. Animal husbandry is more important in the economy of these households, with 14% of the households stating to own at least 10 chicken, 10% own at least 5 small animals and 7% at least one head of cattle.

Food security and diet
The households from Group 4 show an over average vulnerability to chronic FNiS. In fact, humanitarian assistance was reported as ensuring 5-10% of maize consumption. In addition, the households of Group 4 have to compensate their reduced production through acquiring at least one third of the basic food products they consume on the market.
GROUP 5

**HOUSEHOLDS WITH LARGE PRODUCTION OF FOOD CROPS, ECONOMICALLY HIGHLY DIVERSIFIED**

Households engaged in subsistence agriculture combining a large production of food crops for consumption and selling, complemented by animal husbandry and non-agricultural activities

**General characteristics**

Group 5 consists of the households with high production. Similarly to Group 3, the households from Group 5 engage in production and selling of food crops and cash crops. Group 5 represents 28% of the entire rural population of Mozambique and is spread over almost all provinces, with a major concentration in the provinces of Zambézia and Nampula (20%-30% each).

**Subsistence capital**

The Group is more or less diversified in terms of access to land, more than two thirds (69%) own at least 0,25 hectares of land in high lying areas and more than one quarter (29%) own at least 0,25 hectares in low lying areas. These households basically grow food crops, vegetables and greens. Average agricultural production is good and they occupy the second place in production, after the households from Group 3.

The households state that on average the reserves of their harvests last a little over five months. An estimated 56% of this Group reported to have seeds for the next campaign. About one quarter (24%) of the households own at least 10 chicken, 14% own at least 5 small animals and 8% at least one head of cattle.

Just like Group 2, the households from Group 5 show a high level of economic diversification. More than 90% of the households stated to have more than one income source. The households from Group 5 reported many economic activities, with the most common being the selling of cash crops and informal work (ganho-ganho).

In short, Group 5 has an average level of well-being. This is probably explained in simple terms by the good agricultural production complemented by a diversified economic base.

**Food security and diet**

About one quarter of the households are highly or very highly vulnerable to chronic FNiS.

The members of this Group tend to sell their produce; consequently they depend both on their own production and on buying for their food. The proportion of total expenditure on food equals the average for the rural areas in Mozambique (about 50%).
GROUP 6

HOUSEHOLDS WITH LARGE PRODUCTION OF FOOD CROPS AND WITH INCOMES

Households engaged in large-scale agriculture, in general self-sufficient in terms of food crops and having additional income from the selling of cash crops

General characteristics

Group 6 is characterized by a small number of producers of cash crops. The most distinct characteristic of the households from Group 6 is the cultivation of relatively large plots of land, generally in low-lying areas. Group 6 represents approximately 1% of Mozambique’s rural population. The group is geographically well spread, with major concentrations in the provinces of Tete (80%), Cabo Delgado and Niassa.

Subsistence capital

In terms of access to land, the households from Group 6 are extraordinary. Almost half (46%) of the households own at least 0.25 hectares of land in high lying areas while more than half (57%) own at least 0.25 hectares of land in low lying areas.

Only a little over one quarter (27%) of the households from this group do not own a plot of land in low lying areas. The group also owns the largest plots of land of all groups in both high lying and low lying areas.

Basic food production is highest and essentially used for own consumption. This increases the number of months during which the members of this group feel confident when it comes to their self-sustenance: more than seven, the longest period of any of the groups. The production system is characterized by a low diversification in crops.

Contrary to the optimism with respect to self-reliance in terms of food, this group seems to be unable to maintain sufficient seed reserves. However, this seems to be in accordance with the profile of cash crop producers, who normally depend on traders for the supply of agricultural inputs as well as for the selling of their products. In terms of animal husbandry, this Group owns on average most small ruminants. It shows the second highest level of animal ownership of all nine groups. They show an average level of well-being.

Food security and diet

Up to 90% of the maize consumed in the household is from own production. In terms of food sources, this group reports a combination of consumption of basic products from own production and from products bought that they do not produce themselves. As a consequence of the strong dependence on cash crop production, the proportion of food products in the total of household expenditure is high.

About one quarter of the households is highly or very highly vulnerable to chronic food insecurity.
GROUP 7

HOUSEHOLDS WITH FORMAL EMPLOYMENT AND TRADERS

Semi-urban households strongly dependent on trade and informal jobs

General characteristics

Group 7 represents households that own their living through formal work and/or trade. It is not surprising that the households from this group live in the semi-urban areas. That being the case, the analysis of the subsistence capital in this study, being oriented towards goods of economic value in a rural, agricultural economy, is unable to reflect in a precise way the level of subsistence security in this group.

Group 7 represents approximately 6% of the total population. The group is present throughout the country, with major concentrations in the provinces of Maputo, Gaza and Inhambane.

Subsistence capital

As can be expected from a semi-urban population engaged in formal work, the proportion of heads of households with a basic school level (able to read and write) is significantly higher in Group 7 than in the other groups. More than four fifths of the heads of households attended school. It is equally observed that an over-average percentage of the heads of households from Group 7 are under 18 years of age.

Land ownership in this group is low: less than half (46%) of the households own at least 0.25 hectares of land in high lying areas and only 16% own at least 0.25 hectares of land in low lying areas. Similarly animal ownership is insignificant. A mere 12% of the households from Group 7 own at least 10 chicken, 6% own at least five small animals and only 5% own at least one head of cattle.

Food security and diet

Food consumption patterns reveal this semi-urban focus. More food for consumption is obtained through buying than through own production. Less than half (44%) of the consumed maize is from own production.

Since the absolute income level of the households is much higher than in the other groups (the level of expenditure in absolute terms occupies the second place, after Group 8), the ratio of expenditure on food in relation to total expenditure is reduced. Thus, the observation that the proportion of expenditure on food is low may be misleading, and reflects a high total expenditure rather than a low expenditure on food; in fact the members of this Group are highly dependent on the market when it comes to access to food.
GROUP 8

HOUSEHOLDS WITH LARGE PRODUCTION THAT ARE ECONOMICALLY STABLE
Households engaged in large-scale agriculture, focusing on the production either of food crops or of cash crops, non-agricultural activities and animal husbandry

General characteristics

Group 8 consists of households involved in large scale agriculture with high returns, who also engage in a series of other income generating activities, including animal husbandry. Group 8 represents 11% of the rural population of Mozambique. This group is present throughout the country, with major concentrations in the provinces of Zambézia, Gaza and Sofala.

Subsistence capital

Access to land by the farmers from Group 8 is good: more than half (57%) of the households reportedly own at least 0.25 hectares of land in high lying areas while 29% state to own at least 0.25 hectares in low lying areas – only 41% of the households state not to own any land in low lying areas. Less than 60% of the households states to have seeds for the next agricultural campaign, but it must be assumed that they will buy some of their seeds.

In addition to land, Group 8 owns the most production means of all. Animal husbandry (oxen and small ruminants) was reported as playing an important role in the economy of the Group 8 households, which shows the highest proportion of households having oxen. More than one quarter (27%) of the households own at least 10 chicken, 15% own at least five small animals and 13% own at least one head of cattle.

In addition to agriculture and animal husbandry, this group has an exceptionally diversified economic base, including non-agricultural activities, informal work and trade. More than 90% of the households reportedly have more than one income source. In sum, they show the highest level of well-being of all livelihood groups.

Food security and diet

Contrary to Group 3, the households from Group 8 do not concentrate their agricultural production on proper consumption, and therefore reported the least months of being able to rely on their latest harvest. Given the high level of total income and the highest ratio of food expenditure in relation to total expenditure, it may be concluded that Group 8 prefers to spend family income on buying non-basic food products, thus diversifying its diet. The relevance of agricultural production for self-sustenance is limited and this group reports both the smallest number of months of self-reliance and the highest ratio of food expenditure in relation to other expenses.
GROUP 9

HOUSEHOLDS AT STRONGLY DEFICIENT SUBSISTENCE LEVEL
Households permanently “living on the edge of subsistence”

General characteristics

Group 9 comprises the vulnerable layer of low income and economically marginal households. This Group, representing 6% of Mozambique’s rural population is to be found throughout the country. However, major concentrations are to be found in the provinces of Cabo Delgado, Nampula and Inhambane.

Subsistence capital

In general, Group 9 is characterized by poor access to all types of resources. One cause of its vulnerability is to be found in the demographic characteristics of the group: it shows the highest dependency rate, the highest proportion of female headed households (over 40%) and many households headed by elderly people (almost 25%). Only one third of the heads of households stated to be able to read and write, and more than half (60%) never attended school. Notably, the households from Group 9 invoked two reasons for not attending school as frequently as other groups: the high cost of education and the need to care for their families.

Group 9 basically depends on the monoculture of basic food products, with maize being the most common crop for proper family consumption. Access to machambas in low lying areas is minimal. Members of the households from this group had low expectations concerning access to seeds for the next campaign: slightly over one third. Animal husbandry is limited to breeding small animals and chicken.

The households from Group 9 report a very low level of diversification of family income sources (less than 5% of the households stated to have more than one source of family income). In general, human resources within the household are very limited and this strongly restricts the volume of the income obtained. Overall, similar to Group 1, they show the lowest level of well-being.

Food security and diet

Despite the reported poor access to resources, this group manages to produce good part of the food it consumes: approximately 70% of the maize consumed is from own production, and the households from this group expect to be able to live four months from their latest harvest. However, this distribution does not suffice to ensure resistance to common setbacks: 70% of the Group 9 households show a high or very high vulnerability to chronic food insecurity.