

**Support to the Coordination Structure for Food Security
Information System Activities of the SETSAN**

(UTF/MOZ/071/MOZ)

Tripartite Evaluation Mission

Final Report

November 2006

Table of Contents

1	Introduction	1
2	Background and Context	2
3	Assessment of Project Objectives and Design	3
3.A	Justification	3
3.B	Objectives	4
3.C	Project Design	4
4	Assessment of Project Implementation, Efficiency and Management	5
4.A	Project Budget and Expenditure	5
4.B	Activities and Outputs	7
4.B.1	<i>An institutionally sustainable co-ordinating structure for networking and collaboration of partner agencies in food security information systems development and implementation.</i>	7
4.B.2	<i>Human Capacity in food security</i>	11
4.B.3	<i>A national FIVIMS network is established</i>	12
4.C	Government Support	13
4.D	Project Management	14
4.E	Technical and Operational Backstopping	15
5	Assessment of Results and Effectiveness	15
5.A	Effects and Impact	15
5.B	Sustainability	17
5.B.1	<i>The institutional position of SETSAN</i>	17
5.B.2	<i>Management issues</i>	18
5.B.3	<i>Financial issues</i>	18
5.C	Gender Equity in Project Implementation and Results	19
5.D	Cost-effectiveness	20
5.E	Major factors affecting project results	20
6	Conclusions and Recommendations	20
6.A	Conclusions	20
6.B	Recommendations	22
7	Lessons Learned	27
	Annex I Terms of Reference for the Evaluation Mission	1
	Annex II List of MOZ/UTF/071/MOZ training events and reports	1
	Annex III Cost structure of SETSAN	1
	Annex IV Administration Support Consultancy - Terms of Reference	1

Abbreviations

APO	Associate Professional Officer
BH	Budget Holder
CNCS	Conselho Nacional de Combate ao SIDA (National Council for the fight to HIV/AIDS)
CTA	Chief Technical Advisor
DDA	District Department of Agriculture
DINA	Direcção Nacional da Agricultura (National Directorate of Agriculture)
DNSA	Direcção Nacional dos Serviços Agrários (National Directorate of Agricultural Services)
DPA	Director Provincial da Agricultura
EC	European Commission
ESAF	FAO Agricultural and Development Economics Division/ Food Security and Agricultural Projects Analysis Service
ESAN	Estratégia de Segurança Alimentaria e Nutricional (Food Security and Nutrition Strategy)
EW	Early Warning
FAOR	FAO Representation
FEWS-NET	Food and Early Warning System Network
FIVIMS	Food Insecurity and Vulnerability Information Mapping System
FNPP	FAO-Netherlands Partnership Programme
FNS	Food and Nutrition Security
FP	Focal Point
FSIS	Food Security and Information System
GAN	Grupo Genero, Agricultura e Nutrição (Working Group on Gender, Agriculture and Nutrition)
GAPSAN	Grupo de Aviso Prévio para a Segurança Alimentar e Nutricional (Food Security and Nutrition Early Warning Working Group)
GCP	Government Cooperative Programme
GoM	Government of the Republic of Mozambique
GTZ	Gesellschaft fur Zusammen Arbeitung (German Agency for Technical Cooperation)
HQ	FAO Headquarters
INAS	Instituto Nacional da Acção Social (National Welfare Institute)
INIA	Instituto Nacional de Investigação Agraria (National Institute for Agricultural Research)
INGC	Instituto Nacional de Gestão das Calamidades (National Institute for Disaster Management)
LTU	Lead Technical Unit
MIC	Ministério da Industria e Comércio (Ministry of Industry and Trade)
MoA	Ministry of Agriculture
MoE	Ministry of Education
MoH	Ministry of Health
MPD	Ministry of Planning and Development
Mtn	New Meticaís, national Mozambique currency circulating since July 2006
NTE	Not to be Exceeded (date)

OVC	Orphans and Vulnerable Children
PARPA	Plano de Acção para a Redução da Pobreza Absoluta (Plan of Action for the Reduction of Absolute Poverty/PRSP)
PASAN	Plano de Acção para a SAN (Province Plan of Action for FNS)
ProDoc	Project Document
SADC-FARN	
VAC	Southern African Development Community-Food, Agriculture and Natural Resources, Regional Vulnerability Assessment Committee
SANHA	Grupo de Segurança Alimentar e Nutricional e HIV/SIDA (Food Security and Nutrition and HIV/AIDS Working Group)
SETSAN-C	Secretaria Técnica para a Segurança Alimentaria e Nutricional, nivel central (Technical Secretariat for Food and Nutrition Security, central level)
SETSAN-P	Secretaria Técnica para a Segurança Alimentaria e Nutricional, nivel provincial (Technical Secretariat for Food and Nutrition Security, Province level)
SIMA	Serviço de Informação sobre Mercados Agrícolas (Agricultural Markets Information System)
TA	Technical Assistance/Technical Assistant
TCAP	FAO service managing direct relations with donors
TCP	Technical Co-operation Programme of FAO
TE	Tripartite Evaluation
TIA	Trabalho de Inquerito Agrícola (Annual agricultural survey)
ToR	Terms of Reference
ToT	Training of Trainers
TPM	Tripartite Review Meeting
UCEA	Grupo de Avaliação da Campanha Agrícola, Emergência para a Agricultura (Agriculture Emergency Coordination Unit)
UNDP	United Nations Development Programme
UNICEF	United Nations Children Fund
USAID	United States Agency for International Development
UTF	Unilateral Trust Fund
VAC/GAV	Vulnerability Assessment Committee/Grupo de Análise da Vulnerabilidade
WFP	World Food Programme
WG	Working Group

Executive Summary

Overall view

1. The Tripartite Evaluation (TE) of project “Support to the Co-ordinating Structure for Food Security Information System Activities of the Food Security and Nutrition Technical Secretariat (SETSAN), UTF/MOZ/071/MOZ” (referred to as UTF) was to “conduct an evaluation of the SETSAN and contribution of UTF project activities and achievements to date”, to provide guidance to all parties involved about next steps to be taken. The members of the TE team were: Mr Jacinto Da Graça, representing the Government of Mozambique; Mr Gabriele Muzio, representing the donor; and Ms Tullia Aiazzi, representing FAO and team leader.

Main findings and conclusions

2. The range and quality of activities and their results as per the analysis done by the TE, provide strong evidence that the UTF contributed to SETSAN visibility and technical capacity. The comparison between the contribution of the UTF vis-à-vis other partners’, would have required another type of mandate and scope of analysis. Nevertheless, in spite of some acknowledged weaknesses in terms of outputs, the TE was convinced that the UTF has attained its objectives to a large extent, thanks in particular to the commitment and competence of its staff.
3. The ProDoc was very ambitious, challenges were many and a number of constraints and problems had been identified to be addressed. Looking at them and at what are the critical issues still pending, may contribute to tackle them better by all parties involved in the future.
 - a. *Insufficient human capital to keep the information cycle running efficiently, especially at provincial and mostly at district level:* in spite of considerable efforts and investments in training and capacity building the problem persists both within SETSAN and outside. The TE is aware that drainage of competent human resources from GoM’s organisations is a much wider problem than SETSAN and the UTF, to the point that this issue is being currently referred to as a “human resources crisis”. However, it is also known that if an institution has less human resources available than the critical mass required to perform its mandate, its survival is at stake. If there is agreement at high level that SETSAN’s role and mandate are useful, as the TE considers, coherent action should be taken to make available to it the necessary human and financial resources, be it from GoM or other sources of funding. Piecemeal efforts to keep it going at a sub-optimal level are likely to be eventually a waste of resources.
 - b. *Individual, collective and institutional users outside of the government sector do not have adequate access to information for decision making; especially disadvantaged are the vulnerable population groups, small food- and cash crops producers, organised groups of farmers (peasant associations) and local decision-making structures:* SETSAN’s activities have certainly contributed to make more information available to different institutional stakeholders at central level, including NGO’s, multilateral and bilateral donors. At local level and as far as the “especially disadvantaged... vulnerable population groups... and local decision-making structures” are concerned, important efforts are still necessary to reach any visible improvement. Positive signs stem from action at district-level, and there are good grounds to believe that district administrations will be a key element of the information production and feedback use loop and may play an effective role in tackling the multi-layered issue of FNS at their level. However, moving from theory to action would require material resources not yet

- available.
- c. *Poor knowledge of agricultural producers' practices and needs, making assistance programming a difficult task*: the most instrumental step towards tackling this problem was the baseline survey on going at the time of the TE. Its usefulness still has to be proved however, and it will depend partly on SETSAN's capacity to play a leading role in the analysis of data and policy information process.
 - d. *Concentration of resources, decision-making and training opportunities at central level do not allow the development of information systems and its human resource requirements at provincial and district levels*: huge progress was made on this, although work is on going and will still require important resources. One of the challenges will be to go beyond the Province and reach out districts and communities, and support them to become true subjects of analysis, decision-making and action. But for this to happen, a more functional and truly decentralised support structure in public administration and finance needs to be in place. Again, SETSAN on its own will not be able to advance on this, unless strong political support continues toward decentralization.
 - e. *Inter-institutional networking and inter-sectoral collaboration is not well practiced among FSIS institutions, producing a duplication of activities, information gaps, inadequate warning of impending disasters, and an incomplete analysis, making it difficult to have a comprehensive assessment of the food security situation*: the TE considers that the main obstacle to overcome this weakness is of a political and institutional nature. So far the institutional/hierarchical location of SETSAN was not conducive for it to assume a stronger leading role on it, thus undermining efforts by both UTF and SETSAN itself. Nevertheless, the political decisions to where locate SETSAN and to increase coordination and synergies among GoM organisations are not within SETSAN's scope of decision.
 - f. *Demand for methodological improvements and expansion of the FSIS components in Mozambique is not appropriately addressed; new methods and techniques promoted through the global FIVIMS Initiative need to be incorporated at national level*: the UTF has not advanced as much as it should have done on this, in particular in harmonizing and streamlining different sources of FSN information within one single and commonly accepted national FSIS. Admittedly, this weakness was also due to the institutional position of SETSAN, as explained immediately above. The TE considers that all work carried out so far, greatly facilitated the task and opened up the path to solve this issue substantively in the medium term. A wealth of information will soon become available also as a result of the baseline household sample survey. The challenge remains to develop proper analytical tools and a functional data retrieval and treatment system to make it possible to optimise the use of this wealth of information. SETSAN will have to keep links and communication as open as possible with the Global FIVIMS Initiative, to learn from experiences and good practices elsewhere, according to needs.
4. In conclusion, SETSAN represents the sole co-ordinating body mandated within GoM to deal with Food Security and Nutrition issues in a holistic way. The TE is well aware that GoM's commitment to FNS was considerably enhanced in all the national strategy documents issued in recent years. However, the TE team would like to underline once more that its findings indicate a lack of true, practical and material commitment to this Secretariat by the Government taken as a whole. This situation risks jeopardizing heavily the effectiveness, usefulness and sustainability of SETSAN.
 5. The TE considers that unless this situation changes and clear directives are issued to all relevant stakeholders both at central and provincial level, there is little possibility for

SETSAN to represent a viable, efficient and lasting agent in national development. This commitment has to start with very tangible acts such as the allocation of actually disbursed and secure financial resources, the placement of adequate personnel and the spreading of the economic burdens and workload amongst the different relevant Ministries and national agencies. SETSAN still has to prove better its worth, but without clear political will, it cannot go far.

Main Recommendations

6. Recommendations were addressed to each stakeholder. Here below, only major ones are listed. The full list is presented in Chapter 6.B.

To the Ministry of Agriculture and to the Government of Mozambique

7. In order to enhance SETSAN scope of action, and allow it to fulfil better its mandate, the TE recommends the following:
- a. in the immediate future, possibly by the end of 2006, SETSAN should be placed at a high and visible level within MoA: the most appropriate position is attached directly to the Minister's cabinet, with its full title Secretariado Técnico para a Segurança Alimentar e Nutricional;
 - b. the position of SETSAN Co-ordinator should be merged with that of Executive Secretary, to allow the SETSAN fuller autonomy of relation with other GoM organisations, within the scope and mandate defined by the annual budget exercise (PAAO);
 - c. the initially foreseen rotating Presidency among different Ministries involved, should be implemented and their financial commitment to SETSAN should be clearly quantified, starting with the annual budget exercise 2008.
 - d. SETSAN needs to be able to make the necessary requests for disbursements, have control over the process, and Government needs to respond in a transparent and timely fashion to such requests according to its pre-determined funding commitments.
8. The TE team recommends that SETSAN structure at central level should include, beside the Executive Secretary/Coordinator, at least seven professionals and three support staff. Detailed ToRs will have to be prepared for all new posts and updated for existing posts. In Annex III, different budget projections were illustrated.
9. At the Provincial level, the TE recommends that SETSAN Focal Points should be given the title of Provincial FNS Co-ordinator, should be assigned full time to the task, and would be part of the Governor's cabinet technical staff. A detailed job description should also be prepared, with adequate delegation of authority to fulfil mandate.
10. The TE recommends to GoM and SETSAN that a high level debate should be organised with all GoM stakeholders about the most appropriate position of the Secretariat within the national organisational structure and about each organisation's strategic and operational involvement and commitment to the implementation of the Strategy. This step should possibly happen within the framework of the finalisation of ESAN II and its associated documents, i.e. ESAN Plan of Action and SETSAN Statute.

To the European Commission

11. The TE recommends to the EC to define precisely what type of support they are willing to offer SETSAN to operate in 2007 and possibly beyond, including the offer of US\$ 200,000 from the currency gains, if still valid, and the specific conditionality attached to

- this support. This decision is urgent since the withdrawal of the UTF support around June 2007 will close a major source of financing and could paralyse the structure.
12. The TE recommends that EC considers the possibility that its future disbursements under this additional funding for 2007 would take place according to the following:
 - the progress of activities outlined in SETSAN work plan, to be updated also thanks to a proposed TA as outlined below, and submitted to Government and Donor by 30/01/07; and
 - actually recorded disbursements by the Government out of its budgetary commitment to SETSAN.
 13. The TE further recommends that if the EC intends to secure continuation of specific activities in the area of FNS as presently carried out, planned and/or co-ordinated by SETSAN, it will need to arrive at a clear understanding with MoA over the longer-term implications of transferring all the future funding responsibilities to MoA.
 14. The TE recommends that an appropriate mechanism should be set up to monitor and backstop SETSAN on managerial, financial and technical issues during this period. One person should be appointed in common agreement between the EC and SETSAN, to provide backstopping on managerial and financial issues on a regular basis, at a distance through email and through quarterly one week full time sessions.

To SETSAN

15. SETSAN should update ToR for its existing staff and ToR for new posts, indicating required experience and competencies should be prepared for each position. Recruitment should be done accordingly. To the maximum possible extent, core staff should be on SETSAN payroll, through secondment from other GoM organisations or direct outsourcing.
16. SETSAN should make efforts to complement its core competencies with technical assistance provided by partner GoM organisation and others, providing them with office space and integrating them into SETSAN activity according to agreed terms of reference. The TE team also recommends that SETSAN explores actively the possibility to collaborate with students from Eduardo Mondlane University, recruited on temporary basis at a minimum cost as trainees and young professionals.
17. The TE team recommends that an analysis be made in the immediate future of the functions and role of the different working groups, and provides suggestions for each WG. A key issue would be to include into SETSAN budget, adequate running costs for all WGs and support accordingly WG Chairs in their task.
18. The TE recommends that unless major disruption in the next cropping season happen, VAC/GAV efforts for 2007 should be concentrated on analysis of the baseline survey, identification and implementation of case-studies on the causes of food insecurity and malnutrition for the different livelihood groups in the different areas of the country; diffusion of results for different users' groups; monitoring of areas most at risk. Results can then be used actively as inputs into the policy making process at national level, for those sectors involved.
19. The TE recommends that by the end of 2007, SETSAN designs and agrees with partners the Mozambique Food Security Information System, built on the FIVIMS model. This should integrate all relevant information systems in the country, harmonising in a cost-effective way and along an appropriate timeline, data collection and monitoring systems, for both "normal" and critical years and locations.

To the Project, including Budget Holder and Lead Technical Unit

20. The TE team acknowledges that the UTF NTE date will be established by matching recommended activities and budget availability; tentatively, UTF end is planned for June-July 2007. Within this time-line, the TE team recommends that UTF activities include the following:
- a. assist SETSAN's Coordinator in the formulation of a Strategic plan for SETSAN for the next two years: this could be done by the CTA or through a specific support, to be agreed by all parties concerned;
 - b. provide TA to SETSAN's Coordinator on management and budgeting: this could take the form of a two-three weeks mission of an expert to evaluate the internal needs of SETSAN, and building on the actual experience of the UTF, assist in formulating a detailed plan of priorities and activities for 2007/08. S/He will assist in the definition of recurrent and variable costs of SETSAN for the completion of its activities together with a full review of additional human resources to be inserted in the Secretariat as soon as possible with full job description. S/He will also assist in the review and if necessary reformulation of the job description of existing members of staff (ToR are attached in Annex IV).
 - c. full implementation of the planned training programme for SETSAN-P staff and District Administrator; finalisation of material at the end of the training round;
 - d. assistance to SETSAN in defining short to medium term training needs both at central and district/province level in 2007.
 - e. technical support to VAC/GAV through the CTA until end of January and through the LTU until UTF NTE date, in the analysis of the baseline survey results, including technical and financial support to the elaboration and implementation of one case-study stemming from the analysis;
 - f. assistance to SETSAN for the drafting of ToR for the additional technical assistance (short & medium length international consultancy/ies) required for the strengthening of SETSAN during 2007.

To FAO

21. The TE recommends to FIVIMS Initiative to include the results stemming from the Mozambique experience in its normative work at global level, including illustrating it through its web-site.

1 Introduction

22. The Tripartite Evaluation (TE) of project “Support to the Co-ordinating Structure for Food Security Information System Activities of the Food Security and Nutrition Technical Secretariat (SETSAN), UTF/MOZ/071/MOZ” (referred to as UTF) was to “*conduct an evaluation of the SETSAN and contribution of UTF project activities and achievements to date. As the project will be drawing to a close in 2007, the purpose of the evaluation will be to provide recommendations to all parties (Government, FAO and EC) on further steps necessary to consolidate progress and ensure achievement of objectives to the end of the project – as well as to guide the Government in its strategic longer term planning for the SETSAN*”¹. According to the standard FAO Evaluation Service guidelines, the evaluation would analyse as well the efficiency of project implementation, the efficacy, impact if any and sustainability of the results accomplished. Terms of Reference (ToR) were discussed with stakeholders and are attached in Annex I.
23. The double level of analysis indicated in the ToR, namely UTF and institution, required that the TE looked at overall achievements of SETSAN and at the actual contribution to those by the UTF. However, the impossibility for the TE to look in detail at other partners’ contributions to SETSAN² prevented the team to weight more accurately UTF specific contributions to SETSAN achievements and to assess more in detail the whole spectrum of SETSAN’s activities. Equally, the intrinsic nature of technical assistance blurs to some extent the line between project contribution and national institution autonomous outputs. Thus, the team apologies beforehand with all concerned, for any incorrect statement and/or conclusion it may have reached in this respect.
24. The European Commission (EC) requested an additional task to be given to the evaluation team, namely an analysis as detailed as possible, of the financial support SETSAN will need to perform its mandate and carry out activities planned for 2007 and 2008, during the last semester of UTF presence and afterward. The team could take in the extra task, through the extension of the consultancy contract for the EC representative in the team.
25. The members of the TE team were: Mr Jacinto Da Graça, representing the Government of Mozambique; Mr Gabriele Muzio, representing the donor; and Ms Tullia Aiazzi, representing FAO and team leader. The team as a whole provided all required competencies and experience to perform the task assigned.
26. The TE took place in the period 13-29 September 2006. It assembled in Maputo and held meetings with SETSAN and UTF staff, FAO Representation and a range of SETSAN partners and stakeholders. The team travelled to the provinces of Sofala, Gaza and Maputo, where it met with Provincial Government staff involved in SETSAN work. It also had the opportunity to meet with one District Administrator in Gaza Province. Further, the team analysed at length many documents produced by the UTF and by SETSAN. The team prepared a preliminary summary focusing on conclusions and recommendations, which was presented and discussed during the UTF Tripartite Meeting (TPM) on September 29 in Maputo. This final draft was prepared by the team upon return to respective headquarters and is circulated to all stakeholders for comments and suggestions, to be received at latest by November 6. The outcome of the two consultative moments will be considered and integrated into the final evaluation report,

¹ Terms of reference of the evaluation mission, Draft rev 4

² Only an evaluation of SETSAN as a whole, led by GoM and agreed with all contributing parties, could have analysed differential contributions to the institutional building of SETSAN

as appropriate.

27. The TE team notes that it could not hold meetings at the level requested, in particular at Province and District level. The team recognises that this does not depend on the SETSAN and UTF themselves, which made efforts to facilitate the team's work, and that the political season in the country may have played an important role in this. However, this obviously affected the quantity of information the team could collect directly, and raised the weight of secondary sources of information the team had to rely upon in drawing its conclusions.

2 Background and Context

28. In 1998, following the Government's commitment at the World Food Summit in 1996, the National Strategy for Food Security and Nutrition (ESAN) was launched, its main objective being to guarantee that all Mozambicans have continuous access to adequate food needed for a healthy and active life.
29. ESAN was approved in 1998 by the Council of Ministers. It established that the responsibility for its own monitoring would remain in the Ministry of Planning and Finance (MPF), where it had been located until then. However, the responsibility for coordinating the implementation of the FNS Plan of Action was to be transferred to the Ministry of Agriculture and Fisheries, soon to become Ministry of Agriculture and Rural Development (MADER)³.
30. ESAN also proposed a technical body, the Secretariado Técnico de Segurança Alimentar e Nutrição (SETSAN) with the role of technical secretariat of the Economic Council of the Council of Ministries for FNS matters, and with a membership including government and non-government actors⁴. Thus the Secretariat was integrated into MADER, where it was located in the Department of Early Warning under the National Directorate of Agriculture (DINA).
31. In 2005 the Rural Development component of MADER was moved to the newly structured and renamed Ministry of Planning and Development (MPD). This was responsible for the revision process of the Plano de Acção para a Redução da Pobreza Absoluta (PARPA/PRSP), and is the current home of the PARPA Secretariat.
32. MADER was renamed Ministry of Agriculture (MoA): the current mission statement of MoA is "to contribute to the national food security and reduction of absolute poverty, through promoting competitive agricultural production and developing agri-business to add value to production"⁵. This corresponds to GoM's objective for the agrarian sector. Food Security is also included in one of the criteria retained to define sub-sector priority. MoA also shares responsibility with Ministry of Industry and Commerce (MIC) in relation to agricultural trade, through the Information System on Agricultural Markets (SIMA). The most recent re-structuring of MoA (2006) placed the Department for Food Security within the National Directorate for Agrarian Services. Although this is intended to be MoA's contribution to FNS, and the hosting place of SETSAN, the name of the Secretariat as such does not appear in the Ministry's organigram. This

³ ESAN, 1998, Aspectos Institucionais

⁴ Ministry of Agriculture; Ministry of Health; Ministry of Industry, Trade and Tourism; Ministry of Foreign Affairs and Cooperation; Ministry of Plan and Finance; Ministry of Public Works and Habitat; Ministry for Coordination of Welfare; Ministry for Coordination of Environment; Ministry of State Administration; National Institute for Rural development; NGOs and international organizations working in food security; *ibid*.

⁵ Translation by the TE team

- could engender a degree of institutional uncertainty. Further, since MoA's last structural adjustments, the charge of SETSAN Executive Secretary is vacant.
33. Nutrition, the second pillar of FNS, is not part of MoA, being institutional responsibility of Ministry of Health (MoH). Equally, the national strive against HIV/AIDS, a key cross-cutting issue of relevance to FNS, is co-ordinated by the National Council for the Fight against HIV/AIDS (CNCS), which is hosted in the President's Cabinet.
 34. Since the Project was formulated, another major change in GoM policy with a direct and positive effect on its thrust, was the drive to decentralise development planning to province, district, sub-district (Administrative Post) and community level, this to be carried out through a participatory approach. Provincial Governments have to prepare their development strategies, adapting national guidelines from the central government to specific provincial and district circumstances and needs.
 35. During the same period, another major pertinent event was the formulation of Mozambique second Poverty Reduction Strategy Paper (PRSP), called Plano de Acção para o Combate à Pobreza Absoluta II (PARPA II), which integrated the Millennium Development Goals into its objectives.
 36. The UTF Project Document (ProDoc) was signed in July 2002, and implementation commenced in October of that year. The NTE date was set at September 2007.

3 Assessment of Project Objectives and Design

3.A Justification

37. FAO started contributing to basic crop forecasting and monitoring issues in Mozambique in the second half of the '80s, initially at national level, then at regional intervention, with funds provided by Denmark. As a follow-up to these, in 1995 FAO and EC launched GCPS/MOZ/049/EC, followed in 1998 by GCPS/MOZ/060/EC, Assistance to the National Early Warning System of Mozambique. Both projects were housed in MADER and focused on crop forecasting and monitoring, agro-meteorological monitoring, agricultural sample survey activities and yield estimation procedures.
38. In 1998, following a similar aimed Dutch-funded project, FAO and EC also launched GCPS/MOZ/061/EC, Support to Food Security Policy, housed initially in Ministry of Plan and Finance and then moved with SETSAN creation, into MADER/DINA. This focused on building analytical skills in the area of food security policy as well as on assisting GoM to consolidate and implement its multi-sectoral ESAN through the development of a national plan of action. The project came to an end in late 2000.
39. A third stream of FAO interventions was funded again by The Netherlands, located in MPF, MoH and MADER, first at regional (GCPS/RAF/284/NET, Development of a Regional Food Security and Nutrition Information System) and subsequently national level, GCP/MOZ/047/NET, "Consolidation of the Household Food Security and Nutrition Information Network for Policy Formulation and Development Planning in Mozambique". These contributed to the elaboration of nutrition profiles at district level; through the latter moreover, the Mozambique Vulnerability Assessment Committee (VAC/GAV) became operational.
40. Finally, FAO contributed to this process also with two TCPs, as bridging interventions between donors' funded projects.
41. In spite of this long and articulate support by the donor community to FNS issues in the

country, in which FAO had played a key technical assistance role, by 2001 the vitality and visibility of ESAN and SETSAN were very low. GoM's resources allocated to the implementation of the Strategy did not match the commitment required by ESAN. SETSAN was staffed with one MADER officer and had virtually no resources to implement any of the Strategy mandate. The Secretariat was supported by GTZ on policy issues since 2000, but this was not enough to lift it out of its institutional subordinate position. FEWS-NET was also involved in the production of Early Warning analysis, though apparently in a more isolated framework.

42. Thus, although no certainty is possible about what would have happened in a non-project situation, there are reasonable grounds to believe that without the UTF support, ESAN and SETSAN would no longer be in existence.

3.B Objectives

43. The UTF objectives reflected the donor's desire to focus more on information system, and complemented the GTZ-funded project focused on FNS policy. The purpose was to ensure that decision makers and resource managers were supplied with coherent, timely and multi-disciplinary information for prevention, impact reduction and quick response to vulnerable and food insecure population groups, both for temporary and chronic levels. Strong emphasis was given to capacity building, and in line with the objectives of the global FIVIMS Initiative, the project was to focus on developing technical capacity in multi-sectoral information systems management, including data collection, processing, analysis and dissemination of information.
44. The overall development objective of the UTF project was to achieve sustainable food security for the people of Mozambique in addressing concerns of both chronic and temporary food insecurity. The initiative would contribute to this overall objective in providing government officials, NGO's, the international development community, the private sector, as well as the food insecure and vulnerable population groups themselves with information for decision-making in emergency situations, and for policy formulation and development programming. Specific Objectives were defined as follows:
 - Objective 1: An institutionally sustainable co-ordinating structure for networking and collaboration of partner agencies in food security information systems development and implementation.
 - Objective 2: Mozambicans associated with the FSIS network are able to carry out food security information systems methods and related techniques through intensive training at all levels.
 - Objective 3: A national FIVIMS network is established based on a strong institutional support structure and following increased collaboration and networking among FSIS partner agencies.

3.C Project Design

45. The project formulation process was intended to be participatory and multi-sectoral. The ProDoc proposed an intervention focused on supporting a coordinating structure called Secretariado Nacional de Aviso Prévio (National Secretariat for Early Warning, SENCAP) within SETSAN, responsible for information system activities. This existed at the time of the UTF formulation and enjoyed support from the previous EC-funded FAO implemented project. However, GoM decided to revise SETSAN structure

- immediately after the approval of the UTF: SENCAP was abolished as such and replaced by a Permanent Unit for Coordination of Information Systems. SETSAN structure became thus lighter and simpler.
46. Although the change in SETSAN structure caused understandable uneasiness and difficulty to the team responsible for starting up the UTF, the core thrust of the initiative was not really affected. In the light of the problems faced by SETSAN at the time of the TE, it could be argued that a more strategic vision in the project formulation process could have set as a pre-condition, more institutional visibility for SETSAN from the very beginning. Admittedly a light reference is made to this aspect in the ProDoc, and it is difficult for the TE to say now whether the level of debate at the time of formulation would have allowed this to be raised more openly as a key issue for the UTF success.
 47. The ProDoc had also taken for granted the existence of six operational Working Groups (WG), although it acknowledged they required consolidation. Unfortunately, the UTF team was faced with the fact that only two WG were operational: this automatically curtailed dramatically the human resources SETSAN could draw upon to carry out its mandate, affecting overall sustainability of the intervention.
 48. Apparently a minor issue, the ProDoc did not make any provision for training and capacity building on managerial aspects: there is no doubt that although technical specific competence plays a major role, better management skills could have contributed to improve SETSAN performance and sustainability.
 49. Finally, eleven points were identified as risk factors. Three were not external risks and basically depended on the UTF performance; all others were related to GoM's commitment to support SETSAN to play its coordinating role. No specific mechanism was foreseen in the ProDoc to monitor and possibly tackle these. In practice, this role was taken up by the yearly Tripartite Meetings, but they were only partly successful in this task, as described later. At the time of writing, most of the listed risks are still real threats to SETSAN performance and sustainability and to FNS mainstreaming.
 50. The TE noted that the ProDoc did not give attention, not even among the eleven risks, to the quality of data and information provided to SETSAN by the different data-generating (or data-owner) organizations. Although previous projects had worked on this issue within the framework of Early Warning systems, it appears that there still existed wide room for improvement. Clearly, tackling this issue through the UTF would have required quite different approach and resources, and to some extent, the UTF investments in capacity building may have contributed to solve this partly. However, raising the issue within the UTF and SETSAN might have helped in leveraging additional resources from other partners for the purpose.

4 Assessment of Project Implementation, Efficiency and Management

4.A Project Budget and Expenditure

51. The UTF had an initial approved budget of US\$ 2,974,950 for 5 years. Two successive budget revisions between March 2004 and November 2005 redistributed approved resources between different lines of expenditure. Two later revisions in February and June 2006 introduced some redistribution and adjustments, but mainly incorporated additional funds stemming from currency gains realised on the US\$-Euro exchange rate, which allowed in early 2006 to increase the UTF budget to US\$ 3,424,952.
52. Two Addenda specified what activities had to be carried out with the additional funds:

- these were outside the UTF team's and SETSAN's responsibility, namely a needs assessment for food security and rural water management in Gaza and Inhambane, and the funding of a number of Inputs Trade Fairs as drought mitigation response activities. The budgetary expedient of adding funds to the UTF budget may have been justified by considerations of practicality, i.e. transaction costs of opening up new project codes to implement these activities. However, it looks like these transaction costs were simply relocated out of FAO Headquarters and the responsibility for managing completely different streams of activities within the single UTF budget was handed over to the project and to the FAO Representation in Mozambique, which has the role of project's Budget Holder's (BH). Although at this level records are kept appropriately, accurate tracking of budget and balance through FAO Data Warehouse has become a difficult, time-consuming task, to the detriment of transparency for all concerned.
53. Further currency exchange gains were produced, which could benefit directly SETSAN. The EC already committed in principle a minimum of US\$ 200,000 of these additional funds to support activities of SETSAN in 2007 and possibly beyond. Two conditions were attached to this additional disbursement:
- a. a clear commitment from GoM to allocate and disburse at least US\$ 100,000 to SETSAN in 2007;
 - b. the ability of SETSAN to produce a strategic plan for two years and a detailed work plan for 2007.
54. Excluding the two new components added in 2006, the UTF balance as of September 2006 was US\$ 461,000. The level of execution was roughly in line with what foreseen in Budget Revisions A and B, with some under-execution in 2006 by the time of the TE. This was due to some delays in the availability of funds due to the rather tortuous flows of funds between EC/Central Government/MoA/FAO. Incidentally, delays in the financial flow obliged the BH to freeze the UTF twice during its life (2005) because of lack of funds in the FAO project account. This however affected only minimally project pace of implementation.
55. The forecast made by the UTF staff in September indicated that of the remaining funds, US\$ 340,000 will be spent before end 2006, mostly to execute already planned and scheduled intensive training sessions at provincial/district level. It was later recognized that plans to complete all training by the end of the current year were too optimistic, also in consideration of political events in the country and festivities. It was thus agreed that the training programme will be completed by March 2007. In any case, once training costs are covered, a balance of US\$ 121,000 can still be expected, partly allocated and partly available for additional commitments in 2007.
56. The TE team noted that the largest reallocation of funds took place in Budget Revision A. The largest item was on account of "General Salaries" with an increase of 183%, or US\$ 109,505. This line of expenditure thus moved from representing 2% of the total project budget to 6%. Considering that this line included salaries of one secretary, of a driver and of a messenger, sums involved appeared exceedingly high. Detailed accounts revealed a monthly salary charge to the UTF of US\$ 3,200 for a secretary and of US\$ 1,600 for a driver⁶. These amounts seem disproportionate, in a country where a high level civil servant in SETSAN earns less than US\$ 500. Further, they represent an unnecessary, heavy drain of resources from the UTF. The TE was aware that this situation stemmed from the secondment to the UTF of FAO General Service staff

⁶ This includes provisions for UN pension fund, medical insurance, etc. The incumbent actually receive about 50% of these, which however is still quite high for Mozambique UN average salaries.

members, decided by FAO Personnel Units. Although the high increase of this budget line was obvious from BR A, FAO did not take any action subsequently to redress this budgetary overshoot.

57. Furthermore, the increase in the General Service staff costs was mainly performed to the main detriment of two budget lines, namely Training (- 41%) and travel (-19%). The TE considers that considering the thrust of the UTF, other solutions should have been identified to avoid affecting key budget lines.

4.B Activities and Outputs

58. In this chapter, the TE team analysed UTF activities and outputs it had the opportunity to assess directly, organized along specific objectives. A complete list of training events, works and publications is included in Annex II.

4.B.1 An institutionally sustainable co-ordinating structure for networking and collaboration of partner agencies in food security information systems development and implementation.

59. The first key effort contributing to building up identity and image for SETSAN was the early successful initiative, undertaken by the UTF in collaboration with FEWS-NET and GTZ, to find common headquarters for the Secretariat and the three supporting projects. This was possible thanks at least to two facts: first, the understanding and interest of INIA, the hosting institution, to contribute to the endeavour; second, the fortuity of three projects supporting the same institution, who shared vision and willingness to contribute to build something larger than the simple sum of the parties involved.
60. The UTF devoted its human resources full time, and some financial resources as well during the first year of activity, to both physical and institutional building of SETSAN:
- a 7 month long process was carried out with stakeholders, to revise, draft and finalize structure, mandate, terms of reference and logical framework for SETSAN at central level and its Working Groups; this included an assessment of stakeholders' perception of FNS;
 - promotion of annual joint work-plan exercise between SETSAN and its partners;
 - advocacy work at different levels to inform and sensitize about FNS concepts;
 - a Local Area Network (LAN) set up to link all partner projects and SETSAN.
61. Overall, this initial phase raised dramatically awareness and knowledge at national level about SETSAN and started giving it visibility. In the following years, a number of key activities were carried out by SETSAN with technical and financial support from the UTF. Among others:
- Evaluation of ESAN I and presentation of the output at a high-level UN supported SETSAN symposium on hunger and poverty held in September 2005;
 - Elaboration of 2005 Province Plans of Action for FNS (Plano de Acção para a Segurança Alimentar e Nutricional/PASAN) in Manica, Niassa and Tete Provinces;
 - Preparation of the National Case Study on FNS (Estudo de Caso sobre Segurança Alimentar e Nutricional no Processo de Desenvolvimento em Moçambique), requested by the UN Nutrition Standing Committee, to be presented at the 32nd Conference of the Committee in Brazil, March 2005;
 - Elaboration of a synthesis of the ESAN and Mozambican Case study within the publication "Combate a Pobreza Absoluta e Insegurança Alimentar e Malnutrição Como

- Meio de Garantir o Direito Humano à Alimentação Adequada”;
- Elaboration of the “Action Plan to mitigate 2005 drought effects”;
 - Carrying out a User Needs Assessment (2006).
 - Revision of ESAN I based on the evaluation (on-going at the time of the TE);
 - SETSAN communication strategy (not finalized yet)
62. All these outputs, combined with the presence of the UTF and of other projects which may have been for other partners a “guarantee” that internal backstopping was available, contributed to make SETSAN attractive to the point of being able to leverage resources in its own right. Examples were DFID funds for a case study on drought mitigation action in 2005; DFID/WFP funds for VAC/GAV, CARE funds for training of District Administrators; technical assistance to the Policy Permanent Unit funded by the FAO-Netherlands Partnership Programme (FNPP) for 18 months in the period 2006-07, IUCN, etc.
63. A positive note comes as well from the Southern African Region level: from the perspective of the SADC-FANR⁷ RVAC management, SETSAN was acknowledged to be a reference model for other countries in the region because of its wider-ranging thrust beyond vulnerability assessment and because of its efforts to decentralize functions and responsibilities. RVAC had been supporting SETSAN VAC/GAV through WFP for accounting reasons, based on agreed plans of work.
64. SETSAN was also appointed to be the national institution mandated for organising the Mozambique World Food Day. However, trust and visibility among non GoM partners did not seem to correspond to capacity to call in collaboration from some key GoM ministries. Admittedly, inter-ministerial co-ordination is a challenging task facing much resistance and obstacles. Authority, resources and competences are necessary to reach out at peer institutions, but SETSAN in its current organisational position, could not easily access them. On the other hand, SETSAN itself had some responsibility in this, in particular by not presenting appropriate outputs to different clients, by distributing these outputs on a limited scale and by lack of a more proactive attitude with partners, e.g. closer collaboration with different departments in MoA.
65. A key element of SETSAN structure inherited from the previous project and SENCAP, were the Working Groups. The TE considers this was an excellent system which would have allowed building upon existing competencies and knowledge in a wide range of organizations, while keeping SETSAN structure and role light, true to its co-ordination mandate.
66. SETSAN web-site indicated eleven WG: six under the oversight and co-ordination of the Information System Unit and five under the Policy Unit. In practice, only six seem to have ever been operational in different moments in time, namely VAC/GAV, GAPSAN (Early Warning and FNS), SANHA (HIV/AIDS and FNS), UCEA (Agriculture Emergency Coordination Unit), Planning and Budget, GAN (Gender, Agriculture and Nutrition).
67. At the time of the TE, only two seemed to be really active, VAC/GAV and SANHA. VAC/GAV was the most visible arm of SETSAN: it had existed for about ten years, thanks also to important funds provided on a regular and continuing basis from a range of partners⁸; vulnerability assessments are a key tool for planning both emergency and

⁷ Southern African Development Community-Food, Agriculture and Natural Resources, Regional Vulnerability Assessment Committee

⁸ Funds for yearly VA assessments and for the 2006 baseline survey were all provided through donors' contributions.

- development interventions; and the commitment of all members allowed attaining important results in harmonising methods, tools and information.
68. SANHA was also visible and known: its Chair was seconded part-time from the National Welfare Institute (Instituto Nacional da Acção Social) and it received funds from the National Council for the Fight to HIV/AIDS (Conselho Nacional de Combate ao SIDA, CNCS). Its first tangible product would be a manual on procedures for the selection of food-insecure HIV/AIDS affected people at grass-roots level, under finalization. Awareness raising was also part of its mandate. The Group was not solid yet as necessary, though it seemed to be on the right track.
 69. GAPSAN was active between 2004 and 2005, producing early warning information from a FNS perspective. Although it may have looked somewhat a duplication of FEWS-NET Bulletin, it was the product of close coordination efforts among different GoM organizations in the lead, namely MoA and Institute of Meteorology, with support from FEWS-NET and FAO. Hence, it was worth pursuing its role as national body mandated with this type of analysis. Box 1 illustrates a brief history of GAPSAN.

Box 1, Profile of GAPSAN

GAPSAN was the SETSAN Working Group responsible to coordinate the collection, analysis and diffusion of data on Early Warning for Food Security and Nutrition. It was created out of the previously existing informal Agricultural Early Warning Group (GAPA), which was focused on agriculture.

In 2003, during a workshop in Namaacha, the group defined its vision, mandate, terms of reference, leadership, group composition, working procedures, plan of activities and identification of potential sources of funding.

The Group membership included the following organizations: Ministry of Agriculture, including Early Warning, Agricultural Markets Information System, National Institute for Agricultural Research, Ministry of Trade and Industry, Ministry of Transport, Institute of Meteorology, University Eduardo Modlane, National Institute for Disaster Management, Ministry of Finance, Ministry of Public Works, FEWS-NET, FAO, WFP and World Vision.

GAPSAN produced the following outputs:

- Plan of work;
- 4 GAPSAN Bulletins;
- One Bulletin on rainfall;
- Definition of indicators for chronic vulnerability;
- Training course on Introduction to GIS;
- Analysis of secondary information to feed into CFSM and VAC/GAV work

GAPSAN's strengths were:

- Cross-fertilization of experience among group members;
- Compilation and analysis of information from different sources, to be used by stakeholders within and outside SETSAN

GAPSAN's constraints were:

- Lack of financial resources to implement the plan of work;
- Lack of constant participation of members due to other priorities in their work;
- Thinning out of the group membership

GAPSAN stopped being operation in 2005

70. Constraints for GAPSAN were similar for other WGs, with the possible sole exception of VAC/GAV because of intense support from UN agencies and donors. These ranged from lack of human resources in SETSAN to follow them, lack of human resources in public organizations to participate and contribute to the extent required, lack of financial resources and incentives for members.
71. An important effort was made by SETSAN and the UTF in supporting SETSAN presence at Province level. In all Provinces, the Governor is the President, the Province Director of Agriculture (Director Provincial da Agricultura, DPA) was given the role of SETSAN Provincial Executive Secretary and Focal Points (FP) were identified and trained.
72. In some Provinces, possibly about half, SETSAN-P were working groups where representatives of different stakeholders, including line ministries, donors and NGOs meet, plan and implement relevant actions. SETSAN-P members stated that their activities focused to a large extent on the elaboration of their PASAN and subsequent struggle to find resources to implement it. In this respect, the TE noticed what seems to be a weak understanding of what the PASAN should be: a plan of activities aimed at monitoring, advocating, promoting FNS issues stemming from and integrated into the Province annual Plan of Action and in the Province and District Development Strategies. In contrast, PASAN seems to be perceived by many as a competing and independent plan of action, an added-on sector to provincial development activities. This does not contribute to mainstreaming FNS concerns into other sectors and to leveraging resources from those, as it should indeed be the case.
73. This notwithstanding, the TE could see some positive outputs: progressive involvement of SETSAN-P members into VAC/GAV work including analysis, pilot work at District level for setting-up FNS information groups for harmonization of data collection and first analysis, coordination of aid interventions among different organizations at Province level, based on VAC/GAV monitoring. In one Province to the TE's knowledge, agreements were made between SETSAN-P and Province Directors for staff-time to be made available on a regular basis to SETSAN activities. In other Provinces, progress is much slower and there is no real "buy-in" by the Province Government of FNS and SETSAN.
74. A system of mentoring from SETSAN at central level, including Secretariat, Working Groups members and UTF staff, was set up to provide "personalised" attention to all Provinces. The mentor for a given Province (padrinho/madrinha) would be the reference person for any query from that province, would visit it more frequently and keep track of relevant events. The TE team findings in this respect were positive though mixed, mostly because demand for assistance and specific support seemed to overcome any possible supply of backstopping from the central level. Possibly, a more reduced number of mentors who would have this task clearly included in their job description, could help increasing the efficiency of this useful mechanism.
75. One of the frequent problems raised in relation to SETSAN-P by different stakeholders, was the lack of capacity at province level and the centralised management of SETSAN. The two may indeed be linked: until SETSAN-Ps acquire enough competence, many tasks will have to be handled directly by the central level. However, the TE considers that an improvement in this already occurred on the occasion of the baseline survey and in any case, work is in progress to build capacities at an increasing decentralised level. It might be worth considering a differential approach in delegation of responsibility,

according to local circumstances and resources available.

76. At District level, no SETSAN structures exist yet or are foreseen, exception made for the very embryonic pilot work mentioned above. Overall, awareness about SETSAN and FNS in most Districts is still very limited if existent at all, with some notable exceptions (see below).
77. Last, stressing further what mentioned already in relation to PASAN, the TE noted that quite a lot of confusion exists at different levels on the real mandate and thrust of SETSAN. To some extent, FNS is still perceived within GoM and partly within DSETSAN itself, as another sectoral entity of intervention, and SETSAN as an added department that has to implement actions in the field, rather than mainstreaming concepts into other sectors work and monitoring FNS situation.

4.B.2 Human Capacity in food security

78. Capacity building was a key pillar of UTF, to be carried out at different levels and through different modalities. During the first phase, in-service training at central level was the logical main approach, supporting SETSAN staff and consultants recruited through the project to build up the structure and working methods.
79. Starting in 2004 and throughout the UTF life, training courses and workshops were organised for a diversified audience on different topics, including FNS concepts and principles for GoM staff and the media, GIS, Early Warning, Training of Trainers (ToT), etc. The UTF also supported SETSAN in taking advantage of the opportunity of CARE/UK funds to train District Administrators in the Southern region. This three-day awareness course will soon be replicated in the rest of the country, with UTF funds.
80. Major efforts were aimed at producing Mozambique-specific training material on FNS. The initial strategy was to produce completely new modules. In the course of 2005, the opportunity of a GTZ project-funded training course on FNS by INWENT, a German human resources development company, changed the UTF strategy towards complementing their materials, already translated into Portuguese, with Mozambique references and information. This exercise took somewhat longer than initially planned⁹ and work was still on going at the time of the TE. Adapted modules will be used in the country-wide round of training for Province level staff planned for the last months of 2006, and then revised and finalized before the UTF end.
81. The whole system should work through a snow-ball effect (Ciclo de aprendizagem continua): ToTs from the central level will train Province level trainers who will train District level staff. Although it remains to be seen in the future whether funds will be available to keep the training cycle on-going, an interesting element of this work was that potential master trainers on FNS were identified within different GoM organizations. They were trained on both FNS issues and ToT and participated in the revision/production of training material. This will entail that ToT capacity will have been built in a number of different organizations. On the other hand admittedly, relying on their free contribution to revise the materials, contributed partly to slowing down the process.
82. Overall, important numbers of Mozambicans took part to UTF funded and supported trainings, in the order of 500 people. Quality of training was reputed to have been good. All interlocutors the TE met at central and provincial level that had taken part into any

⁹ Beside the complexity of the task, more challenging than initially thought, two other major factors seem to have slowed down the work: the mandatory separation for reaching contractual limits of the international training expert from the UTF; the request to prepare and carry out the training of District Administrators in the Southern Region.

of the training above, were quite appreciative: a recurrent comment was that training on FNS helped them to link and mainstream concepts of FNS into their daily work, and to better frame from a theoretical point of view, various issues and problems. The TE analysed the materials used for the District Administrators informative training: modules are comprehensive, simple and straightforward, relevant and appropriate for the intended audience¹⁰.

83. The UTF also supported the participation of SETSAN staff members to seminars and workshops at regional and global level, such as Geo-Net training workshop in FAO HQ, HIV/AIDS and FNS Conference in Durban, etc. Some criticism was expressed by Mozambican stakeholders that not enough information on events and opportunities for participation was circulated, though this was difficult to assess.
84. A third training approach foreseen in the ProDoc was long term post-graduate training for two staff. For a number of reasons, by the time of the TE only one staff from MoA took part in a long-term training and obtained a MSc degree in the Netherlands. Another staff should take part in a 10-week course again in the Netherlands in early 2007, and discussions are on-going for a tailor-made management course for SETSAN Co-ordinator again in 2007. As foreseen by the ProDoc, some language training for SETSAN staff started recently to be supported.

4.B.3 *A national FIVIMS network is established*

85. The third UTF specific objective aimed at the production and diffusion of integrated information products as per users' needs, as well as at developing FNS assessment tools and methods.
86. The UTF focused initially on working with MoA Early Warning Unit and FEWS-NET on systematic mid-term review of satellite rainfall estimation, leading to the publication of crop campaign bulletins and expanded quickly to provide technical assistance on methodology to VAC/GAV for the April-May 2003 vulnerability assessment. Along the years, support was also provided whenever necessary, to the organization and implementation of joint FAO/WFP Crop and Food Supply Assessment Missions (CFSAM).
87. Since 2003/04, most of the work under this objective focused on VAC/GAV, apart from the support to the emergency-linked CFSAM when necessary. VAC/GAV carried out so far three assessments per year, each producing reports in a very short time. A publication called InfoFlash is also published after each survey, spreading through a more users' friendly product main findings from the assessments. The publication is widely read, highly appreciated and constitutes a key information tool on the status of vulnerability in the country.
88. A key successful characteristic of VAC/GAV was the level of ownership by all stakeholders for it: through a process of discussion and learning over a few years, all concerned in the country in vulnerability assessments, use and appreciate VAC/GAV outputs as the official source of information. All interlocutors the TE team met knew about Info-Flash and reference was made specifically to VAC/GAV outputs as the source of information used to target interventions from nutrition improvement programmes (MoH) to development (World Vision).
89. The circumstances of recurrent crisis took unfortunately the lead in focusing the production and improvement of vulnerability assessment tools and methods for

¹⁰ The TE considers that one element in the training material was inappropriate and too much above the line, namely a sequence of dramatic pictures from humanitarian crisis around the world linked to complex emergencies such as Darfur etc.

- emergency purposes. In 2006, the possibility arose to devote resources to the production of a baseline survey which will open up a whole range of opportunities for in-depth analysis of the causes of chronic malnutrition and food-insecurity, its links with poverty, and HIV/AIDS, coping strategies, etc. A number of “policy briefs” can undoubtedly be amongst the key final products of this huge effort.
90. A review of assessment approaches in Southern Africa Region was funded by SADC-FNR VAC, including Mozambique. The study was very thorough and accurate and analysed the evolution of SETSAN VAC/GAV surveys from September 2002 onward, from a methodological and process point of view. Overall, its main findings confirmed TE’s own findings about usefulness and appreciation of VAC’s products for different stakeholders, learning process, role of VAC/GAV in the overall scenario of information production relevant to FNS assessments in Mozambique. It also formulated a number of suggestions on the way forward, including rationalization of survey efforts, elaboration of vulnerability maps, training and policy briefing: the TE considers that they are a valuable contribution to SETSAN work and should be given due consideration by the Secretariat.
 91. A number of tools for data collection and analysis were prepared. Among others the FANTA Dietary Diversity Score recently mainstreamed in the baseline survey, the so-called Ficha Alerta Fome which is still under testing, Mandioca Estimation Techniques still awaiting translation and possibly adoption, etc.. There is evidence of the need to involve rural communities and the lower levels of government administration into data collection and first analyses, to increase sharing and ownership of analysis results and implementation of subsequent decisions made.
 92. A success story resulting partly from SETSAN and UTF work on the evaluation of ESAN and partly from the interest and willingness of FNPP as donor, was the integration of FNS indicators into the revised version of the PRSP (PARPA II).
 93. Another stream of work relates to the production of the SETSAN-SANHA manual for HIV/AIDS affected people mentioned above: the UTF provided support for its elaboration and testing from a methodological point of view.
 94. In relation to other products, results are mixed:
 - the website was designed and set-up: it is running and quality is good; training for design and maintenance was carried out; available human resources are not enough to keep it updated and delays in the purchase of software have prevented immediate action on it;
 - huge amounts of data exist from previous VA, which still have to be unified into a single data-base available online to users;
 - a system of use of secondary data and information is missing and should be developed.

4.C Government Support

95. The Government contribution agreed upon in the ProDoc centred on the provision of:
 - human resources at central and provincial level;
 - the services of a National Director of MoA to be the Executive Secretary of SETSAN; and
 - adequate office accommodation both at central and provincial level.
96. At central level, three full-time professionals were envisaged. From mid-2003 until early 2005, only the Coordinator was recruited on a full-time basis. At the time of the TE, SETSAN at central level was staffed with the Coordinator, one Head each for the

- Coordination of Information Systems and the Analysis, Policy and Monitoring Permanent Units, one training expert, support staff. One nutritionist had been seconded to SETSAN from MoH for about one year, but was on her way back to her original administration.
97. GoM's commitment to hire "six civil servants to cover provincial delegations of SETSAN" was not met: there were no civil servants working full-time for SETSAN-Ps, all Focal Points being assigned part-time. This definitely impaired progress in the extension of activities on FNS across the country.
 98. The position of Executive Secretary was filled until early 2006 by the National Director of Agriculture. Since then it has been vacant. Beyond the problems caused by this recent vacuum, it has to be pointed out that the task assigned to the Executive Secretary in the ProDoc to "make sure that the Board of National Directors meets at least four times a year" did not appear to have been fulfilled adequately. The absence of a functioning steering mechanism for SETSAN was likely to have contributed to the institutional weakness of the Secretariat.
 99. The ProDoc stated that MoA "will provide adequate and suitable office space, including necessary furnishing and office services, in addition to electricity, telephone and fax lines for the project." Office facilities were made available in the INIA compound, thanks to the willingness and interest of this institution in FNS. At the time SETSAN and the three projects moved in, the facilities were in need of renovation and furnishing and that was financed partly by the UTF, together with GRZ and FEWS-NET. No rent was ever paid for these premises, but SETSAN utility costs such as water, electricity, telephone and Internet bills, including LAN maintenance have been paid on a shared basis by projects involved, including the UTF.
 100. At Provincial level, the TE could see that in two out of three, office facilities made available to the Focal Point and SETSAN-P were not really adequate for the tasks assigned.

4.D Project Management

101. Two phases can be distinguished in the UTF life from the management point of view. At the start of the first phase, SETSAN structure was almost non-existent and the UTF, possibly similar to other supporting projects, was at the forefront of most activities. SETSAN staff came on board progressively and took on their respective roles and functions in a "newly-born" environment, wherein horizontal relations and an open management style could allow progress.
102. Also, as mentioned earlier, changes in the institutional set-up between the project formulation and UTF start-up required some extra efforts by the first CTA and his team to adjust to the new structure. Not only the team was very able to cope with the challenge, it could capture windows of opportunity and synergies and transform the initial obstacle of lack of adequate premises within the MoA building, into a very successful outcome for the identity and visibility of SETSAN.
103. The second CTA, who was the incumbent at the time of the TE, joined in an environment where SETSAN image and roles and responsibilities within it, were already defined to some extent. This, coupled with a vertical, more compartmentalised management style no doubt contributed to further enhancement of roles and definition of boundaries between the two entities. This was not without a cost, in particular cross-fertilisation between UTF and SETSAN suffered, and thus scope for in-service capacity building. On the positive side, this may have accelerated the process of SETSAN

“weaning” from the UTF, because it started looking at other partners and opportunities of collaboration. Indeed, the TE team noted that at all levels SETSAN is appropriately the visible institution at the forefront, whereas the UTF exists as a key supporting partner, though not the main player at all.

104. In support of the UTF throughout its life, involved parties met on the occasion of TPMs at least on a yearly basis. These meetings played an important role in project management, by making decisions about UTF strategy and focus. Among others, the TPM at the end of 2005 asked the UTF to focus even more on supporting GoM’s decentralisation policy, which was strengthened. The TE team notes that not all decisions endorsed by the TPM were implemented, in particular those concerning staffing of SETSAN addressed to GoM/MoA.
105. Overall, the UTF’s and its steering parties have proved able to accompany changing circumstances of intervention and address effectively new challenges, including new organisational set-up and decentralisation

4.E Technical and Operational Backstopping

106. The responsibility for the UTF technical backstopping was given to the out-posted ESAF officer based in FAO Sub-regional Office in Zimbabwe. This seems to have facilitated direct support to the project and networking between this and regional initiatives under the SADC/Regional VAC umbrella. No operational backstopping was required or supplied.
107. Five backstopping missions took place on a yearly basis from 2004 onward, often linked to the TPM but not only. This includes also one mission from FAO HQ on the occasion of the “First Symposium on Fighting Poverty through Food and Nutrition Security as a means to secure the human right to food” in September 2005.
108. Overall judgement is positive, and the TE used the Back-To-Office Reports extensively as background information. The suggestion was made to the TE, to make backstopping missions more open to different stakeholders. This could be a good proposition for the future, whenever pertinent, useful, and as time would permit.

5 Assessment of Results and Effectiveness

5.A Effects and Impact

109. The TE team had good evidence of the knowledge about and appreciation of SETSAN work, among UN and bilateral partners and also among a few GoM organizations at central level, namely the top-management level of INGC and National Directorates in MoA. Secondary evidence of this comes both through anecdotal evidence of very high personalities in the country quoting SETSAN data (e.g. the First Lady and Ms Graça Machel), from press releases and from the structured and valuable analysis carried out through the Users’ Needs Assessment (see below) by SETSAN and the UTF.
110. Equally, there is no doubt that the acknowledgment of SETSAN value and usefulness comes from the process it was able to develop and strengthen around VAC/GAV, and from outputs such as VA reports and InfoFlash. VAC/GAV outputs are the official source of information on FNS in the country, they are used by some GoM organizations, UN agencies, bilateral donors and NGOs to plan, adjust and implement their interventions. A few examples the TE had direct evidence of, were INGC

- emergency interventions, MoH actions to improve nutritional status with the support of Unicef, WHO and WFP, World Vision development projects, FNPP support to the elaboration and implementation of Gaza Province Development Strategy.
111. In relation to other WGs, SANHA started working too recently for its intended results to be visible yet and no other have been really operational. GAPSAN had been quite active and the information produced was apparently used by stakeholders, but having stopped more than a year before, overall usefulness was more difficult to assess by the TE.
 112. At Provincial level, SETSAN-Ps capacities to operate are still uneven and fragile: insufficient human resources, lack of visibility, low hierarchical position, possibly misplaced priorities of work by focusing on an independent PASAN rather than on mainstreaming FNS concerns, issues and indicators within District and Province Development Strategies, all seem to affect the possibility to make a difference at decentralized level. The interesting initiative of mentoring from SETSAN-C towards the Provinces should strengthen SETSAN-P capacities, though its performance seems to be variable and it may need adjustment in its implementation mechanism. At District level, awareness is still very limited, although some on-going actions will widen the network of active partners of SETSAN. UTF and other partners supported training and workshop events, have also contributed dramatically to raising awareness about FNS at all levels and its links to poverty alleviation, although there is large room for improvement at all levels, including SETSAN staff. Overall, there seems to be a wider understanding of FNS as a cross-cutting objective, but all too often yet, references are made to SETSAN as a separate sectoral institution.
 113. The TE team was able to gauge the significance and results of key training such as the informative workshop for District Administrators. Awareness raising at these levels and training at District and sub-District level can be very instrumental in improving the overall quality of data and information produced about FNS. Furthermore, the same information would be also immediately used in more appropriate action under the strongly decentralized model of public goods management pursued by GoM at present. Thus, a similar effort for Province Governors and senior province administrators (Permanent Secretaries and Province Directors) could also contribute more than proportionally to FNS in the country.
 114. However, a number of SETSAN staff who benefited of UTF training, both in the country and abroad, have left the Secretariat for other jobs. Although some of them are collaborating with SETSAN even now as WG members representing their current employer, this implies that from the stricter point of view of SETSAN, capacity building is still badly needed, in spite of the considerable resource devoted to this chapter by the UTF.
 115. Last, the TE considers that not enough was done yet to harmonize within one single framework, all the different information systems relevant to FNS that exist in the country. GoM ministries, including MoA, MoH, MPD, INE etc. produce on a regular basis their own surveys; SETSAN itself has been producing through VAC/GAV its own vulnerability assessments. Although it may be argued that to some extent repetition and overlapping may help, the present situation seems to result in contradictory redundancy of information on a few indicators, and unfortunate gaps for others. The TE team's direct observations, integrated with the review of VA approaches in Southern African Region, showed that there is room for harmonizing these valuable products within a better integrated model of information production.

5.B Sustainability

5.B.1 The institutional position of SETSAN

116. As mentioned above, SETSAN was designed to be a transversal, cross-sector, multi-disciplinary and intergovernmental entity, with the role of technical secretariat for FNS matters of a political body, the Economic Council of the Council of Ministries¹¹. A key feature to induce wider ownership of the Secretariat and policy mainstreaming of FNS issues was the rotation of SETSAN's Presidency among key Vice-ministers involved in FNS. Unfortunately, it was never implemented.
117. The TE team was informed by virtually all knowledgeable stakeholders that SETSAN organisational position was not appropriate considering its co-ordinating role and prevented it from fulfilling its mandate effectively and efficiently. This debate was not new, and in recent times, it had been reiterated very clearly in both the evaluation of ESAN and in the National Case Study on FNS in Mozambique Development. In addition, the Users' Needs Assessment found that all Province Governors would prefer to see SETSAN-P directly attached to their Cabinets, to facilitate decision making by taking into account FNS information and analysis.
118. Stakeholders also considered that the Secretariat position within MoA stressed the production pillar of FNS to the detriment of all other non-agricultural components. Further, SETSAN subordinate location was not encouraging either for other MoA Directorates or for other GoM institutions to contribute to the Secretariat's functioning, let alone their willingness to be co-ordinated by it. This clearly entailed a key technical weakness in the quantity and quality of inputs eventually available to SETSAN for its analysis work.
119. A number of alternative institutional location were voiced by the TE's interlocutors and were suggested for SETSAN in public documents¹²:
- it should be a National Commission/Council, attached to Mozambique Presidency, similar to CNCS;
 - it should be located within MPD at the same level of PARPA Secretariat, in parallel or closely attached to this, in consideration of the strong links among about absolute poverty, malnutrition and food insecurity; this would allow easy mainstreaming into the different policies under elaboration at the moment and closer relations with Rural Development;
 - it should be a Subordinate Institution under MoA, although the need to generate its own revenue does not seem to be within SETSAN capacity and mandate.
120. On the other hand, in consideration of the large role agriculture plays in Mozambique for FNS, it was also acknowledged that some advantage comes from the close association with MoA. The decentralised structure of this Ministry, which reaches out to sub-district level can favour the collection of information related to food/crop production and agricultural markets, and facilitate the timely analysis of local situations. This would however require much more efforts to bring in data and information from all other relevant institutions.
121. In conclusion, the TE agrees fully that in order for SETSAN to be able to live up to its mandate and promote inter-sector involvement, the institutional placement of the Secretariat should be reviewed. The TE team felt equally that Mozambique political

¹¹ ESAN, 1998, Aspectos Institucionais

¹² The Evaluation of ESAN; the Case Study on Mozambique

agenda at the moment may not be favourable to a radical change in SETSAN's position and that a second best option should be looked for, namely a more visible position within MoA. An additional reason for this choice is linked to the difficulty in identifying at this point in time, alternative funding sources for SETSAN if it left MoA. For example, it is not clear if PROAGRI could continue to be one or the major source of permanent financial backing. Bearing all this in mind, the TE team formulated the specific recommendations illustrated below.

5.B.2 *Management issues*

122. Overall, SETSAN ability to elaborate a strategic plan of action and articulate it into a detailed and budgeted work-plan for the next 2-3 years looks still limited; its capacity to execute planned activities appears insufficient yet, mainly due to shortage of qualified personnel; it has weak negotiation power in a situation of likely rationing of already approved government resources, and inadequate capacity to exert controls on financial allocations and flows of funds.

5.B.3 *Financial issues*

123. As a department within a National Directorate, SETSAN has its own budget line and is allocated funds from DNSA's overall budget. The 2006 GoM financial allocation to SETSAN was around 800,000 Mtn, approximately US\$ 32,000. Of this, only 98,000 Mtn, or less than US\$ 4,000 were spent up to September 2006. This means that only 12% of an already small yearly allocation was made available to the Secretariat by the end of the third quarter. The TE understands that because of their very nature, some of the expenditures had to be incurred in the last part of the current year (e.g. contribution to World Food Day, revision of ESAN). However, SETSAN was unable throughout the year to negotiate with MoA payment for recurring costs needs such as phone bills, stationery, computing equipment and accessories, or to contract key local personnel such as a data analyst/statistician.
124. This calls for caution also in relation to the 2007 allocation, which was waiting for Parliament's approval at the time of the TE. Although the requested amount - 2,600,614 Mtn or 100,000 US\$ - represented a three-fold increase compared to 2006, looking at the rate of actual recorded expenditure in 2006 until September, there were reasonable doubts about the proportion of the approved amount which will eventually be made available. Consequently, the preoccupation remains of a substantial lack of control by SETSAN over the financial flows needed to cover its activities.
125. In terms of financial viability, SETSAN budget would not be sufficient in any case to fund even its operating costs. One of the compounding problems was that SETSAN had little notion of its recurring costs base as most of the costs were born by the UTF project and other donors' initiatives (FEWSNET in particular). With the help of the UTF, the TE could put together a sample operating costs account, calculating the various items of operating costs run by the UTF project. Annex III gives an indication of the cost base necessary for SETSAN central facilities to function. This estimation shows aggregate expenditure to be well in excess of any funds budgeted in 2006 at Ministry level (for 2007 the Government's budget allocation of about US\$ 100,000, if approved and effectively disbursed, could barely cover the running costs of the Secretariat; cf. Annex III). It does not account for the costs of the four SETSAN full-time officers¹³, who are off-budget and therefore "secure". In a scenario of inadequate Government funding

¹³ The Coordinator, the heads of Information Systems Unit and of Policy Unit, and Training

- disbursed to a very modest extent, SETSAN would be unable to function in the absence of UTF, FEWS-NET and other partners. Details of the main external sources of external funding are also contained in Annex III. Excluding UTF disbursements, funds directly disbursed by SETSAN amounted to US\$ 76,580 in 2005 and US\$ 54,305 by September 2006. Additional funding of approximately US\$ 50,000 is already budgeted by CNCS until February 2007, but the low level of execution so far this year has not prompted any disbursement.
126. Understandably, the donor is not willing to substitute GoM in funding the running costs of a Government entity. This point of view is further motivated by the Donor's current strategy of direct sector budget support. However, it is important to note that, while earmarking of resources within PROAGRI is perhaps inconsistent with principles of direct budget support, no other formal mechanisms to secure resource allocation could be identified by the TE team.
 127. Within this picture, the whole of SETSAN budget including donor's contribution is expected to arrive through ordinary budget allocations from 2008 onward. Two issues must be raised in this respect:
 - a. total amounts involved may well exceed the total current allocation of DNSA: this would be incongruous and could create difficulties in managerial relations;
 - b. SETSAN will need to rely on a timely and full financial availability of budgeted amounts from MoA.
 128. Finally, SETSAN being a multi-sectoral institution, it should be supported from all its members, and not only from one single entity, namely MoA. Some institutional support has been forthcoming from other entities: CNCS was supporting SETSAN with funds, INAS and MoH with human resources. This was still too limited though, with the ensuing risk not only for SETSAN but also for Food Security and Nutrition as a whole, that it will be identified solely with Agriculture. This would represent a sad setback in many of the advances obtained in the past few years through intensive multidisciplinary work.

5.C Gender Equity in Project Implementation and Results

129. In terms of internal gender equity, both UTF and SETSAN as institutions could almost be challenged because of the strong prevalence of women in senior management and professional posts, also within the membership of WG. This was indeed quite a striking feature, which may hold true for FEWS-NET as well and partly also for GoM in general.
130. Equally, there was attention to gender issues in the overall work by UTF and SETSAN, be this on methodology, training, advocacy, etc. However SETSAN work relied mostly on data supplied by other stakeholders: the level of gender-disaggregated information across the country is still weak. This leads to the more general problem of quality of data, SETSAN has to rely upon for its analysis.
131. The only source SETSAN had of "fresh" information so far were the vulnerability assessments carried out by VAC/GAV. These collected data disaggregated for women headed households, elderly, Orphans and Vulnerable Children (OVCs) and disabled only through INAS outreach activities.
132. The baseline survey ongoing at the time of the TE should provide data disaggregated by gender and other social categories. The results stemming from the analysis of the baseline should provide a good opportunity for showing links, if any, between gender

and other elements of social clustering, food and nutrition insecurity, and ultimately poverty.

5.D Cost-effectiveness

133. It is recognized that this was a technical assistance project hence project staff would be the main item of expenditure. The actual expenditure of the UTF was highly skewed towards the payment of project staff, absorbing on average more than 50% of all expenditure: this seems to be higher than usually accepted by donors, although it is accepted that staff costs in institution and capacity building initiatives tend to absorb more resources than in field-oriented interventions.
134. However, as already stated above, the analysis of budget revisions highlighted some incongruity in the General staff salary cost to the project and the TE can only reiterate this when looking at the cost effectiveness of the intervention. The fact that training had absorbed only 5% of the project budget up to September 2006, less than general service staff, does not show an effective use of financial resources.
135. A case in point, the TE noted the acute lack of managerial capacity in SETSAN: if a larger proportion of resources had been devoted to tackle this weakness, SETSAN could be on a better footing to face the new challenges and provided it with a greater degree of sustainability. Hence, a reasonable expectation remains that objectives could have been better fulfilled with a more balanced distribution of resources.

5.E Major factors affecting project results

136. The decentralization policy was starting to take shape in GoM's development strategy when the project was formulated, but the pace of its implementation was still unknown. Although it had been foreseen in the ProDoc, and attention to decentralized GoM structures was given since very early on, the strong push forward decided in 2004 required a change of focus in capacity building from the centre to the Province and District level. This entailed increased costs of activities at the peripheral level, which in a fixed-resource system automatically asked for a partial neglect of previous plans.
137. The "human resources crisis" as it is being currently referred to, has affected UTF and SETSAN efforts at various levels, from the participation of other GoM institutions into WGs through the availability of required competences for SETSAN itself, to the loss of trained staff after project's investment to other organizations.
138. To some extent, also due to both factors already mentioned, the donor's decision to mainstream all its funds to SETSAN through PROAGRI may weaken the on going "weaning" of the Secretariat from external support. It is true that specific technical assistance can always be requested and made available. However, this often has high transaction costs and requires high absorptive capacities in very short periods of time: in a situation of scarce resources, it may not be the most effective modality.

6 Conclusions and Recommendations

6.A Conclusions

139. The range and quality of activities and their results as per the analysis above are strong evidence that the UTF contributed to SETSAN visibility and technical capacity. As

already mentioned, to compare the contribution of the UTF vis-à-vis other partners would have required another type of mandate and scope of analysis. Nevertheless, in spite of some acknowledged weaknesses in terms of outputs, the TE was convinced that the UTF has attained its objectives to a large extent, thanks in particular to the commitment and competence of its staff.

140. The ProDoc was very ambitious, challenges were many and a number of constraints and problems had been identified to be addressed. Looking at them and at what are the critical issues still pending, may contribute to tackle them better by all parties involved in the future.
- a. *Insufficient human capital to keep the information cycle running efficiently, especially at provincial and mostly at district level:* in spite of considerable efforts and investments in training and capacity building the problem persists both within SETSAN and outside. The TE is aware that drainage of competent human resources from GoM's organisations is a much wider problem than SETSAN and the UTF, to the point that this issue is being currently referred to as a "human resources crisis". However, it is also known that if an institution has less human resources available than the critical mass required to perform its mandate, its survival is at stake. If there is agreement at high level that SETSAN's role and mandate are useful, as the TE considers, coherent action should be taken to make available to it the necessary human and financial resources, be it from GoM or other sources of funding. Piecemeal efforts to keep it going at a sub-optimal level are likely eventually to represent a waste of resources.
 - b. *Individual, collective and institutional users outside of the government sector do not have adequate access to information for decision making; especially disadvantaged are the vulnerable population groups, small food- and cash crops producers, organised groups of farmers (peasant associations) and local decision-making structures:* SETSAN's activities have certainly contributed to make more information available to different institutional stakeholders at central level, including NGO's, multilateral and bilateral donors. At local level and as far as the "especially disadvantaged... vulnerable population groups... and local decision-making structures" are concerned, important efforts are still necessary to reach any visible improvement. Positive signs stem from action at district-level, and there are good grounds to believe that district administrations will be a key element of the information production and feedback use loop and may play an effective role in tackling the multi-layered issue of FNS at their level. However, moving from theory to action would require material resources not yet available.
 - c. *Poor knowledge of agricultural producers' practices and needs, making assistance programming a difficult task:* the most instrumental step towards tackling this problem was the baseline survey on going at the time of the TE. Its usefulness still has to be proved however, and it will depend partly on SETSAN's capacity to play a leading role in the analysis of data and policy information process.
 - d. *Concentration of resources, decision-making and training opportunities at central level do not allow the development of information systems and its human resource requirements at provincial and district levels:* huge progress was made on this, although work is on going and will still require important resources. One of the challenges will be to go beyond the Province and reach out districts and communities, and support them to become true subjects of analysis, decision-making and action. But for this to happen, a more functional and truly decentralised support structure in public administration and finance needs to be in place. Again, SETSAN on its own will not be able to advance on this, unless strong political support continues toward decentralization.

- e. *Inter-institutional networking and inter-sectoral collaboration is not well practiced among FSIS institutions, producing a duplication of activities, information gaps, inadequate warning of impending disasters, and an incomplete analysis, making it difficult to have a comprehensive assessment of the food security situation:* the TE considers that the main obstacle to overcome this weakness is of a political and institutional nature. So far the institutional/hierarchical location of SETSAN was not conducive for it to assume a stronger leading role on it, thus undermining efforts by both UTF and SETSAN itself. Nevertheless, the political decisions to where locate SETSAN and to increase coordination and synergies among GoM organisations are not within SETSAN's scope of decision.
- f. *Demand for methodological improvements and expansion of the FSIS components in Mozambique is not appropriately addressed; new methods and techniques promoted through the global FIVIMS Initiative need to be incorporated at national level:* the UTF has not advanced as much as it should have done on this, in particular in harmonizing and streamlining different sources of FSN information within one single and commonly accepted national FSIS. Admittedly, this weakness was also due to the institutional position of SETSAN, as explained immediately above. The TE considers that all work carried out so far, greatly facilitated the task and opened up the path to solve this issue substantively in the medium term. A wealth of information will soon become available also as a result of the baseline household sample survey. The challenge remains to develop proper analytical tools and a functional data retrieval and treatment system to make it possible to optimise the use of this wealth of information. SETSAN will have to keep links and communication as open as possible with the Global FIVIMS Initiative, to learn from experiences and good practices elsewhere, according to needs.
141. In conclusion, SETSAN represents the sole co-ordinating body mandated within GoM to deal with Food Security and Nutrition issues in a holistic way. The TE is well aware that GoM's commitment to FNS was considerably enhanced in all the national strategy documents issued in recent years. However, the TE team would like to underline once more that its findings indicate a lack of true, practical and material commitment to this Secretariat by the Government taken as a whole. This situation risks jeopardizing heavily the effectiveness, usefulness and sustainability of SETSAN.
142. The TE considers that unless this situation changes and clear directives are issued to all relevant stakeholders both at central and provincial level, there is little possibility for SETSAN to represent a viable, efficient and lasting agent in national development. This commitment has to start with very tangible acts such as the allocation of actually disbursed and secure financial resources, the placement of adequate personnel and the spreading of the economic burdens and workload amongst the different relevant Ministries and national agencies. SETSAN still has to prove better its worth, but without clear political will, it cannot go far.

6.B Recommendations

143. Recommendations are addressed to each different stakeholder, for ease of reference, although a number of them are relevant for more than one party. In particular, the possibility for the UTF to carry out the recommended activities will depend on its budget availability. Parties will thus have to agree on which recommendations to accept, to allow the UTF to prepare a Budget Revision to implement them. Additional funding

from the EC in 2007 should be provided directly to SETSAN according to an agreed plan of activities and disbursements.

To the Ministry of Agriculture and to the Government of Mozambique

144. In order to enhance SETSAN scope of action, and allow it to fulfil better its mandate, the TE recommends the following:
- a. in the immediate future, possibly by the end of 2006, SETSAN should be placed at a high and visible level within MoA: the most appropriate position is attached directly to the Minister's cabinet, with its full title Secretariado Técnico para a Segurança Alimentar e Nutricional;
 - b. the position of SETSAN Co-ordinator should be merged with that of Executive Secretary, to allow SETSAN fuller autonomy of relation with other GoM organisations, within the scope and mandate defined by the annual budget exercise (PAAO);
 - c. the initially foreseen rotating Presidency among different Ministries involved, should be implemented and their financial commitment to SETSAN should be clearly quantified, starting with the annual budget exercise 2008.
 - d. SETSAN needs to be able to make the necessary requests for disbursements, have control over the process, and Government needs to respond in a transparent and timely fashion to such requests according to its pre-determined funding commitments.
145. The TE team recommends that SETSAN structure at central level should include at least the following core competencies and staff:
- the executive secretary/coordinator;
 - one management assistant, directly attached to the executive secretary, responsible for administration and secretariat organisation;
 - one Head of Policy Unit;
 - one Head of Information System Unit;
 - one communication expert;
 - one training expert;
 - one nutritionist;
 - one database expert;
 - one WG secretary, responsible for the daily co-ordination and running of working groups;
 - one secretary;
 - one accountant.
146. The TE recommends establishing the appropriate, agile and transparent mechanism to ensure a dedicated budget allocation to SETSAN from the PROAGRI, to be replenished by donors starting from 2008, to cover ALL recurring costs of the Secretariat.
147. At the Provincial level, the TE recommends as follows:
- a. SETSAN Focal Points should be given the title of Provincial FNS Co-ordinator. Each Coordinator should be assigned full time to the task, and would be part of the Governor's cabinet technical staff, to allow direct access of top-level decision makers to timely information on food security issues in the Province.
 - b. A detailed job description should be prepared, including among others: communication about FNS at provincial level, the circulation of memos to all interested departments, and to SETSAN-C; support to all provincial departments for integration of FNS concepts into their planning; planning and implementation of monitoring and evaluation

activities. Adequate delegations of authority should be given to each Co-ordinator, to fulfil her/his mandate, including mobilisation of logistic means. S/he should be given an in-depth training to complement present skills and competencies (e.g. planning, co-ordination, communication skills, etc.).

148. The TE recommends to GoM and SETSAN that a high level debate should be organised with all GoM stakeholders about the most appropriate position of the Secretariat within the national organisational structure and about each organisation's strategic and operational involvement and commitment to the implementation of the Strategy. This step should possibly happen within the framework of the finalisation of ESAN II and its associated documents, i.e. ESAN Plan of Action and SETSAN Statute.

To the European Commission

149. The TE recommends to the EC to define precisely what type of support they are willing to offer SETSAN to operate in 2007 and possibly beyond, including the offer of US\$ 200,000 from the currency gains, if still valid, and the specific conditionality attached to this support. This decision is urgent since the withdrawal of the UTF support around June 2007 will close a major source of financing and could paralyse the structure.
150. The TE recommends that EC considers the possibility that its future disbursements under this additional funding for 2007 would take place according to the following:
- the progress of activities outlined in SETSAN work plan, to be updated also thanks to a proposed TA as outlined below, and submitted to Government and Donor by 30/01/07; and
 - actually recorded disbursements by the Government out of its budgetary commitment to SETSAN.
151. The TE further recommends that if the EC intends to secure continuation of specific activities in the area of FNS as presently carried out, planned and/or co-ordinated by SETSAN, it will need to arrive at a clear understanding with MoA over the longer-term implications of transferring all the future funding responsibilities to MoA.
152. The TE recommends that an appropriate mechanism should be set up to monitor and backstop SETSAN on managerial, financial and technical issues during this period. One person should be appointed in common agreement between the EC and SETSAN, to provide backstopping on managerial and financial issues on a regular basis, at a distance through email and through quarterly one week full time sessions.
153. Insofar as technical backstopping is concerned, requirements should also be met, according to needs identified by either of the two parties. The TE recommendations to SETSAN about future activities provide an indication of what type of expertise would be necessary.
154. The TE recommends to agree with MoA on the appointment of the appropriate government entity which will carry out a financial audit of SETSAN for the 2007 accounts and ideally thereafter.

To SETSAN

155. SETSAN should update ToR for its existing staff and ToR for new posts, indicating required experience and competencies should be prepared for each position. Recruitment should be done accordingly. To the maximum possible extent, core staff

- should be on SETSAN payroll, through secondment from other GoM organisations or direct outsourcing.
156. SETSAN should make efforts to complement its core competencies with technical assistance provided by partner GoM organisation and others, providing them with office space and integrating them into SETSAN activity according to agreed terms of reference. The TE team also recommends that SETSAN explores actively the possibility to collaborate with students from Eduardo Mondlane University, recruited on temporary basis at a minimum cost as trainees and young professionals.
 157. The TE team recommends that an analysis be made in the immediate future of the functions and role of the different working groups. In particular, the TE suggests the following:
 - a. SETSAN should include into its budget running costs for all WGs, and support accordingly WG Chairs in their tasks;
 - b. a Chair of VAC/GAV should be appointed and recruited immediately for one year full time, to make the best possible use of the baseline survey in terms of analysis of results, identification of in depth-studies, monitoring activities, diffusion of results, etc.;
 - c. an agreement should be reached as soon as possible with the appointed chair of SANHA and her alternate, in terms of actual time availability and location of appointment, with a view to the smooth running of the WG activity;
 - d. GAPSAN should be revived and made operational; its Chair should be appointed within MoA's Early Warning Department. Terms of Reference and membership should be updated, formal commitment to participate on the basis of an annual work plan from partner organisations should be sought; if possible, closer relations should be established with FEWS-NET.
 - e. UCEA should cease being a SETSAN WG, due to its operational mandate and MoA should decide upon its institutional position; SETSAN should participate into it as a member;
 - f. the Food Balance Working Group (Folha do Balanço Alimentar/FBA) should be suspended; in its place, in consideration of the importance of trade dynamics for FSN in Mozambique, adequate agreements should be established with SIMA/MoA and INFOCOM/MIC to receive inputs on the basis of a commonly agreed work plan, to support vulnerability analysis;
 - g. SETSAN should continue to contribute to the monitoring of FNS indicators within PARPA through revised modalities of working groups functioning agreed with PARPA Secretariat;
 - h. the Planning and Budget WG should be strengthened addressing planning and budget issues at Province level;
 - i. the mandate of the WG Policy Information and Formulation should be the main responsibility of the Policy Unit of SETSAN, which will be supported by a technical assistant provided by FNPP starting soon. Thus, the TE recommends that the decision to revive this WG and its ToR be taken by the Unit and the TA in due time;
 - j. all other working groups, namely GMAS¹⁴, GAN, the Government-NGOs and International Agencies Coordination Working Group, should be suspended for the time being, if not abolished definitely.
 158. The TE recommends that unless a major disruption in the next cropping season happens, VAC/GAV efforts for 2007 should be concentrated on analysis of the baseline

¹⁴ GMAS: Grupo do Meio Ambiente e Monitoria do Saneamento/Environment and Sanitation Monitoring WG

- survey, identification and implementation of case-studies on the causes of food insecurity and malnutrition for the different livelihood groups in the different areas of the country; diffusion of results for different users' groups; monitoring of areas most at risk.
159. The TE recommends also that results stemming from the analysis of the baseline survey be used actively as inputs into the policy making process at national level, for those sectors involved. Close collaboration will have to be pursued through VAC/GAV work and SETSAN Policy Unit.
 160. The TE recommends that an assessment be made of the mentor system to the Provinces (madrinha/padrinho) in terms of its effectiveness, and suggests that it could be revised as follows: a maximum of three staff members of SETSAN should be mentor/focal points at central level for three/four provinces each.
 161. The TE recommends that by the end of 2007, SETSAN designs and agrees with partners the Mozambique Food Security Information System, built on the FIVIMS model. This should integrate all relevant information systems in the country, harmonising in a cost-effective way and along an appropriate timeline, data collection and monitoring systems, for both "normal" and critical years and locations.
 162. The TE team recommends that SETSAN should finalise its communication strategy, keeping in mind the need to differentiate information products for different stakeholders, including high-level decision makers, and cost-effectiveness of different products.
 163. The TE encourages SETSAN to pursue its plans of a door-to-door information and awareness campaign at Ministerial level, to inform about FNS issues and their integration into sectoral development plans.
 164. The TE recommends that as a complement to District Administrators training, informative training events be organised for Province Governors and Permanent Secretaries, on FNS issues and their integration into province development strategies.
 165. The TE recommends to SETSAN in the medium term, with support from partners, to cover assessment and analysis of urban and peri-urban FNS.

To the Project, including Budget Holder and Lead Technical Unit

166. The TE team acknowledges that the UTF NTE date will be established by matching recommended activities and budget availability; tentatively, UTF end is planned for June-July 2007. Within this time-line, the TE team recommends that UTF activities include the following:
 - a. assist SETSAN's Coordinator in the formulation of a Strategic plan for SETSAN for the next two years: this could be done by the CTA or through a specific support, to be agreed by all parties concerned;
 - b. provide TA to SETSAN's Coordinator on management and budgeting: this could take the form of a two-three weeks mission of an expert to evaluate the internal needs of SETSAN, and building on the actual experience of the UTF, assist in formulating a detailed plan of priorities and activities for 2007. S/He will assist in the definition of recurrent and variable costs of SETSAN for the completion of its activities together with a full review of additional human resources to be inserted in the Secretariat as soon as possible with full job description. S/He will also assist in the review and if necessary reformulation of the job description of existing members of staff (ToR are attached in Annex IV).
 - c. full implementation of the planned training programme for SETSAN-P staff and District

- Administrator; finalisation of material at the end of the training round;
- d. assistance to SETSAN in defining short to medium term training needs both at central and district/province level in 2007.
 - e. technical support to VAC/GAV through the CTA until end of January and through the LTU until UTF NTE date, in the analysis of the baseline survey results, including technical and financial support to the elaboration and implementation of one case-study stemming from the analysis;
 - f. assistance to SETSAN for the drafting of ToR for the additional technical assistance (short & medium length international consultancy/ies) required for the strengthening of SETSAN during 2007.
167. The phasing out period should also include the transfer of administration of project office to co-ordinator. This will involve, but will not be necessarily limited to:
- a. Carry out a thorough joint examination of accounts: in particular, UTF and SETSAN's management should look carefully at the cost structure of the project, consider redirecting single lines of expenditure and operate any savings where costs appear excessive for the residual life of the UTF. A case in point is General Salaries where approximately US\$ 55,000 represent the cost of one administrative assistant/secretary and a driver;
 - b. The joint review of the already compiled full balance sheet of SETSAN with inventory of durable equipment (fixed assets purchased through project funding).
 - c. Elaboration of a comprehensive and simple to manage Profit and Loss account for the future smooth running of the operation.

To FAO

168. The TE team recommends that retribution levels and terms of contract of project staff be fully shared among all concerned parties in the organisation, the Budget Holder being the one responsible for the final decision in case of disagreement, once appropriate justification is provided.
169. The TE team recommends that a more comprehensive analysis of transaction costs across the whole of FAO organisation, including its image in terms of accountability, be done whenever making decision about opening new project account and codes.
170. The TE recommends to FIVIMS Initiative to include the results stemming from the Mozambique experience in its normative work at global level, including illustrating it through its web-site.

7 Lessons Learned

171. The SETSAN experience so far shows that a new institutional role and a new organisation can be set up in a relatively short time span if there is good co-ordination and commitment by all partners. However, national political and financial commitments are necessary conditions to ensure its long term sustainability.

Annex I Terms of Reference for the Evaluation Mission

Support to Food Security and Nutrition Secretariat (SETSAN) in Mozambique (UTF/MOZ/071/MOZ) Government of Mozambique, FAO, European Community

Background

The project “Support to the Co-ordinating Structure for Food Security Information System Activities of the Food Security and Nutrition Technical Secretariat (SETSAN)” in Mozambique is intended to enhance Government’s operational and analytical capacity to reach World Food Summit goals and in particular support the implementation of the National Food Security and Nutrition Strategy (ESAN 1998). The project is designed to achieve this through technical and financial support to strengthen the SETSAN as a multi-sectoral coordinating body at national and sub national levels.

The project design and implementation builds on past technical assistance provided by FAO in Mozambique, which includes, technical assistance and capacity building support in the areas of early warning and food security information systems (FSIS) development, the establishment of an institutional framework for the coordination of FSIS activities, and the use of information for decision making, development programming and policy formulation.

SETSAN is currently comprised of two operative units under the overall co-ordination of an Executive Secretary as endorsed by the Minister’s Cabinet in January, 2001. One unit specialises in FSIS activities and the other one is responsible for translating information into action (planning and policy). During the life of this project, FAO has focused support primarily to the FSIS unit and GTZ has provided technical support to the policy and planning unit, both embracing the the policy of SETSAN to promote decentralization. However, the GTZ project ended in December 2005 and FAO has begun to provide additional support to the policy and planning components. Food Security and Nutrition (FNS) Secretariats have been established in all provinces (SETSAN-P) to support the national FNS agenda at sub national level. Under SETSAN-P, provincial-level FNS action plans in support of the ESAN and the Poverty Reduction Strategy (PARPA) are currently being formulated.

The project document was signed in July 2002 although implementation of project activities only commenced in October of that year. The total 5 year project budget was initially US\$ 2,974,950 (equivalent to 3.4 million Euro at that time), however, currency exchange gains realised on the Euro have created the opportunity to increase activities. In early 2006, the budget was increased to 3,424,952 and additional activities related to an evaluation of needs for food security and rural water management in Gaza and Inhambane, as well as drought mitigation response activities, were included for 2006. Finally, an agreement was reached during this budget amendment that a significant scale up of provincial level training activities should be prioritized for the project in 2006 - which will result in the spending of the remaining project budget by February 2007 (8 months before the planned end date).

Additional EC funds could be provided for the project (again from the currency exchange gain realised) to support SETSAN activities until the envisioned end date. However, decisions on what (if any) FAO technical support is necessary in 2007 are pending the results of the joint evaluation.

The two pillars of this project are institutional consolidation and decentralisation; complemented by strengthening of food insecurity and vulnerability information and mapping (FIVIMS) system activities for better decision-making. The project has focused on the following immediate objectives, which should also be used as a frame of reference for the purpose and scope of the review mission given in the following sections.

Objective 1: An institutionally sustainable co-ordinating structure for networking and collaboration of partner agencies in food security information systems development and implementation.

Objective 2: Mozambicans associated with the FSIS network are able to carry out food security information systems methods and related techniques through intensive training at all levels.

Objective 3: A national FIVIMS network is established based on a strong institutional support structure and following increased collaboration and networking among FSIS partner agencies.

As per the Project Document, four project review missions were foreseen during the duration of the 5 year project - of which one must be an in-depth external evaluation mission. Regular Tri-partite meetings were held during the first three years, in lieu of the envisaged project review missions. However, as the project is now in the fourth year all parties have agreed that this is an opportune time for an in-depth evaluation of the project impacts on SETSAN, especially as SETSAN is planning to design a five-year strategic plan in 2007 and the outputs of this evaluation will be a primary input to that strategic planning process.

Purpose of the Evaluation

An Evaluation Mission consisting of representatives of the Government of Mozambique (the beneficiary) and FAO (the technical assistance agency) and the EC (the funding agency) will conduct an evaluation of the SETSAN and contribution of UTF project activities and achievements to date. As the project will be drawing to a close in 2007, the purpose of the evaluation will be to provide recommendations to all parties (government, FAO and EC) on further steps necessary to consolidate progress and ensure achievement of objectives to the end of the project – as well as to guide the Government in its strategic longer term planning for the SETSAN.

Scope of the Evaluation

The mission will assess and critically review:

A. The project concept and design:

- The relevance of the project to development priorities and needs, especially those contained in the National Food Security and Nutrition Strategy (1996) and the embedded SETSAN mandate.
- The clarity and realism of the project's development and immediate objectives, including specification of targets and identification of beneficiaries and prospects for sustainability.
- The quality, clarity and adequacy of project design including:
 - clarity and logical consistency between, inputs, activities, outputs and progress towards achievement of objectives (quality, quantity and time-frame);
 - realism and clarity in the specification of prior obligations, assumptions and risks;
 - realism and clarity of external institutional relationships, and in the managerial and institutional framework for implementation and the work plan;
 - likely cost-effectiveness of the project design;
 - the context and setting in which the project was formulated and approved, and of any significant developments that have taken place and affected the projects;

B. Project implementation:

- Efficiency and adequacy of project implementation including:

- availability of funds as compared with budget for both the donor and national component;
- analyse of any significant under/over expenditures related to project activities and appropriateness of budget revisions if any;
- the quality and timeliness of input delivery by both FAO and the Government;
- managerial and work efficiency;
- the quality and timeliness of the responsiveness of project management to changes in the environment of the project;
- identify the major factors that have either facilitated or impeded the project's implementation;
- provide the reasons why the activities were not completed, examine if any corrective actions were taken, and how successful they were;
- adequacy of monitoring and reporting;
- the quality and quantity of administrative and technical support by FAO;
- the follow-up of any meetings or monitoring visits;
- determine the extent of the Government support and commitment to the project.

C. Institutional Framework

The mission will review to what extent has the project been able to support the institutional framework established by the Government to coordinate and promote multi-disciplinary food security and nutrition activities throughout the country, especially through its two units (FSIS and policy and planning) and provincial representations. The evaluation should also review the revised ESAN to ascertain the appropriateness of the current SETSAN structure and how the project contributed to the vision, mission and primary objectives of the SETSAN to implement the revised ESAN. Finally, the mission will review to what extent these institutional frameworks are understood by SETSAN members and other partners as inputs to the SETSAN strategic planning process.

D. Project results:

The UTF/Moz/071/Moz project was designed to help build a credible, efficient food security and nutrition information system in Mozambique under the SETSAN mandate created by the ESAN 1998. The ultimate goal of the ESAN, the SETSAN and the project are to achieve food security for all people of Mozambique at all times for a healthy and productive life (WFS 1996). Specifically, the project was designed to ensure that decision makers and resource managers were supplied with *coherent, timely and multi-disciplinary information for prevention, impact reduction and quick response to vulnerable and food insecure population groups, both at temporary and chronic levels*.¹⁵

Within this context, it is clear that project results must necessarily be seen in terms of current institutional capacity of SETSAN to fulfil its mandate and meet its objectives. Thus the review, while examining the main project outputs and activities during the course of the project, will focus more on assessing these results relative to the immediate objectives, with particular attention to the development of a national FIVIMS, and improved capacity for decision-making in policy formulation, development programming and emergency interventions:

- a full and systematic assessment of outputs produced to date;
- quantity and quality as compared with workplan;
- progress towards achieving the immediate objectives;
- the status and quality of the work ongoing;
- analyse of the results and impact if any on the intended end users/beneficiaries;
- analysis of results relative to gender aspects.

¹⁵ Objective of the information system within SETSAN as approved by MADER in 2000.

E. Sustainability issues:

What are the prospects for sustaining the project's results by the beneficiaries and the host institutions after the termination of the project? The mission should examine in particular:

- the achievements in terms of capacity building (human and physical assets);
- the extent of national support and commitment;
- possible *future constraints* which must be overcome for the successful implementation of the project

F. The cost-effectiveness of the project:

Based on the above analysis the mission will draw specific conclusions and make proposals for any necessary actions by Government and/or FAO/donor to ensure sustainable development, including any need for additional technical and financial assistance. These recommendations should be forward looking, as well as how to make the best use of remaining resources of the project prior to its completion. The mission will draw attention to any lessons of general interest as well as suggestions on specific objectives and major outputs.

Composition of the Mission

The composition of the mission should strive to arrive at a balanced team, within available resources. The team leader should have good knowledge and experience with the relevant type of evaluation.

The mission will be comprised of:

- One representative of FAO (team leader) with experience in the evaluation of Food Security-related project and programmes;
- One representative of Government, with a good knowledge of relevant Government policies and strategies relevant to Food Security;
- One representative indicated by the EC with knowledge of the Mozambican context, priority food security issues, and institutional setting for food security.

Mission members should be independent and thus have no previous direct involvement with the project either with regard to its formulation, implementation or backstopping. They should preferably have previous experience with project evaluation.

Timetable and Itinerary of the Mission

It is critical that the evaluation be undertaken as soon as possible (and not later than September 2006) to allow for decisions to be made concerning future support requirements. The mission should be fielded for a duration of approximately 3 weeks. Exact dates will be subject to concurrence by Government counterparts. The review mission will convene in Maputo. An indicative timetable and itinerary/meeting schedule is provided in Annex 1 (to be developed).

Consultations

The mission will maintain close liaison with concerned agencies of the Government, any concerned national experts, project staff (Regional Food Security and Nutrition Co-ordinators) in the respective regions, the counterpart staff assigned to the projects as well as the FAO field staff in Mozambique. Recognition of the importance of decentralization of the FIVIMS work to respond to sub-national

information users needs implies that consultations will also be held at provincial level.

Although the review mission should feel free to discuss with the authorities concerned anything relevant to its assignment, it is not authorised to make any commitments on behalf of Government and FAO.

Reporting and Feedback

Based on the above analysis, the mission will be responsible for producing and/or carrying out the following reports and activities:

A *final evaluation report*, the main text of which should be approximately 30 pages, and should be presented in both Portuguese and English (support will be provided by FAO Representation in Mozambique for the translation into the second language);

An *executive summary* of the evaluation report that should not exceed 5 pages, with fully cross-referenced findings and recommendations;

The mission will also complete the FAO Project Evaluation Questionnaire.

The final report will be completed to the extent possible in Maputo and the findings and recommendations fully discussed with all concerned parties and wherever possible consensus achieved. The mission will draft a *summary of conclusions and recommendations* for discussion at a wrap-up meeting in Maputo. The conclusions and recommendations should provide sufficient technical guidance, and specify the resource requirements, for the successful completion of, or follow-up to, the FAO technical assistance project.

The mission leader bears responsibility for finalization of the report, which will be submitted to FAO within two weeks of mission completion. Three weeks should be allowed to receive comments from the parties interested. FAO will submit the final report to the Government and donor with its comments.

The mission is fully responsible for its independent report, which may not necessarily reflect the views of the Government, the donor or FAO. The report will be written in conformity with the following headings:

Executive Summary

Introduction

Background and Context

Assessment of Project Objectives and Design

Assessment of Project Implementation, Efficiency and Management

Assessment of Results and Effectiveness

Conclusions and Recommendations

Lessons Learned

Annexes and Supporting Documents

Tentative Timetable and Itinerary of the Review Mission.

Project document for UTF/Moz/071/Moz.

Project Progress Reports (7).

Relevant project reports (consultant reports, BTORs, backstopping missions, previous phases, related projects, etc.

UTF/MOZ/071/MOZ Tripartite Meeting Minutes.

Food Security and Nutrition Strategy (ESAN 1998).

FAO Guidelines for evaluation/review mission, briefings, reports, project evaluation questionnaire, etc.

FAO Country Programme, UNDAF, etc.

Annex II
List of MOZ/UTF/071/MOZ training events and reports

Training activities, including fellowships, study tours, field days, local workshops, etc.

1. Course on the Revision of Methodologies and Tools of Early Warning (9-13 September 2002): 28 members of provincial staff of MADER were trained in early warning methodology. The Project paid for two trainers, Raul Cumba (agro-meteorologist) and Marcelino Cadieiro (data-processing specialist).
2. Core food security conceptual training: 9 staff members from different SETSAN partners were trained on FIVIMS core food security concepts and a methodology for consulting stakeholders regarding their perceptions and expectations of SETSAN. This group became the core group that, under the Project's supervision, will carry out the task of devising a new strategy to promote, and advocate on behalf of, SETSAN
3. Familiarisation travel – stakeholder assessment: A team of three Government staff, the CTA and Food Security Specialist went to Cabo Delgado and Nampula for five days during which it met with key stakeholders to promote the integrated (FIVIMS) approach to food security; understand SETSAN's local modus operandus and constraints, and listen to feedback; The team discussed ideas regarding the level of institutional cooperation, a potential provincial agenda on food security, and potential revisions to the provincial structures of SETSAN.
4. Field day and workshop: A team of two government staff and the Project's Food Security Specialist went to Manica to conduct the same activity described in the previous paragraph. The team also assisted the provincial SETSAN on the annual PASAN (Plan of Action for Food Security and Nutrition). Such exercise represented an opportunity to observe and discuss the procedure used on the preparation of PASAN, which is carried out every year for every province.
5. SETSAN workshop in Manica for 35 participants
6. National SETSAN-Workshop
7. Workshop on Crop Forecasting & Early Warning Methodologies for 13 institutions:
8. VETAID-SETSAN HIV/AIDS and Rural Development Workshop in Maputo with 65 participants
9. VAC-Retreat on Inhaca for 30 participants (10-12 September 2003)
10. SETSAN Workshop on Data and GIS for 14 participants (22 -26 September 2003)
11. SETSAN Workshop on formation of working group on Food & Nutrition Security and HIV/AIDS for 10 participants (28 and 31 October 2003)
12. Field visit of 8 participants of the FAO Regional workshop on HIV/AIDS and Agricultural Policy to Maputo Province from Rome-ESAF team (18 November 2003)
13. Field visit to Maputo Province from Malawian Delegation for 12 participants (26 November 2003); visited a farmer field school, a farmer association, and a small private strawberry enterprise.
14. SETSAN Provincial Seminar to define the Food and Nutrition Security Agenda in Gaza-province for the most vulnerable districts
15. With SCUK, training on Vulnerability Assessment Techniques (1-5 March 2004), 45 participants, including 30 nutrition students.
16. Provincial Workshop on PASAN in Tete (2-7 May 2004).
17. With GTZ, provincial Workshop on PASAN in Lichinga, Niassa (9-11 June 2004), 25 participants
18. ITC/SETSAN/FAO/SADC-training on GIS & RS at SETSAN (7-18 June 2004), 30 participants
19. SETSAN/FAO/SADC-training on GIS & RS at SETSAN (21-25 June 2004), 30 participants
20. Study tour to Rome of two Mozambican officers with the UTF CTA (12-19 of April 2004).
21. GAPSAN Coordinator, MSc studies for 18 months at ITC
22. GAPSAN Coordinator, 1 week course WV/Gwiser, USA

23. National AIDS Council, 1 week HIV/AIDS and FS conference, Durban
24. 35 provincial and national participants, 1 week orientation to FSIS system and SETSAN, Nacala.
25. 30 provincial participants, 3 day training in FNS concepts, models, tools, Nampula
26. One person to IAAM – ArcGIS training, Rome May 2005 (5 days)
27. One person to UEM – Geonet training, Rome May 2005 (5 days)
28. Training of Provincial SETSANs, 4 provinces x 25 participants x 3-4 days each.
29. Participation of CNCS focal point to WHO and IFPRI food security and nutrition and HIV Conference April 2005 (5 days)
30. GAPSAN (8) and DDAs (15) trained in drought mitigation planning April and June 2005.
31. 5 trainers x 2 weeks training on FNS (institution: InWENT Germany)
32. 10 participants x 2 weeks training on facilitation and training techniques (institution: C4L White River)
33. 5 technical staff trained in Website maintenance (local contract)
34. 5 trainers x 2 weeks training on FNS (institution: InWENT Germany)
35. 10 participants x 2 weeks training on facilitation and training techniques (institution: C4L White River)
36. 10 SETSAN provincial focal points participate in a vulnerability assessment workshop 3 days.
37. 10 SETSAN provincial focal points and 10 national level technicians participate in a baseline survey training workshop. 3 days

Reports and publications

38. Best practices within the field of HIV/AIDS and emergency interventions in agriculture (J. Marzilli, October 2003).
39. BTOR of international consultancy of Clare Bishop on Food and Nutrition Security and HIV/AIDS (C. Bishop, October 2003).
40. BTOR of international consultancy of Margaret McEwan on Food and Nutrition Security and HIV/AIDS (M. McEwan, December 2003).
41. BTOR of international consultancy of Margaret McEwan on Food and Nutrition Security and HIV/AIDS (M. McEwan, February 2003).
42. BTOR of international consultancy of Nathan Morrow on vulnerability assessment (N. Morrow, February 2004)
43. BTOR of international consultancy of Nathan Morrow on Data & GIS (N. Morrow, October 2003)
44. BTOR of international consultancy of Stefano Giaccio on Data & GIS (S. Giaccio, October 2003)
45. Flier on formation of SETSAN working group on HIV/AIDS, food and nutrition security (C. Bishop, October 2003).
46. Folheto relativo à formação do grupo de trabalho do SETSAN sobre o HIV/SIDA, segurança alimentar e nutricional (SANHA): proposta de estratégia, estrutura, tipo de membros associados e modo de funcionamento (Translated by M. McEwan).
47. Guide on most used terminology of Food and Nutrition Security and vulnerability towards Food Insecurity (Guião da Terminologia de Segurança Alimentar e Nutricional e da Vulnerabilidade à Insegurança Alimentar Mais Usada) (SETSAN, February 2004)
48. InfoFlash publication on the Food Security Monitoring Exercise (VAC, December 2003)
49. Internal report Technical Assistance to identify and test better practices in food security and vulnerability analysis in Mozambique (N. Morrow, January 2004)
50. Project Profile (E. Bouma, January 2004)
51. Proposal on the content of SETSAN website (E. Bouma, October 2003)
52. Proposal for the publication boards for the SETSAN premises (E. Bouma, September 2003)
53. SETSAN working group on HIV/AIDS, food and nutrition security: proposal of Vision

- Statement, Structure, Membership and Mode of Operation (C. Bishop, October 2003) and translation into Portuguese
54. Training Manual on definition of provincial agenda on Food and Nutrition Security (SETSAN, December 2003).
 55. Database with 120 maps of Mozambique, containing metadata.
 56. Digital document library
 57. Historical timeline of FAO Projects related to SETSAN.
 58. Technical contributions to the VAC and the FNS and HIV/AIDS working group (questionnaire development, activity matrix, etc.).
 59. Terms of Reference for new SETSAN staff (January 2004).
 60. Various Power Point presentations to assist SETSAN and its different working groups in their performance.
 61. Various Terms of Reference for national and international consultants, and proposed long-term Food Security Advisor to GoM.
 62. Análise de vulnerabilidade corrente em sete províncias de Moçambique (Current Vulnerability Analysis in seven provinces of Mozambique) (July 2004).
 63. Background document “Procedures for the identification of groups vulnerable to food insecurity and malnutrition due to the impact of HIV and AIDS, and mechanisms for beneficiary selection and eligibility for appropriate interventions.”
 64. HIV and AIDS and Food and Nutrition Security Linkages in Mozambique. Background document for mainstreaming HIV and AIDS into the National Food and Nutrition Security Strategy.
 65. InfoFlash, Information and Commentary about Food Security and Nutrition in Mozambique (30 June 2004).
 66. Manual de Instruções VA 2004.
 67. Summary of above report with matrix of potential HIV/AIDS interventions prepared as submission to CNCS for material for inclusion into PNCS.
 68. Two PowerPoint presentations on the interlinkage between food (in)security and HIV/AIDS, presented to a group of UN agency staff working on HIV and AIDS issues on May 31 2004, the Mozambique Partners’ Forum on HIV and AIDS on June 1, 2004 and the consultancy team preparing the PNCS II on June 2, 2004.
 69. SETSAN annual report 2004 and plan 2005. (external, attached)
 70. Estudo de Caso sobre Alimentação e Nutrição em Moçambique, 2004.
 71. FNPP Proposal (on file in FAO Rome)
 72. TORs for SETSAN focal points to the Provinces (internal)
 73. Consultant report, Nancy Mock Sept 04 and recommendations for PhD training for Ms. Marcela Libombo, the national coordinator of SETSAN. (attached. Parts internal)
 74. VAC Northern Provinces – training guide. October 2005.
 75. VAC Northern Provinces Report/InfoFlash (Mar05) recommended for FAO CDS
 76. VAC South Rapid Assessment/InfoFlash (Feb05) recommended for FAO CDS
 77. “Procedures for the identification of groups vulnerable to food insecurity and malnutrition due to the impact of HIV and AIDS, and mechanisms for beneficiary selection and eligibility for appropriate interventions.” (currently under field test)
 78. VAC and CFSAM Report and InfoFlash June 2005
 79. VAC and MOH/Nutrition Report and InfoFlash Oct 2005
 80. SANHA Targeting Manual (Revised)
 81. Combate a Pobreza Absoluta e Insegurança Alimentar e Malnutrição Como Meio de Garantir o Direito Humano à Alimentação Adequada, Sept 2005.
 82. ESAN Evaluation – Final Report. Aug 2005
 83. Drought Mitigation Plan of Action. Ministry of Agriculture. June 2005
 84. MDG Progress Report. July 2005.
 85. RVAC Methodological Review of Vulnerability Assessments in Mozambique. Apr 2005.
 86. FSIS User Needs Assessment. Mar 2006. Publication in English and Portuguese.
 87. Training Needs Assessment. Summary of 2005 Provincial SETSAN Consultations. Feb 2006.

- Portuguese.
88. SETSAN Cascade FNS Training Plan. Extended Concept Paper. Dec 2005. (Portuguese) and Summary (English).
 89. Ficha da Alerta da Fome. Extended Concept Paper on a Model for Community Based FNS monitoring systems. Oct 2005. Portuguese
 90. Drought Mitigation Planning Methodology. Dec 2005. Portuguese
 91. FNS Rapid Assessment Tool and Methodology. Feb 2006. Portuguese
 92. Evaluation of the INWENT Training Course. Dec 2005. Portuguese
 93. HDDS/FSIS tools testing report. (Financed by a separate EC/FAO fund but supported technically and operationally by UTF/071 and the SETSAN-C/P).
 94. BTOR - RVAC Training Course. Mar 2006. English
 95. Survey manual and training materials (powerpoints). Port.
 96. GAV Monitoring Report May 2006 (Eng/Port)
 97. INWENT Training Evaluation Report July 06 (Port)
 98. C4L Training Evaluation Report Apr 06 (Port)
 99. User Needs Assessment Report April 2006 (Eng/Port)
 100. Job description Information and Analysis Officer, Capacity Building Coordinator
 101. FNS Training Modules (draft)
 102. TOR SETSAN Library (Port)
 103. Administrator and Communications Experts Training Materials (Port)
 104. TOR Training Advisor
 105. UNDAF M&E Matrix
 106. PARPA M&E Matrix
 107. TORs SETSANp Support 2006
 108. MINAG Drought Mitigation Plan Gaza and Inhambane

Annex III
Cost structure of SETSAN

A note on the cost structure of SETSAN central and receipts from various sources (other than UTF)

This sample cost structure is based on average actually recorded expenditure by the UTF project in the course of the past couple of years.

Table 1		
Sample cost structure for SETSAN, excluding salary costs		
	USD	Mtn
Contracts (professional)	13,050.00	345,825.00
Contracts (training)	10,000.00	265,000.00
Travel	15,500.00	410,750.00
Office Operating Costs	45,440.00	1,204,160.00
Assets' depreciation allow./replacement	7,500.00	198,750.00
Consumables	8,000.00	212,000.00
Software	3,000.00	79,500.00
Total	102,490.00	2,715,985.00

The costs of staff salaries are not included in this table for the following reasons:

- a. The salaries of the four professional staff members of SETSAN are being paid by central government departments, whether within MoA or other.
- b. Difficulties in estimating the true cost for the additional staff to be contracted by SETSAN. If they are paid the average Government salary, that would be around 300-400US\$/pm per person. It will probably be difficult to find reasonably qualified/experienced personnel outside the ministries to work for this level of remuneration. Equally, given the generalised shortage of qualified personnel across the board in the public sector, it is unlikely that other government department would happily let their personnel migrate to SETSAN.

Additionally, Table 2 below attempts to give an estimation of costs of new staff on the basis of average salaries of US\$930 per professional employee per month. These averages could perhaps be reduced if the new personnel recruited were to include a number of students terminating their careers and/or newly graduated students. These could be paid initial salaries of about US\$300 per month, while more experienced professionals could be paid upward US\$1,200 per month. A personnel policy should however be put in place to allow for salaries to increase for the younger members of staff as they acquire competence and skills. Otherwise their presence in SETSAN could be short-lived.

	USD	Mtn
Salaries (new staff only)	80,520.00	2,133,780.00
Contracts (professional)	13,050.00	345,825.00
Contracts (training)	10,000.00	265,000.00
Travel	15,500.00	410,750.00
Office Operating Costs	45,440.00	1,204,160.00
Assets' depreciation allow./replacement	7,500.00	198,750.00
Consumables	8,000.00	212,000.00
Software	3,000.00	79,500
Total	183,010.00	4,849,765.00

Source: UTF and TE team estimate

All these are mere hypotheses as no clear indication emerged on whether such types of contracts with variable remuneration can be established within a government entity like SETSAN and under whose authority and control.

Table 3 highlights the “truer” cost base of SETSAN if the entity was to be responsible for the payment of all personnel, including its current professional staff, at rates which are closer to “market levels”. **The wage rates used are detailed in Table 4, while the other cost items are detailed in Table 5 below.**

Table 3		
Sample cost structure for SETSAN, fully costed salaries		
	USD	Mtn
Salaries (existing + new staff)	154,920.00	4,105,380.00
Contracts (professional)	13,050.00	345,825.00
Contracts (training)	10,000.00	265,000.00
Travel	15,500.00	410,750.00
Office Operating Costs	45,440.00	1,204,160.00
Assets' depreciation allow./replacement	7,500.00	198,750.00
Consumables	8,000.00	212,000.00
Software	3,000.00	79,500
Total	257,410.00	6,821,365.00

Source: UTF and TE team estimate

Table 4,				
Estimates of salary costs, monthly values in US\$, total in US\$ and Mtn				
Existing professional staff, revised to take into account “market levels”				
New staff at lower-end market level				
	Current staff US\$	New staff US\$	Total US\$	Total Mtn
Executive secretary/national co-ordinator	2,000.00		2,000.00	53,000.00
Management assistant		750.00	750.00	19,875.00
Head of Policy Unit	1,500.00		1,500.00	39,750.00
Head of Information System Unit	1,500.00		1,500.00	39,750.00
Communication expert		1,200.00	1,200.00	31,800.00
Training expert	1,200.00		1,200.00	31,800.00
Nutritionist		750.00	750.00	19,875.00
Database expert		1,200.00	1,200.00	31,800.00
WG secretary		750.00	750.00	19,875.00
Secretary		600.00	600.00	15,900.00
Accountant		600.00	600.00	15,900.00
Driver		400.00	400.00	10,600.00
Cleaners (2)		460.00	460.00	12,190.00
Total	6,200.00	6,710.00	12,910.00	342,115.00

Source: UTF and TE estimate

Table 5					
Breakdown of Operating Costs, SETSAN office, US\$ and Mtn					
	Unit	Cost/Unit (US\$)	Total Units	Total Cost (US\$)	Total Cost (Mtn)
Rent	month	0	12	0	0
Security	month	770.00	12	9,240.00	244,860.00
Utility bills (water & electricity)	month	400.00	12	4,800.00	127,200.00
Telephone	month	650.00	12	7,800.00	206,700.00
Internet	month	1,100.00	12	13,200.00	349,800.00
Insurance (premises)	year	0		0	0
Vehicle Insurance	year	2,000.00	4	8,000.00	212,000.00
Vehicle Maintenance	year	350.00		0	0
Vehicle oil & fuel	month	50.00	48	2,400.00	63,600.00
Total				45,440.00	1,204,160.00

Source: UTF

Finally Table 6 presents the funding side, other than UTF, from the various sources that have contributed in 2005 and 2006 to the activities and the functioning of SETSAN.

Table 6, Consolidated statement of SETSAN's receipts from different sources in 2005 and 2006, in US\$			
	Net received	Used	Balance
2005			
RVAC	19,960.00	19,960.00	
IUCN	11,520.00	9,350.00	2,170.00
PMA	45,100.00	45,100.00	
Total	76,580.00	74,410.00	2,170.00
2006	Net received	Used	Balance
IUCN	8,200.00	2,766.00	5,434.00
CNCS	46,105.00	35,593.00	10,512.00
Total	54,305.00	38,359.00	15,946.00

Source: SETSAN

In the case of CNCS the total amount allocated to SETSAN until February 2007 was Mtn 2,530,000 or approximately US\$ 100,000. Level of execution here appears quite limited, not having achieved using even half of the total budget. CNCS, according to the interview conducted by the TE team is willing to extend support beyond February 2007 and they consider SETSAN a key partner. However they made clear that they need a coherent and consistent work plan and budget before they can commit any more funds.

Annex IV
Administration Support Consultancy - Terms of Reference

Technical advisor to assist SETSAN in planning and management

Qualifications

The short-term Technical Adviser on management and strategic planning should have an advanced University degree in Economics and/or Public Administration and ideally be familiar with information systems linked to Agriculture and food security policies.

S/He should be conversant with the management of public sector organisations, formulation of work plans, budgeting and administration. S/He should have strong communication skills and, at least, some relevant experience in management training of civil servants. Should be fluent in either English or Portuguese and have a working competence in the other language.

Duration of assignment

Up to 4 weeks

Description of assignment

The Technical Adviser will work under the overall responsibility and supervision of the SETSAN national Coordinator/Executive Secretary with whom s/he will collaborate closely on a day-to-day basis and in close collaboration with the UTF. S/He will receive complete initial briefing by the FAO Representation, SETSAN and UTF. The purpose of the assignment is twofold:

- i. to facilitate the full evaluation of the present and prospective internal financial and human resources needs of SETSAN for the efficient completion of its institutional mandate;
- ii. building on the actual experience generated through the UTF 071, to facilitate the finalization of a Strategic plan for SETSAN for the next two years and formulation of a detailed plan of prioritised actions for 2007.

Scope and expected outputs

The Technical Adviser will assist SETSAN's National Coordinator/Executive Secretary in carrying out the following activities:

- a. finalize the 2007-2008 SETSAN Strategic plan of action;
- b. formulation of 2007 detailed plan of activities;
- c. preparation of an accurate breakdown of recurrent and variable costs of SETSAN for the completion of the activities thus planned;
- d. review and if necessary reformulation of the job description of SETSAN's existing staff;
- e. full review of additional human resources to be inserted in the Secretariat as soon as possible and drafting of their full job descriptions;
- f. elaboration, in conjunction with EC and MoA, of a simplified and transparent mechanism within the framework of PROAGRI whereby the funds made available by EC for 2007 and 2008 can reach SETSAN rapidly and effectively;
- g. elaboration of an adequate financial reporting system to the donor;
- h. preparation of a timed plan of activities to facilitate early disbursement of MoA funds to SETSAN; and
- i. elaboration of financial reporting system of expenditures back to MoA.